



June 28, 2011

Meeting Materials

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FISH AND WILDLIFE STRATEGIC VISION

-- AGENDA --

FISH AND WILDLIFE STRATEGIC VISION (AB 2376) EXECUTIVE COMMITTEE

Tuesday, June 28, 2011

Resources Building Auditorium

1416 Ninth Street

Sacramento, CA 95814

Order of agenda items is subject to change.

Tuesday, June 28, 2011, 9:00 a.m. – 11:30 a.m.

9:00 a.m.

1. Welcome and Introductions
 - a. Letter from Assemblymember Jared Huffman

2. Implementation of AB 2376 – Fish and Wildlife Strategic Vision (Information Item)
 - a. AB 2376
 - b. Description of the Fish and Wildlife Strategic Vision Initiative
 - c. Timeline
 - d. Department of Fish and Game/Fish and Game Commission History: Department of Fish and Game celebrates 130 years of serving California
 - e. Department of Fish and Game Organization Chart
 - f. Department of Fish and Game Regions
 - g. Department of Fish and Game Actual Expenditures by Fund 2005-06 Through 2009-10
 - h. Department of Fish and Game Actual Expenditures by Program 2005-06 Through 2009-10
 - i. Department of Fish and Game Program/Fund Source Comparison
 - j. Department of Fish and Game License, Permit and Tag Fees
 - k. Department of Fish and Game Lake and Streambed Alteration Program 2010-11 Fees
 - l. Department of Fish and Game California Environmental Quality Act Indexed Fee Report

3. Group Charge Documents (Action Item – adopted 5-0)
 - a. Charge to the Executive Committee
 - b. Charge to the Blue Ribbon Citizen Commission
 - c. Charge to the Stakeholder Advisory Group

4. Blue Ribbon Citizen Committee (Action Item – adopted 5-0)
 - a. Blue Ribbon Citizen Committee members

5. Stakeholder Advisory Group (Information Item)
 - a. Stakeholder Advisory Group Selection Criteria
 - b. Stakeholder Application Process
 - c. Application for the California Fish and Wildlife Strategic Vision Stakeholder Advisory Group

6. Status Reports (Information Item)
 - a. List of Publications and Studies
 - b. Fish and Game Commission:
 - i. Voter Pamphlet Information on Assembly Constitutional Amendment 45 (1940)
 - ii. Description About the Fish and Game Commission
 - iii. The Fish and Game Commission Strategic Plan
 - c. Department of Fish and Game:
 - i. Fall 2010 Progress Update on the Department of Fish and Game's Seven Strategic Initiatives
 - ii. July 2005 Strategic Plan Final Update
 - iii. Strategic Focus Item Projects Progress Report (1997)
 - iv. Strategic Plan: Where do we want to be? (1995)
 - v. The 1990's and Beyond: A Vision for the Future (1993)
 - vi. A Review of the Department of Fish and Game: Issues and Options for Improving Its Performance (1991)
 - vii. Report on California's Fish and Game Commission and Department of Fish and Game: Executive Summary (1990)
 - viii. Report on Survey: Department of Fish and Game: Summary of Conclusions and Recommendations (1958)
 - d. Jacobson, Cynthia, A., John F. Organ, Daniel J. Decker, Gordon R. Batcheller, and Len Carpenter, "A Conservation Institution for the 21st Century: Implications for State Wildlife Agencies," *Journal of Wildlife Management*, Vol. 74, No. 2, pp.203-209 (February 2010)
7. Public Comment
8. Preparation for Next Executive Committee Meeting – Discuss (a) expected agenda items; (b) new work assignments for staff; (c) other requests from Executive Committee members

11:30 a.m. Adjourn

The agenda items listed above may be considered in a different order pursuant to the determination of the Executive Committee Chair. Times listed on the agenda are approximate only. At the discretion of the Executive Committee, all items appearing on this agenda, whether or not expressly listed for action, may be deliberated upon and may be subject to action.

Meetings of this Executive Committee are subject to the Bagley-Keene Open Meeting Act and will include opportunities for public comment. Comments during the public comment period shall be limited to matters within the Executive Committee's jurisdiction.

Public comment is taken prior to a vote on any agenda item as well as at the end of the meeting. If you wish to speak, fill out a comment card provided at the meeting. Prior to making your comments, please state your name for the record and identify any group or organization you represent. Depending on the number of

individuals wishing to address the Executive Committee, the Executive Committee Chair may establish specific time limits on presentations.

If presenters intend to provide exhibits or handouts to the Executive Committee members, copies must be provided to Carol Baker, whose contact information is listed below, at least five days prior to the Executive Committee meeting for distribution to the Executive Committee members and to the public in attendance at the meeting.

Any person who wishes to request this notice or other meeting materials in an alternative format, requires translation services, or needs any disability-related modification or accommodation, including auxiliary aids or services, which would enable that person to participate at the meeting must make that request at least 7 days prior to the meeting date by contacting Carol Baker, whose contact information is listed below.

Contact: Carol Baker, Project Director carol.baker@resources.ca.gov or 916-651-7586

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Assembly California Legislature



JARED HUFFMAN
ASSEMBLYMEMBER, SIXTH DISTRICT

COMMITTEES
CHAIR, WATER, PARKS AND
WILDLIFE
BUDGET
NATURAL RESOURCES
UTILITIES AND COMMERCE

BUDGET SUBCOMMITTEE NO.3
ON RESOURCES

June 28, 2011

John Laird, Natural Resources Agency Secretary
Executive Committee, Fish and Wildlife Strategic Vision
Resources Building
1416 Ninth Street
Sacramento, CA 95814

RE: First Meeting of Fish and Wildlife Strategic Vision (AB 2376) Executive
Committee

Dear Secretary Laird and Executive Committee Members:

I am pleased the Executive Committee to implement AB 2376 is holding its first meeting today. I regret I am unable to be with you personally, but am simultaneously chairing a hearing of the Assembly Water, Parks & Wildlife Committee, while serving on the Judiciary Committee and presenting several bills in the Senate, so I appreciate you allowing staff to read this letter into the record. I also want to thank the Governor and Secretary Laird for moving forward on implementing AB 2376 and to each of you for serving on the committee.

The Department of Fish and Game, as the chief public trustee for California's Fish and Wildlife, along with the Fish and Game Commission, share what I believe is one of the most important missions in state government. The mission of the Department is to manage California's diverse fish, wildlife, and plant resources, and the habitats upon which they depend, for their ecological values and for their use and enjoyment by the public. AB 2376 was introduced with the intent of enhancing and strengthening the ability of the Department and Commission to fulfill that mission, and not in any way to diminish it. AB 2376 was the product of several years of discussions regarding the challenges faced by the Department in managing and protecting California's wildlife in a state with an ever-growing population and competing and often conflicting demands on its natural resources. California is also a state of incredible natural beauty and wildlife resources, much of which is threatened and at risk of being lost. Examples include our iconic salmon runs and native trout, in addition to many land based species.

Due to DFG's role as public trustee of our fish and wildlife resources, having a robust department is essential to accomplishing many of our most important goals in California, including restoration of the Delta ecosystem, siting of renewable energy projects, and



preparing for climate change adaptation. We also need to be engaged in proactive and effective habitat conservation efforts statewide so that we can prevent species from getting to the point where they need to be considered for listing on the endangered species list, a process which currently takes up an inordinate amount of the Department's and the Commission's time.

In February of 2010 the Assembly Water, Parks & Wildlife Committee which I chair held a day long oversight hearing that brought together experts in the areas of fish and game management, environmental law, and habitat conservation, as well as landowners, renewable energy developers, recreational users, and others to discuss what can be done to strengthen the state's ability to more effectively manage fish and wildlife resources for the benefit of the resources themselves and for the people of the state. While we didn't necessarily reach a consensus on the solutions, there were a number of common themes that emerged from the hearing, and were consistent with other themes we have heard in previous stakeholder discussions. A few of those common themes are:

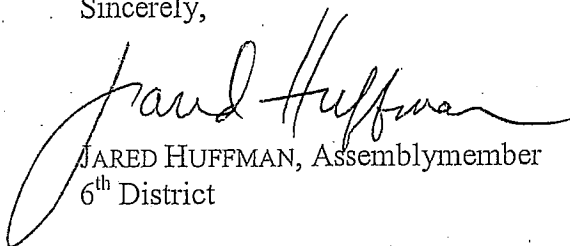
- A recognized need by all for comprehensive strategic reform;
- The need for increased investment and new dedicated funding sources to reduce dependence on the state's General Fund and on traditional users;
- The need for greater clarity between the roles of the department and commission;
- The need for enhanced scientific capacity and partnerships;
- The need for greater land conservation incentives;
- The need for database system modernization and transparency.

Many of these issues have been longstanding and cumulative over time, as DFG's responsibilities have increased, and the challenges and stresses on California's wildlife have grown exponentially. Other states are also grappling with these issues, and the hope was that we might learn from their experiences, while recognizing that California, with its diversity of wildlife, habitats and people, is in many ways unique.

Over the years numerous reports have been issued identifying the need for reform of DFG. The intent of this bill was not to just produce another report to add to those already on the shelf, but to develop a strategic plan with specific recommendations that can actually be implemented, so that California may once again be recognized as the most forward thinking and progressive wildlife conservation state in the nation.

Thank you again for your important role in these efforts. If there is any way that I or my staff can be of assistance to you as you undertake this very worthwhile and challenging project please let us know.

Sincerely,



JARED HUFFMAN, Assemblymember
6th District

Assembly Bill No. 2376

CHAPTER 424

An act to add Section 12805.3 to the Government Code, relating to fish and wildlife.

[Approved by Governor September 28, 2010. Filed with
Secretary of State September 28, 2010.]

LEGISLATIVE COUNSEL'S DIGEST

AB 2376, Huffman. Fish and wildlife: strategic vision.

The California Constitution establishes the Fish and Game Commission and provides for the delegation to the commission of powers relating to the protection and propagation of fish and game. Existing statutory law delegates to the commission the power to regulate the taking or possession of birds, mammals, fish, amphibians, and reptiles in accordance with prescribed laws. Existing law establishes the Department of Fish and Game in the Natural Resources Agency, and generally charges the department with the administration and enforcement of the Fish and Game Code.

This bill would require the Secretary of the Natural Resources Agency to convene a committee, with membership as prescribed, to develop and submit to the Governor and Legislature, before July 1, 2012, a strategic vision for the department and the commission that addresses specified matters relating to state fish and wildlife resource management.

The people of the State of California do enact as follows:

SECTION 1. Section 12805.3 is added to the Government Code, to read:

12805.3. (a) The Secretary of the Natural Resources Agency shall convene a committee to develop and submit to the Governor and the Legislature, before July 1, 2012, a strategic vision for the Department of Fish and Game and the Fish and Game Commission.

(b) The committee members shall include all of the following:

- (1) The Secretary of the Natural Resources Agency.
- (2) The Director of Fish and Game.
- (3) The president of the Fish and Game Commission.
- (4) The chair of the State Energy Resources Conservation and Development Commission.
- (5) A representative of the University of California.
- (6) Representatives of the United States Fish and Wildlife Service and the National Marine Fisheries Service, if they choose to participate.

(c) The strategic vision shall address all of the following matters:

(1) Improving and enhancing capacity of the department and the commission to fulfill their public trust responsibilities to protect and manage the state's fish and wildlife for their ecological values and for the use and benefit of the people of the state.

(2) Comprehensive biodiversity management, including conservation planning and monitoring.

(3) Sustainable ecosystem functions, including terrestrial, freshwater, and marine habitat.

(4) Opportunities for sustainable recreational and commercial harvest of fish and wildlife.

(5) Permitting, regulatory, and enforcement functions.

(6) Science capacity and academic relationships, including strategies to protect and enhance the independence and integrity of the science that forms the basis for department and commission policies and decisions.

(7) Education, communication, and relations with the public, landowners, nonprofit entities, and land management agencies.

(8) Reforms necessary to take on the challenges of the 21st century, including, but not necessarily limited to:

(A) Climate change and adaptation.

(B) Meeting California's future renewable energy needs while protecting sensitive habitat.

(C) The restoration of the state's native fish species.

(D) Implementing and updating the state's Wildlife Action Plan.

(9) The development and deployment of technology to meet the department's mission, including data modeling, collection, and online reporting.

(10) Budget and fiscal development, accounting, and management.

(11) Coordination among state agencies.

(12) Recommendations for institutional or governance changes, including clarification of the roles of the commission and the department.

(13) Strategies for identifying stable funding options to fulfill the mission of the department while reducing dependency on the General Fund.

(14) Other recommendations deemed desirable by the committee.

(d) The committee shall seek input from elected officials, governmental agencies, and interested parties, and shall review existing reports and studies on the functioning of the department and other state models for fish and wildlife governance.

(e) For the purposes of carrying out this section, the committee may also seek input from other policy and resource leaders.

(f) (1) The committee, its members, and state agencies represented on the committee may contract for consultants to assist in the preparation of the strategic vision.

(2) Contracts entered into pursuant to paragraph (1) shall terminate no later than December 31, 2011.

(3) Contracts entered into pursuant to paragraph (1) shall be exempt from Part 2 (commencing with Section 10100) of Division 2 of the Public Contract Code.

(g) The Governor or the committee shall appoint a “blue ribbon” citizen commission or task force, a stakeholder advisory group, and any other group that the Governor or the committee deems necessary or desirable to assist in carrying out this section. A stakeholder advisory group appointed pursuant to this section shall be broadly constructed to represent a diverse range of interests affected by state policies that govern fish and wildlife, including, but not necessarily limited to, persons representing fishing and hunting interests, nonprofit conservation organizations, nonconsumptive recreational users, landowners, scientific and educational interests, and other interests or entities dedicated to habitat conservation and protection of public trust resources. The committee convened pursuant to subdivision (a), in developing the strategic vision, shall take into account the recommendations of any group appointed pursuant to this subdivision.

(h) (1) The requirement for submitting the strategic vision imposed under subdivision (a) is inoperative on January 1, 2015, pursuant to Section 10231.5 of the Government Code, or on the date that the strategic vision is submitted, whichever date is later.

(2) The strategic vision shall be submitted in compliance with Section 9795 of the Government Code.

DESCRIPTION OF THE FISH AND WILDLIFE STRATEGIC VISION INITIATIVE (AB 2376)

AB 2376 (Ch. 424/2010) requires the Natural Resources Agency to convene a cabinet-level committee to develop and submit to the Governor and Legislature a strategic vision for the Department of Fish and Game and the Fish and Game Commission. This legislation is intended to establish a long-term goal to improve and enhance the Department of Fish and Game's capacity and effectiveness in fulfilling its public trust responsibilities for the protection and management of the state's fish and wildlife, for their ecological values and for the benefit of the people of the state.

Fish and Wildlife Strategic Vision (April 2011 through February 2012)

Executive (Cabinet-level) Committee. AB 2376 creates a cabinet-level committee (executive committee) that includes the Secretary for Natural Resources, the Director of Fish and Game, the President of the Fish and Game Commission, the Chair of the California Energy Commission and a representative of the University of California to develop a strategic vision for the Department of Fish and Game and the Fish and Game Commission. The U.S. Fish and Wildlife Service are also invited to participate as members. While the bill did not designate a chair, the Secretary for Resources will be the chair of the executive committee. The bill requires the executive committee to develop and submit to the Governor and the Legislature, by July 1, 2012, a fish and wildlife strategic vision.

Blue Ribbon Citizen Commission. AB 2376 requires the Governor or the executive committee to appoint a blue ribbon citizen commission (commission). The members will include diverse expertise and perspectives, policy, management and fiscal experts, and strategic problem solvers. At the direction of the executive committee, the commission may prepare independent public reports setting forth its findings and recommendations in order to advise and assist in the preparation of the fish and wildlife strategic vision by the executive committee.

Stakeholder Advisory Group. AB 2376 requires the Governor or the Executive Committee to appoint a stakeholder advisory group that represents a diverse range of interests affecting state policies that govern fish and wildlife, including but not limited to, individuals representing fishing and hunting interests, nonprofit conservation organizations, nonconsumptive recreational users, landowners, scientific and educational interests. The advisory group will advise and support the executive committee and the commission in their work products.

Fish and Wildlife Strategic Vision Work Products

First Draft. The first work product will be the first draft of the Fish and Wildlife Strategic Vision. The executive committee will review existing reports and studies regarding the functioning of the Department of Fish and Game and other state models for fish and wildlife governance. The executive committee will seek input from the commission and

the stakeholder advisory group as well as elected officials, governmental agencies, other interested parties and the public. The first draft is anticipated to be released in October 2011.

Final Draft. The final draft will be a further refinement to the first draft, and include additional findings and recommendations from a series of public meetings to be held throughout the state (at a minimum, one each in the north, central and south). Input will continue to be provided by the commission and the stakeholder advisory group. The final draft is anticipated to be released February 2012.

**CALIFORNIA FISH AND WILDLIFE STRATEGIC PLAN
TIMELINE**

MILESTONES

First Executive Commission Meeting	June 28, 2011
Appoint Blue Ribbon Citizen Commission	June 28, 2011
First Blue Ribbon Citizen Commission meeting	Week of July 18, 2011
Appoint Stakeholder Advisory Committee	Week of July 18, 2011
First Stakeholder Advisory Committee meeting	Week of July 25, 2011
Blue Ribbon Citizen Commission and Stakeholder Advisory Group present to Executive Committee	By September 2011
Release of First Draft	October 2011
Three across-the-state meetings	October 2011 – December 2011
Blue Ribbon Citizen Commission and Stakeholder Advisory Group present to Executive Committee	By January 2012
Release of Final Draft	February 2012

Department of Fish and Game celebrates 130 years of serving California . . .

In 1970, the Department of Fish and Game turned 100 years old. At that time, a history of significant events over that 100 years was published. A frequently requested item, the history was updated in 1980, and now we have another 20 years to add. We look forward to seeing where fish and wildlife activities lead us in the next millennium. — Editor

1849. California Territorial Legislature adopts common law of England as the rule in all state courts. Before this, Spanish and then Mexican laws applied. Most significant legal incident was the Mexican government decree in 1830 that California "mountain men" were illegally hunting and fishing. Captain John Sutter, among others, had been responsible for enforcing Mexican fish and game laws.

1851. State of California enacts first law specifically dealing with fish and game matters. This concerned the right to take oysters and the protection of property rights of persons planting oysters.

1852. First California game law is enacted in 12 counties. It protected elk, antelope, deer, quail, mallard, and wood ducks for six months of each year. Also passed was the first law protecting salmon runs. Enforcement was the responsibility of local authorities.

1854. Game laws are extended to all counties in the state.

1860. The beginning of statewide control. First license act provides that no Chinese or Mongolian could take fish in state waters without a four-dollar monthly license. Collectors of fees were appointed by the governor.

1861. Closed seasons for trout are established.

1869. Lake Merritt (City of Oakland) is made the first state game refuge, believed to be the first in the country.

1870. The Board of Fish Commissioners, forerunner of the Fish and Game Commission, is established "to provide for the restoration and preservation" of fish in California waters. This was the first wildlife conservation agency in the country, even predating the U.S. Commission of Fish and Fisheries. California's three "fish commissioners," appointed by the Governor, received no compensation, but the Legislature appropriated \$5,000 to the board for the first two years' operations. This same year the first fish ladder is built on a tributary of the Truckee River, and a



Game wardens have been protecting California's fish and wildlife for more than 100 years.



DFG archive photos

state hatching house is established at the University of California in Berkeley.

1871. First importation of fish—1,500 young shad. Two full-time deputies (wardens) are appointed, one to patrol San Francisco Bay and the other the Lake Tahoe area.

1872. The Legislature passes an act enabling the commission to require fishways or "in-lieu" hatcheries where dams or other obstacles impede or prevent fish passage.

1878. The authority of the Fish Commission is expanded to include game as well as fish.

1879. Striped bass are introduced from New Jersey, and planted at Carquinez Strait.

1883. Commissioners establish a Bureau of Patrol and Law Enforcement. Jack London switches sides from oyster pirate to Commission deputy. His forays form the basis for his novel, *Tales of the Fish Patrol*.

1885. First compilation of California fish and game laws is published. The first fish and game marine patrol is instituted with the placing in operation of the 46-foot patrol boat Governor Stoneman.

1887. Market fishing boats and crews are licensed.

1889. The commission is authorized to import game birds.

1893. The commission engages its first attorney.

1901. After the turn of the century, the administration of fish and game laws was strengthened and expanded. The deputy force reaches 50 men, and the first bag limits are set—deer, three bucks; ducks and doves, 50; quail, 25. Night hunting is outlawed.

1907. First hunting licenses are issued at \$1 for everyone hunting certain game birds and animals. Money from the license sale and from fines was credited to the Fish and Game Preservation Fund. The deputy (warden) force expands to 73.

1908. One of the first expenditures from the Preservation Fund is for the establishment of a game farm at Hayward.

1909. Name is changed from the Board of Fish Commissioners to the Fish and Game Commission, which reflects the growing importance of game conservation. The complex fish and game administration of

The way we

today dates from these years when the commission was given more authority to expand and to undertake new responsibilities. This year marks the last legislative appropriation for fish and game administration. Commercial licenses for fishermen are inaugurated (commercial fishing boats had been licensed in 1887).

1913. The first general angling license (\$1) is required for all persons over 18. A law is adopted prohibiting the taking of the endangered sea otter. The first field study of duck disease (botulism) is conducted.

1914. The Commission creates the Bureau of Education, Publicity and Research because of the need for development in these areas. Publication of a quarterly journal, California Fish and Game, starts.

1915. California is divided into districts, with each commissioner responsible for the administration of one district. The Department of Commercial Fisheries is instituted, separating commercial from sport fishing.

1922. The last grizzly bear is reported shot in Tulare County.

1926. The Commission decides that it should separate itself from the administrative and executive work of each district and work as a unit in fixing broad general policies. This reorganization sets up three major departments—fish culture, commercial fisheries, and patrol—and seven lesser bureaus—finance and accounts, education and research, publicity, pollution, screens and ladders, game forms, statistics, and game problems.

1927. Administrative functions of the original commission are assumed by the newly established Division of Fish and Game, set up within the Department of Natural Resources. As compared with other divisions within the department, Fish and Game was unique in that it was administered by a body (the Fish and Game Commission) not under the direct control of the Department of Natural Resources. The first deer tag is issued (\$1). Warden Mrs. Walter B. Seller* of Fairfax is last woman to carry DFG badge until 1970s.

1933. A separate Fish and Game Code is enacted by the Legislature, deleting fish and game from the State Penal Code.

1937. The Fish and Game Commission is increased from three to five members. Congress passes the Pittman-Robertson Act to accelerate the restoration of wildlife resources. Revenues collected through taxes on sporting arms and ammunition are to be apportioned to the various states. (This remains an important source of revenue for the DFG's Wildlife Management programs).

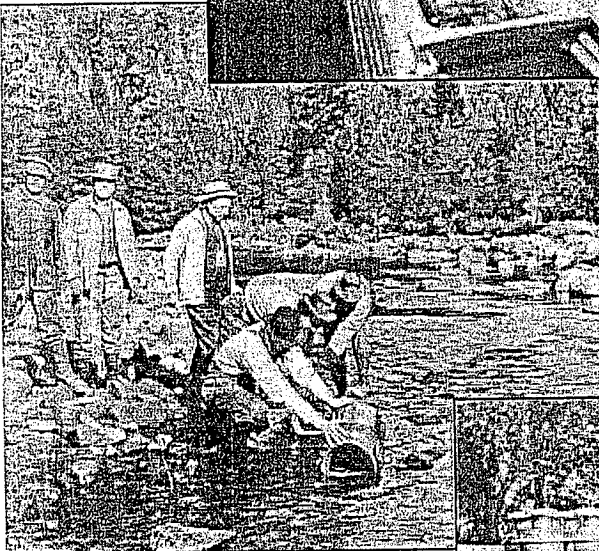
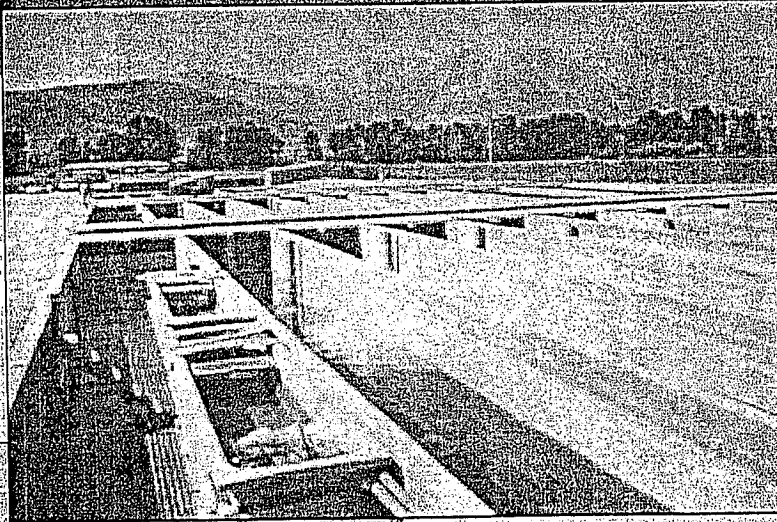
DFG archive and file photos

1939. California becomes the first state to employ full-time wildlife disease investigation personnel.

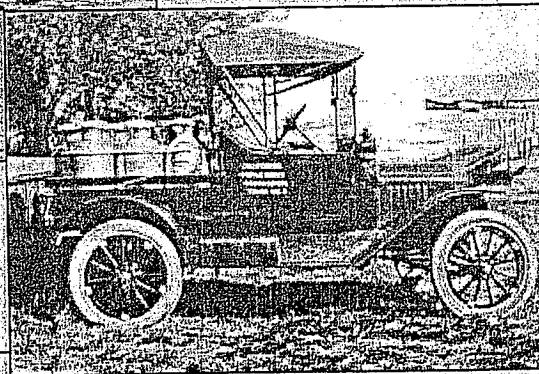
1940. A constitutional amendment provides for six-year staggered terms for the commissioners and makes their appointments by the governor subject to confirmation by the Senate. These changes lessened Commission control by any one governor. The first California Pittman-Robertson project is initiated to increase the sage grouse population by improving habitat, and the state wildlife food habits laboratory is established.

1945. The Legislature, through a constitutional amendment, delegates to the Fish and Game Commission the responsibility for making regulations for sport fishing.

Hatcheries have improved over time.



DFG's hatcheries can produce more than 13 million fingerling, 2 million sub-catchable, and 10 million catchable-sized trout annually.



were yesterday...

and hunting. The State Water Resources Act declares the preservation and development of fish and wildlife resources a beneficial use of water.

1947. The Wildlife Conservation Board (WCB) is established to administer the capital acquisition and development program for conservation and recreational uses of fish and wildlife resources. A Marine Research Committee is established by the Legislature to aid research in the development of California's marine commercial fisheries.

1948. California's first antlerless deer hunt is held on Santa Catalina Island. This year also marks the first aerial planting of trout.

1949. Legislation is passed establishing the first pheasant cooperative hunting areas. The Dickey Water Pollution Act provides for a state system for control of water pollution and maintenance of water quality, an act of major significance in protection of fish and wildlife resources as well as public health.

1950. The Dingell-Johnson Act for fish restoration and management is passed by Congress as a counterpart to the Pittman-Robertson Act. The D-J program is financed by taxes on sport fishing tackle.

1951. The Reorganization Act of this year elevates the Division of Fish and Game to Department of Fish and Game (DFG). Seth Gordon appointed DFG director.

1952. The DFG organizational structure is revamped, creating a line-and-staff system with five regional offices (Redding, Sacramento, San Francisco, Fresno and Los Angeles). At the same time, the Bureaus of Game Conservation, Inland Fisheries, Patrol, and Marine Research become full branches.

1953. DFG headquarters move from San Francisco to Sacramento. DFG employs its first regional managers. Under contract with the Department of Water Resources, DFG establishes the position of Water Projects Coordinator to implement provisions of the State Water Resources Act. *Outdoor California* is first published.

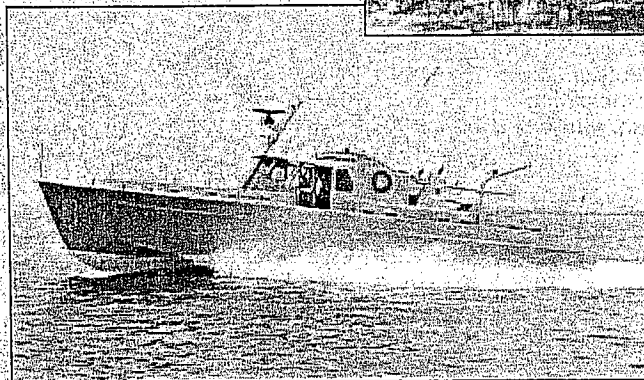
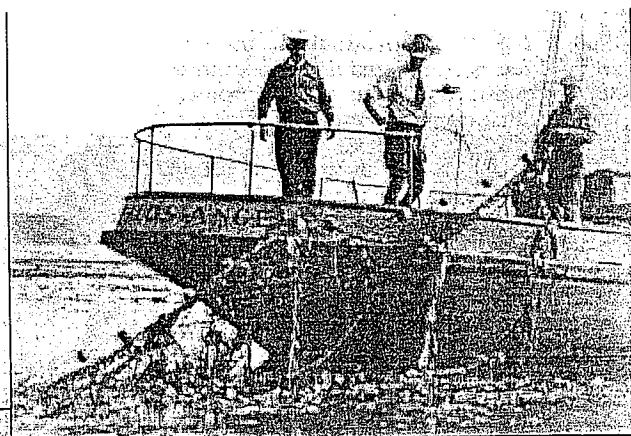
1954. The Legislature establishes a Hunter Safety Training Program, requiring persons under 16 to obtain a certificate of competence with firearms (four hours instruction) before issuance of a hunting license.

1955. The Legislature approves a recurring annual appropriation of \$750,000 from horse racing revenues to support WCB programs and DFG contracts with the University of California to study wildlife-pesticide problems.

1957. The first permanent personnel to study pesticides are appointed by DFG. The Marine Resources Region is created with headquarters at Terminal Island, San Pedro.

1958. The scope and importance of the DFG's water project activities increases as a result of changes in federal legislation. The Fish and Wildlife Coordination Act requires full consideration of fish and wildlife resources and coordination of federal project planning with state agencies. The DFG establishes pollution bioanalyst positions, now classified as water quality biologists.

1959. The Water Projects Branch is established within DFG to handle matters related to the impact of water quality and land or water developments on fish and wildlife resources. William E. Warne appointed DFG director.



DFG has increased its patrol speed on the water from outboards to jet boats.



DFG archive and file photos

Wardens protect fishery resources while DFG biologists monitor populations to ensure lawful anglers may continue enjoying their sport today and tomorrow.



The way we

1960. The first "production model" artificial reef is completed in Santa Monica Bay for public fishing as a WCB project. Walter T. Shannon appointed DFG director.

1961. The DFG becomes a component of the new Resources Agency of California. The Delta Fish and Wildlife study is established because insufficient information is available to ensure the protection of fish and wildlife in the Sacramento-San Joaquin Delta. This is a cooperative study between the Department of Water Resources (financing) and the DFG (management). The Davis-Dolwig Act declares that the preservation and enhancement of fish and wildlife resources are purposes of the State Water Project and further provides for the DFG's participation in the planning of the project's fish, wildlife, and recreation facilities.

1962. The first cooperative plans with military bases in California are signed (at Beale Air Force Base and China Lake Naval Weapons Center) to provide for management of the wildlife resources and for public participation in the use of fish and game resources.

1964. The WCB receives \$5,000,000 under the Recreational Bond Act approved by California voters. The Legislature approves a DFG water quality laboratory to cope with water problems having an impact on fish and wildlife resources.

1965. The California Fish and Wildlife Plan, started in 1964, is completed on schedule. This was the first statewide master plan for fish and wildlife in the United States. Congress passes the Land and Water Conservation Fund Act. Revenues collected through taxes on motorboat fuels, federal recreation user fees, and sale of surplus federal property are apportioned to the states for recreation. The WCB is a major participant in this program and is able to acquire substantial acreage of prime wildlife habitat for preservation and public use. Land and water funds allocated to the board are also used to augment WCB funds on a matching basis for development of hunting and fishing access projects, fishing piers, etc.

1966. The San Francisco Bay Study Program is instituted to protect the fish and wildlife resources of the bay. The anchovy reduction fishery gets underway, and a tagging program is initiated to increase understanding of anchovy movements, behavior, and population dynamics.

1967. The Legislature removes the bounty on mountain lions, a significant step toward wise management of this species. The DFG dedicates the new Fish and Wildlife Water Pollution Control Laboratory near Nimbus Dam on the American River.

1968. The Commission authorizes the DFG to proceed with plans for a warm water hatchery capable of producing 500,000 catfish annually. The Legislature passes the Protected Waterways Act, which declares it is state policy to "conserve Waterways



DFG photo © Robert Waldron

DFG staff check hunters in at Gray Lodge. Hunters and anglers provide the foundation of funding for DFG conservation and enhancement programs and wardens through license sales and excise taxes.

Through the Fish and Game Code and regulations in Title 14 DFG manages and protects wildlife, fish and habitat resources.

Once dedicated only to the game species, DFG's responsibilities now include pollution response, endangered species recovery, habitat planning and conservation, and outreach programs.



DFG archive photo

possessed of extraordinary scenic, fishery, wildlife and outdoor recreation values," and names the DFG to direct the study.

1969. The DFG reorganizes the Marine Resources Region as a separate function in DFG to carry out management and protection jobs on the ocean. DFG establishes an Anadromous Fisheries Branch to deal with salmon, steelhead, striped bass, shad, and sturgeon. The Marine Advisory Committee is established. The mountain lion is designated as a game animal by the Legislature. G. Raymond Arnett appointed DFG director.

1970. This year marks the 100th anniversary of fish and wildlife conservation in California. The Water Projects Branch is retitled Environmental Services Branch and given additional responsibilities in environmental monitoring for both land and water projects. The Endangered Species Act requires the DFG to inventory California's threatened fish and wildlife, develop criteria for rare and endangered species and report biennially to the governor and Legislature on the status of these animals. The Mad River (steelhead and salmon) Hatchery in Humboldt



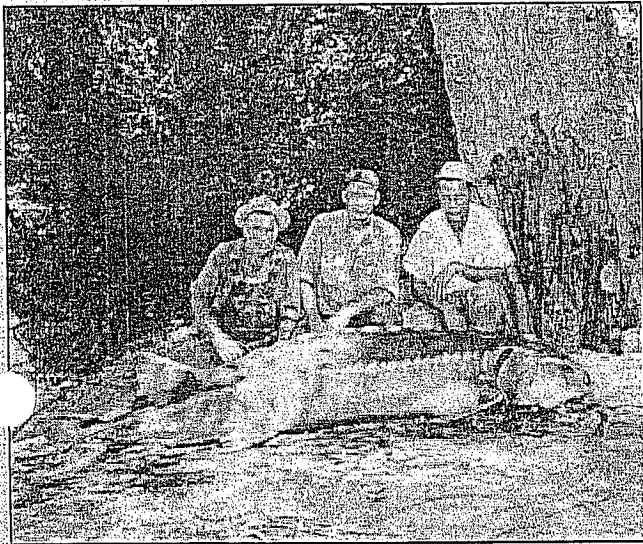
DFG file photo

are today . . .

Duck brood captures, fish tagging, and other techniques help DFG stay current on wildlife populations.



DFG photo © Robert Waldron



In 1955, DFG personnel caught this 462 pound white sturgeon at the Fremont Weir in Yolo County. They estimated the age of the fish at 45 to 47 years.

DFG archive photo



DFG photo © Robert Waldron

County is completed; the Imperial Valley Warm Water (channel catfish) Hatchery is accepted; and the Kern River Hatchery expansion is completed.

1971. Ten California bighorn sheep are transplanted successfully from British Columbia to the Lava Beds National Monument in Siskiyou County. The bighorn had disappeared from the area 61 years before. The Fish and Game Commission declares 43 animals to be endangered or rare. Initial results of a mountain lion study indicated there were at least three times as many in the state as previously believed. This year marks the first full year of operation of the DFG's Marine Culture Laboratory at Granite Canyon, Monterey County. Excellent results are achieved in rearing the spot prawn and spawning red abalone.

1972. The \$2.5 million Glenn-Colusa Irrigation District fish screen is completed. It is estimated the screen will save at least 10 million salmon and steelhead fingerlings yearly. The Commission designated 345 miles of waters in 17 streams as the nucleus of the new Wild Trout Program. DFG counts 1,060 sea otters, the highest number since

the annual census was first undertaken. A record 62,038 persons received hunter safety and wildlife conservation instruction.

1973. A significant milestone in the DFG's efforts to open municipal water storage reservoirs occurs when the East Bay Municipal Water District's San Pablo Reservoir, Contra Costa County, is planted with catchable trout and catfish and opened to public fishing. The 563-acre Bolsa Chica Ecological Reserve, Orange County, is turned over to the DFG. This will be the first re-establishment of a former tidal marsh in the state. The reserve fish and game warden program was terminated on August 31.

1974. The Legislature enacts the Suisun Marsh Preservation Act which provides a buffer zone around the state's last great remaining marsh within which industrial and urban development are banned. And, 527 acres of critical coastal estuarine habitat on Upper Newport Bay are acquired from the Irvine Company, and 932 acres of San Francisco Bay marshland are also acquired. Pyramid and Perris reservoirs of the State Water Project open to fishing with the Perris opening drawing 10,000 anglers. The DFG moves 18 Tule elk from the San Diego Wild Animal Park into an 800-acre pen on the San Luis National Wildlife Refuge, the first relocation of Tule elk onto this historic range.

1975. A Citizens Nongame Advisory Committee is appointed to define objectives for the DFG's nongame programs, review and recommend projects and suggest means of financing programs. DFG presents a deer management plan designed to reverse the 10-year-long decline in deer numbers, improve habitat, maintain a suitable balance between animals and habitat and provide for diversified recreational use of the resource on a herd-by-herd basis. Recent amendments to the Forest Practices Rules gives the DFG, for the first time, a meaningful role in reviewing proposed timber harvesting operations on private lands. The DFG estimates it will review from 2,000 to 4,000 such plans each year. The DFG purchases 4,742 acres of land in the Santa Rosa Mountains, Riverside County, for bighorn sheep habitat. E.C. Fullerton appointed DFG director.

1976. A census of sea otters produces an estimated population of 1,770 to 1,800 otters. (In the early 1930s, a few sea otters were reported off the California coast, and in 1938 over 100 were sighted). The USS Palawan is towed from Suisun Bay (in the Sacramento-San Joaquin Delta) to Los Angeles harbor for stripping prior to sinking in Santa Monica Bay as the first Liberty ship artificial reef in California.

1977. The second year of the worst recorded drought in California history had a profound effect on DFG's activities. As streams began drying up in late summer, the DFG moves to rescue several threatened fish populations. Trout hatcheries continue to meet production schedules but adjustments are made in the trout planting

The way we will

program. The DFG, the Department of Forestry and the U.S. Forest Service provide supplemental water supplies in Modoc and Lassen counties. The then U.S. Bureau of Reclamation and Department of Water Resources ease the potentially disastrous effects of excessive water temperatures on early spawning king salmon in the Sacramento, Feather and Trinity rivers with emergency water releases. A system of water control structures is installed to deliver water to managed marshlands in the Sacramento-San Joaquin Delta. As fears for fish and wildlife mount, the DFG develops a dry year contingency plan which outlines measures that can be taken to alleviate the drought impact on these resources. With the enactment of the Suisun Marsh Preservation Act of 1977, the state is armed with authority to protect 89,000 acres of tidal marsh, managed wetlands and adjacent grasslands, including an additional 22,500 acres of significant buffer lands.

1978. Major state legislation authorizes changes in management of more than 100 deer herds and mandates how fish and game license and business revenues, general fund and special fund monies will be spent, establishing a formula for changing license fee levels. To help offset the detrimental effects of the two-year drought, nearly two million yearling king salmon are released in the Upper Sacramento River. The DFG's new deer hunt plan, several years in the making, launches with mixed reaction from hunters. With the Scripps Institute of Oceanography, the DFG initiates a three-year abalone enhancement program designed to study means to rebuilding stocks. This is the year of the Klamath River controversy. A moratorium on salmon fishing in the river and restrictions on other fishing in the drainage, instituted August 26 and lifted six weeks later, results in problems for the DFG in law enforcement and public information. Wardens are cross-deputized for enforcing federal rules regarding Native American fishing, work diligently to halt the sale of illegally caught salmon and to seize illegal fish, arrest poachers and move against markets purchasing the fish.

1979. Warden Jean K. Jones of Concord is shot while on patrol in the Delta and dies a few hours later, the first death of a warden on patrol in 32 years. State and federal officers seize a total of 50 tons of illegally caught Klamath River salmon, and during a single three-week period confiscated 16 tons of poached salmon. The DFG graduates its one millionth hunter safety training course student. The nongame wildlife program, whose share of the DFG budget reaches 15 percent, focuses on the bobcat, marten, muskrat, gray fox, raccoon, great gray owl and prairie falcon. Surveys continued in the native plant program and by year's end, 124 plants had been listed as either rare or endangered. Citizens contributions to the Nongame Wildlife Program for 1979 totaled \$20,000, some \$2,000 more than in 1978. The first woman to become a fish and game warden since the late 1920s is appointed.

1980. Warm Springs Fish Hatchery in Sonoma County begins operations. This hatchery, built by the U.S. Corps of Engineers, mitigates the effects of the Warm Springs Dam. Expectations are to ultimately produce one million king salmon, 3,000,000 silver salmon, and 110,000 steelhead smolts each year. More than 1,000 acres of wetlands around San Francisco Bay are transferred to DFG management, mostly as wildlife habitat mitigation settlement. Anglers in Hot Creek, Mono County, report excellent fishing for several days after a major earthquake in May damaged the Hot Creek Hatchery allowing a substantial number of trout to escape to Hot Creek. Most of the hatchery's prized stock of Hot Creek strain of brood stock are saved. A helicopter is used to herd elk for the first time in California into an enclosure, minimizing the use of tranquilizing darts. Siskiyou County, for the first time in Northern California, adopts minimum parcel size restrictions on winter deer range as part of its general plan. DFG personnel provide winter range maps and recommendations for minimum parcel sizes ranging from 10 to 80 acres depending on deer distribution and densities.

1981. Californians Turn in Poachers (CalTIP), the DFG's secret witness program to help stop poaching, is adopted.

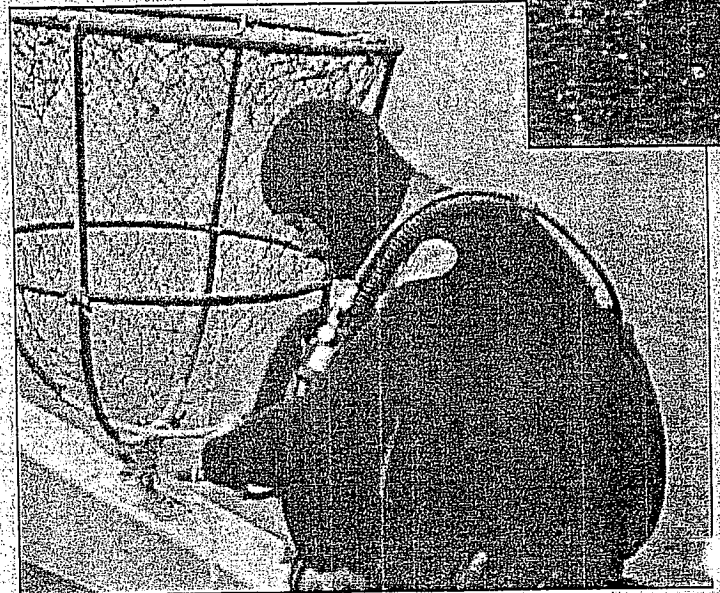
1982. First use of Environmental License Plate Funds for the Endangered Bird and Mammal Program.

1983. The Central Valley's Hatchery increases capacity to 300,000 yearling striped bass annually, making the facility the nation's largest producer of yearling striped bass. The Commission sets hunter quotas and ceilings for all deer hunting zones except Zones A and B. Don Carper appointed DFG director.

1984. Conservation Education implements Project Wild, the DFG's wildlife education program. Project Wild consists of no cost instructional workshops for educators working with students in grades K-12. Hunter Education program is now in its 30th year. The first \$1,000 CalTIP reward is authorized. Fish and



Divers are no longer tethered to boats by an air line thanks to SCUBA gear.



DFG photos © Robert Waldron

With SCUBA gear, DFG staff can better conduct ocean underwater surveys and otter captures.

be tomorrow . . .



With helicopters, net guns, and other improved techniques, biologists can more safely relocate and tag elk for study.



Wildlife Enhancement Bond Act (Proposition 19) approved by the voters and will provide the bulk of funding for the WCB. Jack C. Parnell appointed DFG director.

1985. A \$1,225,000 goal set for second year of state income tax checkoff program for rare and endangered species.

1986. A fish and game check station is operated in conjunction with the Truckee Agricultural Inspection Facility. Nineteen wildlife officers from California, Colorado, Utah and the U.S. Fish and Wildlife Service conduct a continuous check of fish and wildlife being imported into California from August 17 through 19. They inspect 6,931 pounds of fish and game being transported into California, resulting in 64 arrests for illegal possession of fish and wildlife. First report of northern pike in California in Frenchman Reservoir in Plumas County.

1987. Automated commercial fish tax compliance system is established to identify licensees who appear to have underpaid taxes due, based upon reported landings of fish. One-day sport fishing license established and gains popularity with the fishing public. For the first time in its history, DFG initiates a computerized, random number public drawing for special hunting tags. This included the first drawing for bighorn sheep in 100 years. Reintroduction of pronghorn to historic range is initiated by the release of 78 animals on two ranches in San Luis Obispo County. Non-native white bass eradicated from Lake Kaweah (Tulare County) at a cost of \$7.5 million. The existence of northern pike in Plumas County's Frenchman Reservoir is documented. Pete Bonta della appointed DFG director.

1988. Non-consumers (non-hunters, non-anglers) will pay their way. The Los Angeles Times describes it as, "A Golden Idea for a Golden State." The "California Wildlands Program" is overwhelmingly backed by the Legislature and signed into law October 15. This law requires non-consumptive users to pay for access to DFG Wildlife Areas. Birdwatchers make up 15 percent, the largest segment of

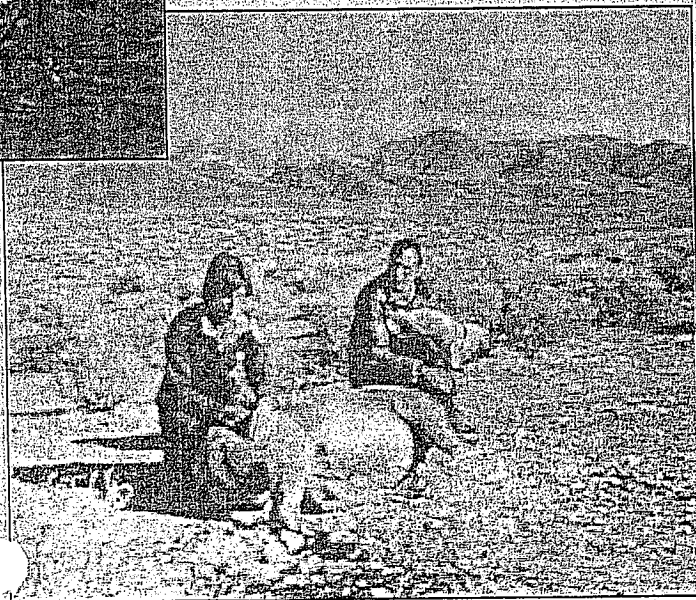
non-consumptive users of wildlife. The public drawing for all limited quota big game tags changed from a manual to an automated computerized process. Enactment of Wildlife and Natural Area Conservation Program leads to development of the Natural Diversity Database and the significant natural area program.

1989. Hunter Education Program expands to provide specialized training for persons with disabilities after development of the program by a volunteer instructor. Enforcement personnel implement a public highway check point program after review and approval of the DFG's written checkpoint policy and procedures by the Attorney General's Office. The majority of those stopped expressed support and many say DFG should have started this program long ago. Graduation on June 16 of the first class of warden cadets from the new DFG Resource Academy. DFG confirms northern pike in Frenchman's Reservoir.

1990. The California aquaculture industry leads world-wide and makes history with the first spawning of a domesticated female white sturgeon.

1991. The Office of Oil Spill Prevention and Response (OSPR) formally opens on January 1. DFG's responsibilities in matters related to oil spill prevention and response in marine waters greatly expand. Essentially all 3 million yearling striped bass produced from wild broodstock by private aquaculturalists for the mitigation and restoration program are stocked into the Sacramento-San Joaquin Delta. Lahontan cutthroat trout are reintroduced into the headwaters of the Upper Truckee River after eradication of nonnative fish species. Formerly abundant in the Lake Tahoe Basin, the last run of native cutthroat was observed in 1939. More waters in the Little Kern River drainage are chemically treated and restocked with native Little Kern golden trout. Frenchman Reservoir is chemically treated to eradicate northern pike. On July 14, several Southern Pacific train cars derail while crossing the Sacramento River on the Cantara Loop bridge near Dunsmuir. A tank car containing metam-sodium solution falls into the river spilling at least 19,000 gallons of the chemical. The severe toxicity of metam-sodium kills nearly all plant and animal life between the Cantara Loop and Shasta Lake, 42 miles downstream. Toxic gasses also harm vegetation and aquatic life more than two miles upstream from the spill site.

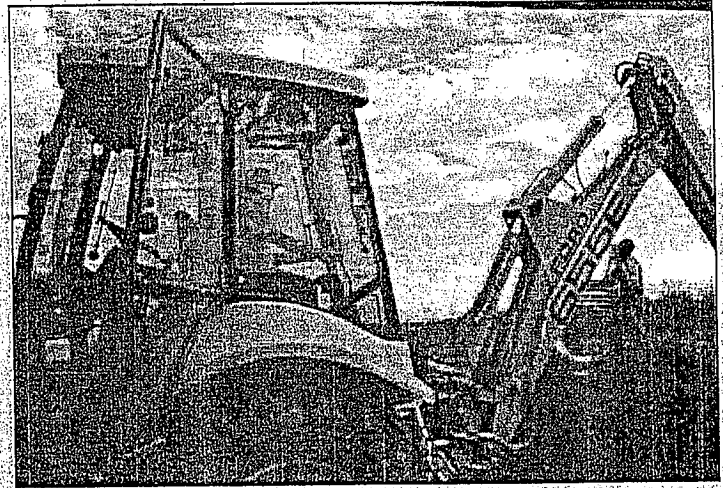
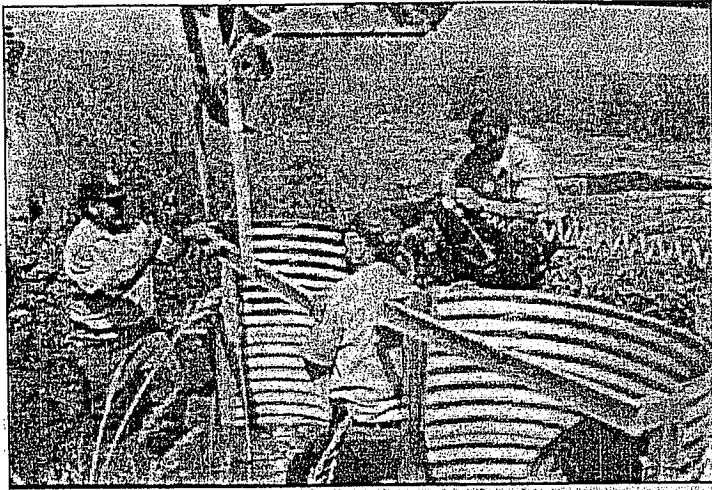
1992. In January, two captive-bred California condors are released into the wild coastal canyons of Ventura County, the first condors to soar in the wild since 1987. The Commission reaffirms its commitment to seek greater recreational opportunities for the hunting and fishing public. For the first time, the DFG and a timber company join as partners in restoring watershed and fisheries resources on private land. Pacific Lumber Company agreed to provide DFG access to drainages on thousands of acres



DFG archive photo

Elk relocation programs have increased populations around the state.

In the service of California's fish, wildlife, and citizens.



DFG photos © by Robert Waldron

In years past, DFG had few resources for labor intensive habitat improvements like this at Yolo Basin Wildlife Area. Today, earth moving equipment and other resources help DFG design, create and maintain wildlife areas for future generations of Californians.

of private timber lands and to help pay for fish habitat improvements. Northern pike are found in streams near Frenchman Reservoir and the streams are chemically treated, killing approximately 3,000 pike. On July 1, one child from Inyo County and one from Mono County, help plant brown trout fingerlings in the Owens River Gorge, dewatered for 40 years for generation of hydroelectric power. Boyd Gibbons appointed DFG director

1993. In the summer of 1993, CalTIPS's phone-in hotline begins staffing 24 hours a day.

1994. *California Fish and Game*, the DFG's quarterly, peer-reviewed scientific journal, entered its 80th year of publication. The DFG legal team extracts a final settlement of \$38 million from the Southern Pacific Railroad for the July 1991 metam-sodium spill into the Upper Sacramento River near Dunsmuir. DFG biologists begin using Global Positioning System (GPS) for computer mapping of habitat and wildlife distribution. Documentation of northern pike in Lake Davis, Plumas County occurs. The DFG has its first documented fatal mountain lion attack; in April an adult female mountain lion attacked and killed a female runner in the Auburn State Recreation Area. DNA sampling conclusively prove the lion tracked and killed is responsible for the attack. A second fatal incident occurs in December. A male mountain lion attacks a female bird-watcher while she was on a hike in Cuyamaca Ranch State Park.

1995. Two-rod fishing for those who purchased the new stamp becomes legal on January 1. The new law authorizes anglers to buy a two-rod stamp so they can


use two rods simultaneously while fishing on inland lakes and reservoirs. Chuck Raysbrook appointed Interim DFG director.

1996. A mountain lion is shot and killed by a game warden shortly after daybreak January 16, as the animal charges another warden at the same location on the trail where an equestrian reported encountering the animal in the afternoon of January 15. Both wardens and a tracker had been investigating the earlier incident when the lion appeared. A three-year study of wild pig tag returns finds that wild pigs are second only to deer in popularity with California big game hunters. Wild pigs are now being harvested in 45 of the state's 58 counties. The top five counties are Monterey, Sonoma, Santa Clara, Mendocino and San Luis Obispo. An eight-year-old boy camping at Singing Pines Camp on the east side of the Angeles National Forest is mauled by a bear the morning of July 10. After emergency treatment, he is taken to a Los Angeles hospital where he was listed in stable condition. The bear is tracked by DFG wardens aided by a professional tracker. After confirmation that the bear matched the evidence profile, it is killed with a single rifle shot. DFG officers and a professional tracker with dogs tracked and killed a mountain lion September 16 in the Auburn State Recreation Area after the lion is determined to be a public threat. Evidence at the scene supports a male cyclist's account of being pursued by a mountain lion the morning of the 15. Jacqueline E. Schaefer first female appointed DFG director.

1997. WCB celebrates its 50th anniversary. Lake Davis in Plumas County is chemically treated in an attempt to eradicate northern

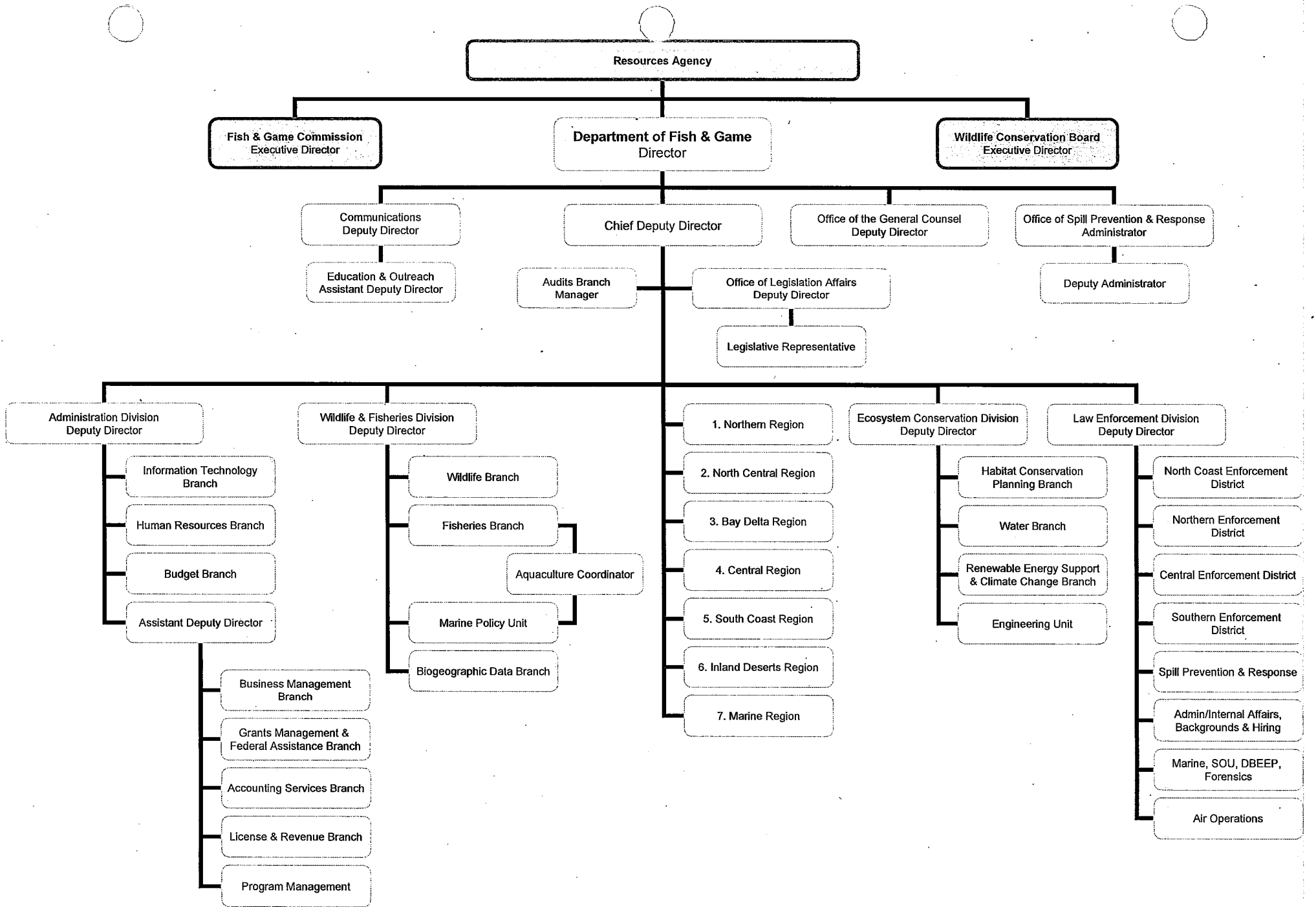
pike.

1998. The DFG Wildlife Forensics Laboratory (WFL) reaches a pinnacle with their DNA Test Development Project. The WFL is at this time considered the best in the world at using DNA testing for identification and sex determination of individual mule deer from blood stains, tissue samples and hair samples. The WFL data base library consists of nearly 5,000 individual California deer tissue samples from throughout the state. The Legislature passes the Marine Live Management Act, authorizing the Fish and Game Commission to set commercial fishing regulations and to require the DFG to develop a comprehensive plan for the management of marine life resources. During the DFG's massive re-organization, the state budget was also re-organized to match DFG's funding with its six major programs: Biodiversity Conservation, Hunting, Fishing and Public Use, Management of Department Lands and Facilities, Conservation Education and Enforcement, Spill Prevention and Response, and Administration.

1999. Northern pike again found in Lake Davis, Plumas County. Legislation substantially increases the fine from \$1,000 to \$50,000 for any person responsible for placing non-indigenous aquatic nuisance species into California waters. Robert Hight appointed DFG director. 

**Etiquette in the early part of the 20th century required women be listed with their husband rather than own name. Attempts to recover Mr. Seller's name were unsuccessful.*

Retired Captain Jim Zobel contributed to the compilation of the history.



California Department of Fish and Game Regions

★ Regional Headquarters

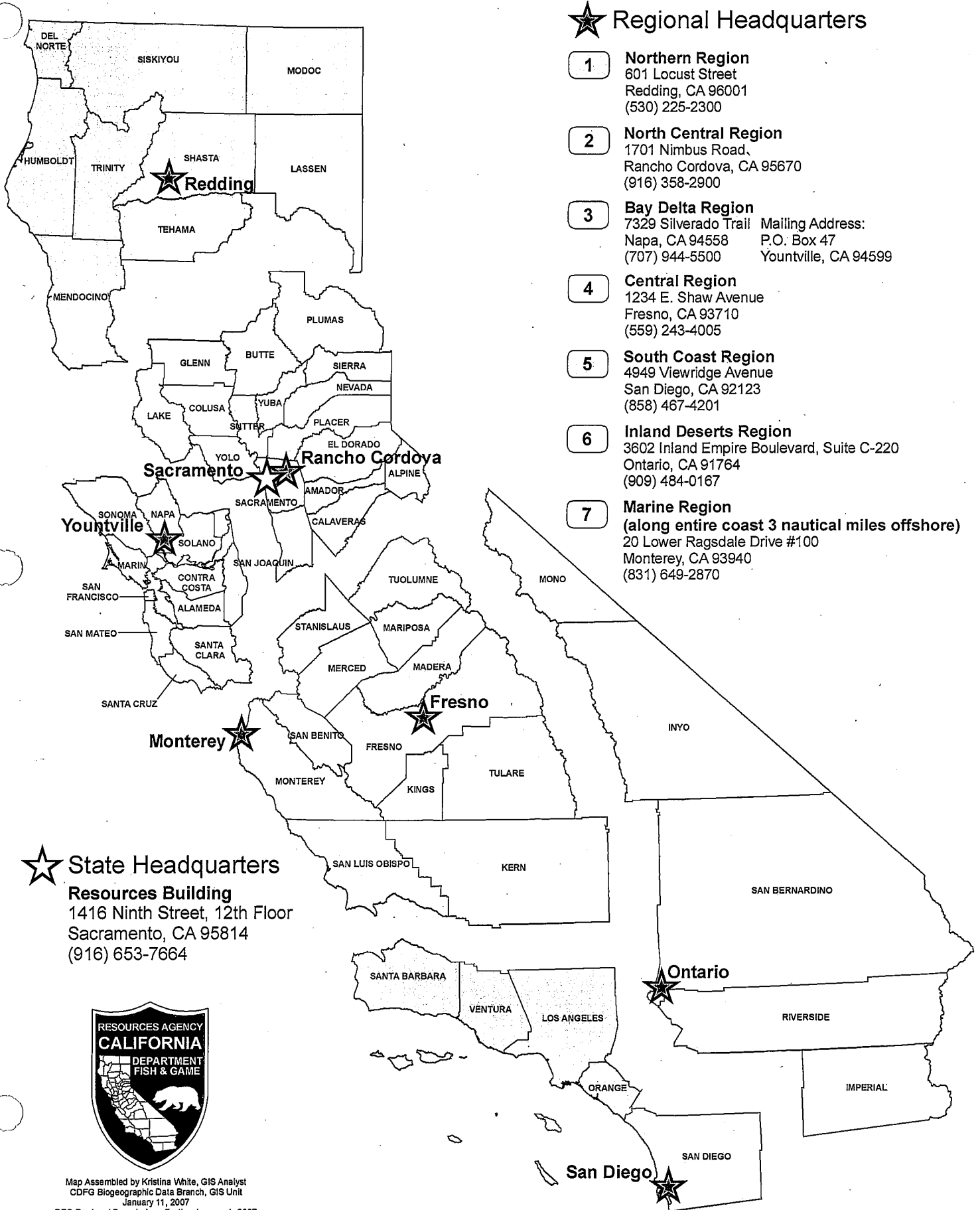
- 1 **Northern Region**
601 Locust Street
Redding, CA 96001
(530) 225-2300
- 2 **North Central Region**
1701 Nimbus Road,
Rancho Cordova, CA 95670
(916) 358-2900
- 3 **Bay Delta Region**
7329 Silverado Trail Mailing Address:
Napa, CA 94558 P.O. Box 47
(707) 944-5500 Yountville, CA 94599
- 4 **Central Region**
1234 E. Shaw Avenue
Fresno, CA 93710
(559) 243-4005
- 5 **South Coast Region**
4949 Viewridge Avenue
San Diego, CA 92123
(858) 467-4201
- 6 **Inland Deserts Region**
3602 Inland Empire Boulevard, Suite C-220
Ontario, CA 91764
(909) 484-0167
- 7 **Marine Region**
(along entire coast 3 nautical miles offshore)
20 Lower Ragsdale Drive #100
Monterey, CA 93940
(831) 649-2870

★ State Headquarters

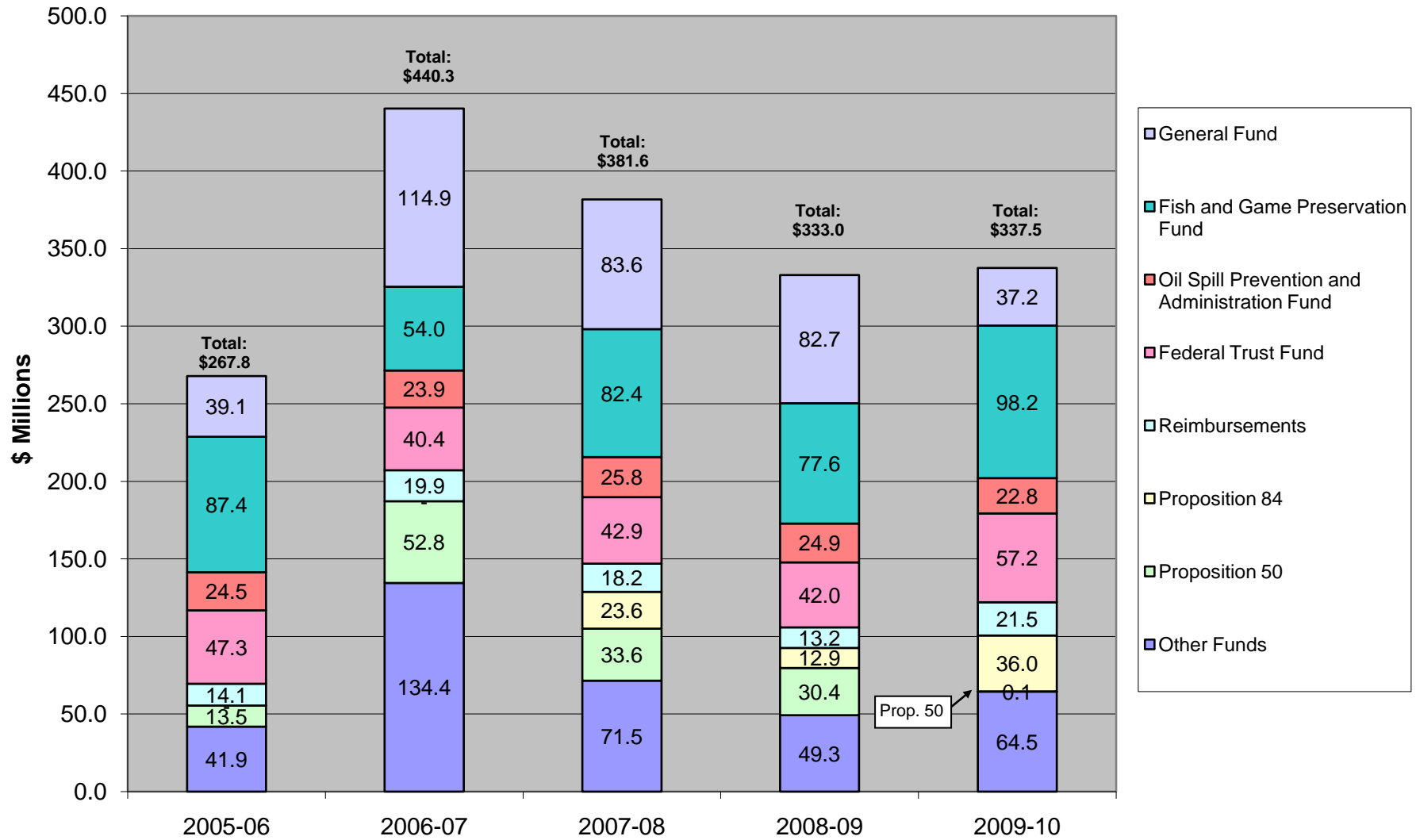
Resources Building
1416 Ninth Street, 12th Floor
Sacramento, CA 95814
(916) 653-7664



Map Assembled by Kristina White, GIS Analyst
CDFG Biogeographic Data Branch, GIS Unit
January 11, 2007
DFG Regional Boundaries effective January 1, 2007



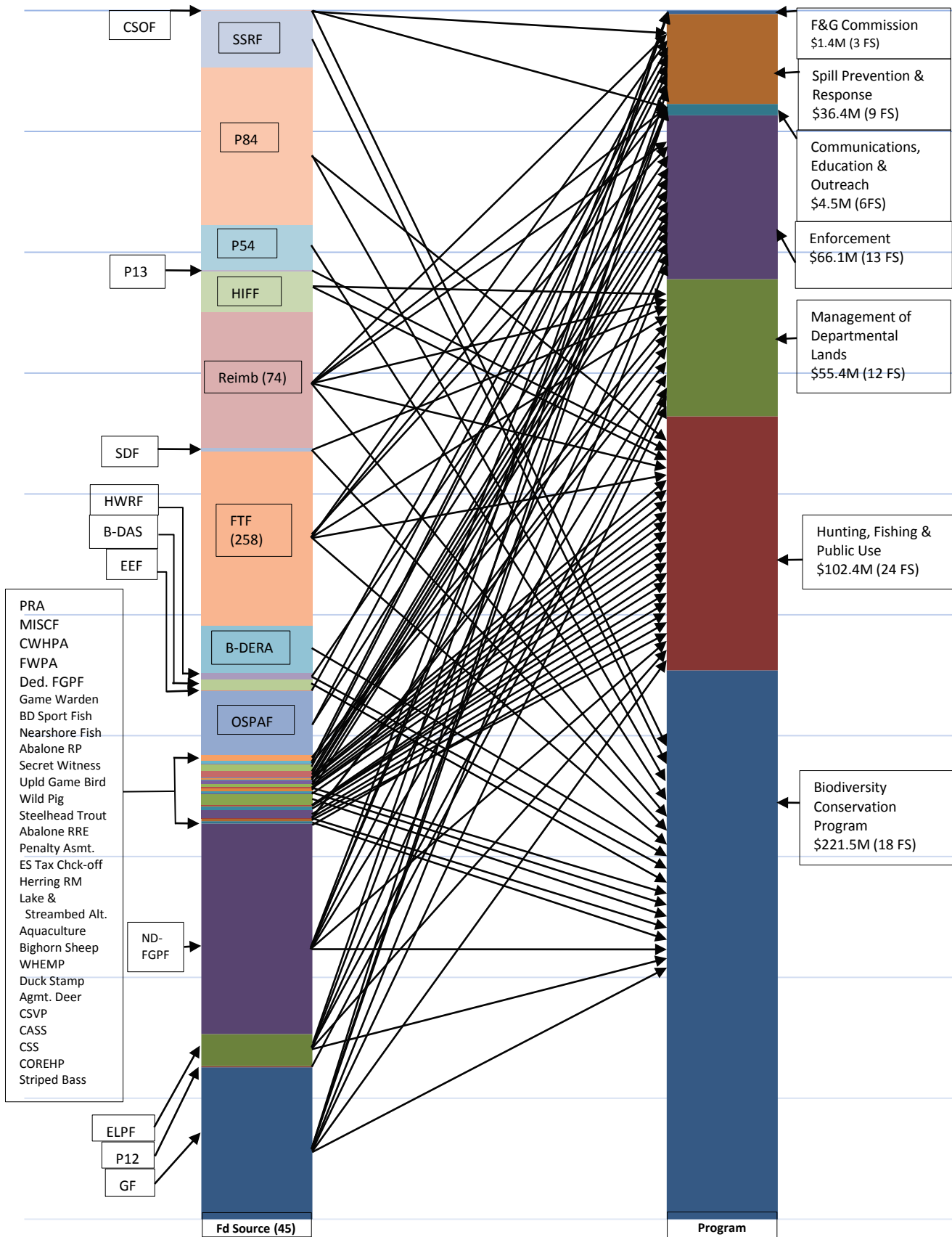
Department of Fish and Game Actual Expenditures by Fund 2005-06 Through 2009-10



Department of Fish and Game Actual Expenditures by Program 2005-06 Through 2009-10



Department of Fish and Game Program/Fund Source Comparison





CALIFORNIA DEPARTMENT OF FISH AND GAME

License, Permit, and Tag Fees



SPORT FISHING	HUNTING	COMMERCIAL FISHING
Fees valid 1-1-2010 thru 12-31-2010	Fees valid 7-1-2010 thru 6-30-2011	Fees valid 4-1-2010 thru 3-31-2011
Fee Agent Total	Fee Agent Total	Fee
Sport Fishing License Resident, Annual 39.50 2.00 41.50 Nonresident, Annual 106.50 5.35 111.85 Reduced Fee, Annual 6.25 N/A 6.25 Nonresident Ten-Day 39.50 2.00 41.50 Two-Day (Res./Non.) 19.75 1.00 20.75 One-Day (Res./Non.) 12.75 .65 13.40 Duplicate Fishing License 8.75 .45 9.20 Second-Rod Stamp 12.25 .60 12.85 Ocean Enhancement Stamp 4.50 .25 4.75 Colorado River Stamp—AZ 3.00 N/A 3.00 Steelhead Report Card 6.00 .30 6.30 Abalone Report Card 19.00 .95 19.85 Sturgeon Report Card Free North Coast Salmon Report Card 5.25 .25 5.50 Spiny Lobster Report Card 8.00 .40 8.40	Hunting License Resident, Annual 39.50 2.00 41.50 Nonresident, Annual 137.75 6.90 144.65 Two-Day Nonresident 39.50 2.00 41.50 Nonresident, Special One-Day License 19.00 .95 19.95 Junior, Annual 10.25 .50 10.75 Disabled Veteran 6.25 N/A 6.25 Disabled Archer Permit NO FEE Duplicate Hunting License 8.75 .45 9.20 Duplicate Hunter Ed. Certificate 5.25 N/A 5.25 Mobility Impaired Disabled Persons Motor Vehicle Hunting License NO FEE	Commercial Fishing License Resident 120.75 Nonresident 361.75 Boat Registration, Resident 317.00 Boat Registration, Nonresident 951.50 Ocean Enhancement Stamp 44.50 Passenger Fishing Vessel 317.00 Aircraft Registration 254.00 Anchovy Take Permit 38.00 Bay Shrimp Permit 38.00 California Halibut Bottom Trawl Vessel 55.75 Coonstripe Shrimp Trap Vessel Permit 95.25 Crayfish Permit 38.00 Deeper Nearshore Species Fishery Permit 158.75 Drift Gill Net Permit 418.75 Dungeness Crab Vessel Permit Resident 254.00 Nonresident 507.50 Experimental Market Squid Vessel Permit 1,250.25 General Gill/Trammel Net Permit 418.75 Ghost Shrimp Permit 38.00 Golden & Ridgeback Prawn 38.00 Herring Stamp 126.75 Herring Gill Net Permit Resident 336.00 Nonresident 1,269.00 Inland or Freshwater Permit 38.00 Land CA-Caught Fish, Outside CA 19.00 Lobster Operator Permit 336.00 Lobster Crewmember Permit 158.75 Marine Aquaria Collector 418.75 Market Squid Vessel (T) 2,500.50 Market Squid Vessel (NT) 1,250.25 Market Squid Brail (T) 2,500.50 Market Squid Light Boat (T) 750.25 Market Squid Light Boat (NT) 48.25 Nearshore Fishery Permit North Coast Region (T/NT) 634.75 North-Central Coast Region (T/NT) 634.75 South-Central Coast Region (T/NT) 634.75 South Coast Region (T/NT) 634.75 Nearshore Fishery Trap Endorsement North-Central Coast Region (T/NT) 95.25 South-Central Coast Region (T/NT) 95.25 South Coast Region (T/NT) 95.25 Nearshore Fishery Bycatch Permit 254.00 Northern Pink Shrimp Trawl Vessel Nontransferable 634.75 Transferable 1,269.00 Rock Crab Trap Permit Northern 312.75 Southern 312.75 Salmon Stamp 85.00 John Doe Salmon Stamp 85.00 Salmon Vessel Permit 38.00 Sea Cucumber Diving Permit 317.00 Sea Cucumber Trawl Permit 317.00 Sea Urchin Crewmember Permit 38.00 Sea Urchin Diving Permit 418.75 Southern Pink Shrimp Trawl 38.00 Spot Prawn Trap Vessel Tier 1 317.00 Spot Prawn Trap Vessel Tier 2 317.00 Spot Prawn Trap Vessel Tier 3 1,269.00 Swordfish Permit 418.75 Tanner Crab Trap Vessel Permit 11,900.50 Tidal Invertebrate Permit 38.00 Trap Permit 44.50 Limited Entry Late Fee (1-30 Days) 134.00 Limited Entry Late Fee (31-60 Days) 267.75 Limited Entry Late Fee (Over 60 Days) 535.50
MISCELLANEOUS	BIG GAME HUNTING	
Fees valid 1-1-2010 thru 12-31-2010	Fees valid 7-1-2010 thru 6-30-2011	
Aquaculture Registration New 696.75 Renewal 349.00 Surcharge \$25,000+ 523.00 Late Fee 62.75 Desert Tortoise Permit Domesticated Game Breeder's License Class 1—175 ringnecks or less sold 18.50 Class 2—176 ringnecks or more sold 91.50 Domesticated Game Breeder's Seal .03 Fallow Deer Farming Permit 300.50 Application Fee 45.00 Inspection Fee 84.50 Inland Game Transportation Tag NO FEE Kelp Harvesting 126.75 Live Fresh Water Bait Fish License 69.50 Native Reptile Captive Propagation Permit 53.50 Restricted Species Permit Application/Amendment Fee 51.25 Inspection Fee 170.50 Animal Care (Detrimental Species) 426.00 Animal Care (Welfare Species) 50.75 AZA (Detrimental Species) 426.00 Breeding 426.00 Single Breeding 50.75 Resident Broker/Dealer 426.00 Nonresident Broker/Dealer 851.75 Resident Exhibiting 426.00 Nonresident Exhibiting 851.75 Native Species Exhibiting 426.00 Resident Nuisance Bird Abatement 426.00 Nonresident Nuisance Bird Abatement 851.75 Research (Detrimental Species) 426.00 Shelter 50.75 Scientific Collecting Permit Resident 61.75 Nonresident 206.75 Student 20.75 Amendment Fee 60.00 Surf Perch Tag (Per Order) 10.00	Antelope Drawing Application 7.50 L/A/M 7.50 Antelope Tag, Resident 126.25 N/A 126.25 Antelope Tag, Nonresident 390.75 N/A 390.75 Bear Tag Application (includes \$4.00 processing fee) Resident 38.75 1.95 40.70 Nonresident 245.75 N/A 245.75 Duplicate Bear Tag 8.75 N/A 8.75 Bighorn Sheep Drawing Application 7.50 L/A/M 7.50 Bighorn Sheep Tag Resident 357.50 N/A 357.50 Nonresident 500.00 N/A 500.00 Bobcat Hunting Tags (5) 14.00 .70 14.70 Pelt Export Tag 3.00 N/A 3.00 Elk Drawing Application 7.50 L/A/M 7.50 Elk Tag, Resident 379.25 N/A 379.25 Elk Tag, Nonresident 1,172.50 N/A 1,172.50 First-Deer Tag Application (includes \$4.00 processing fee) Resident 26.50 1.35 27.85 Nonresident 233.25 11.65 244.90 Second-Deer Tag Application (includes \$4.00 processing fee) Resident 33.00 1.65 34.65 Nonresident 233.25 11.65 244.90 Duplicate/Exchange Deer Tag 8.75 N/A 8.75 Wild Pig Tag Resident 19.00 .95 19.95 Nonresident 63.50 3.20 66.70	
	GAME BIRD HUNTING	
	Fees valid 7-1-2010 thru 6-30-2011	
	State Duck Stamp 17.25 .85 18.10 Waterfowl Reservation Application (1 Choice) 1.25 .05 1.30 Waterfowl Reservation Application (5 Choice) 6.25 .30 6.55 Waterfowl Area Permit One-Day Entry Permit 17.75 N/A 17.75 Two-Day Pass 28.75 1.45 30.20 Type A Season Pass 133.50 6.70 140.20 Type B Season Pass 44.50 2.25 46.75 Upland Game Bird Stamp 8.00 .40 8.40	
	LIFETIME LICENSES	
	Fees valid 1-1-2010 thru 12-31-2010	
	Sport Fishing Under 10 years of age 463.25 Age 10 to 39 761.25 Age 40 to 61 685.25 Age 62 and over 463.25 Hunting Under 10 years of age 463.25 Age 10 to 39 761.25 Age 40 to 61 685.25 Age 62 and over 463.25 Privilege Packages Lifetime Big Game 564.75 Lifetime Game Bird 266.75 Lifetime Sport Fishing 311.25	
	CALIFORNIA WILDLIFE CAMPAIGN	
	Fees valid 1-1-2010 thru 12-31-2010	
	Wildlife Area Pass Annual 20.75 Day Use Pass 4.00	
	TRANSFER FEES	
		Drift Gill Net (Permit) 1,500.00 Drift Gill Net (Vessel) 130.00 Dungeness Crab (T/NT) 200.00 General Gill 100.00 Herring 1,000.00 Lobster Operator Permit 500.00 Market Squid Vessel 500.00 Market Squid Brail Upgrade 1,500.00 Nearshore Fishery (Permit) 500.00 Nearshore Fishery (Trap Endorsement) 75.00 Northern Pink Shrimp Trawl Vessel New Owner 1,000.00 Same Owner 200.00 Temporary 100.00 Salmon Vessel 200.00 Sea Cucumber (Dive or Trawl) 200.00 Spot Prawn Trap Vessel New Owner (Tier 1) 50.00 Same Owner 200.00
		COMMERCIAL FISH BUSINESS
		Fees valid 1-1-2010 thru 12-31-2010
		Fish Business (multifunction) 1,742.25 Fish Importer's License 696.75 Fish Processor's License 696.75 Fish Receiver's License 696.75 Fish Wholesaler's License 470.75 Fisherman's Retail License 87.25 Marine Aquaria Receiver's License 1,742.25 Sport-Caught Fish Exchange Permit 63.50 Anchovy Reduction 38.00

License & Revenue Branch
 1740 N. Market Blvd.,
 Sacramento, CA 95834
 (916) 928-5805 Fax (916) 419-7585
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N/A—NOT AVAILABLE THROUGH LICENSE AGENTS.
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LAKE AND STREAMBED ALTERATION PROGRAM 2010/11 IPD FEE INCREASE

Authority F&G Code Funding De	Section 1609 Revenue LSAA	Agreement Category	Source Code	Current Fee	2007 Increase	2008 Increase	2009 Increase	2010 COLA 0.016801	Rounded 0.25	Proposed Increase
		1602 Standard Agreements								
		Project Costs less than \$5,000	125700.M1	\$200.00	\$213.00	\$222.00	\$214.75	\$3.61	\$3.50	\$218.25
		\$5,000 to less than \$10,000	125700.M2	\$250.00	\$266.50	\$277.75	\$268.75	\$4.52	\$4.50	\$273.25
		\$10,000 to less than \$25,000	125700.M3	\$500.00	\$532.75	\$555.50	\$537.25	\$9.03	\$9.00	\$546.25
		\$25,000 to less than \$100,000	125700.M4	\$750.00	\$799.25	\$833.25	\$806.25	\$13.55	\$13.50	\$819.75
		\$100,000 to less than \$200,000	125700.M5	\$1,100.00	\$1,172.25	\$1,222.25	\$1,182.50	\$19.87	\$19.75	\$1,202.25
		\$200,000 to less than \$350,000	125700.M6	\$1,500.00	\$1,598.50	\$1,658.75	\$1,612.25	\$27.09	\$27.00	\$1,639.25
		\$350,000 to less than \$500,000	125700.M7	\$2,250.00	\$2,397.50	\$2,499.75	\$2,418.25	\$40.63	\$40.75	\$2,459.00
		\$500,000 or more	125700.M8	\$4,000.00	\$4,262.50	\$4,444.25	\$4,299.50	\$72.24	\$72.25	\$4,371.75
		1605 Long-term Agreements								
		1605 Long-term Base Fee	125700.X1	\$2,400.00	\$2,557.50	\$2,666.50	\$2,579.75	\$43.34	\$43.25	\$2,623.00
		Project Costs less than \$5,000	125700.O1	\$200.00	\$213.00	\$222.00	\$214.75	\$3.61	\$3.50	\$218.25
		\$5,000 to less than \$10,000	125700.O2	\$250.00	\$266.50	\$277.75	\$268.75	\$4.52	\$4.50	\$273.25
		\$10,000 to less than \$25,000	125700.O3	\$500.00	\$532.75	\$555.50	\$537.25	\$9.03	\$9.00	\$546.25
		\$25,000 to less than \$100,000	125700.O4	\$750.00	\$799.25	\$833.25	\$806.25	\$13.55	\$13.50	\$819.75
		\$100,000 to less than \$200,000	125700.O5	\$1,100.00	\$1,172.25	\$1,222.25	\$1,182.50	\$19.87	\$19.75	\$1,202.25
		\$200,000 to less than \$350,000	125700.O6	\$1,500.00	\$1,598.50	\$1,666.75	\$1,612.25	\$27.09	\$27.00	\$1,639.25
		\$350,000 to less than \$500,000	125700.O7	\$2,250.00	\$2,397.50	\$2,499.75	\$2,418.25	\$40.63	\$40.75	\$2,459.00
		\$500,000 or more	125700.O8	\$4,000.00	\$4,262.50	\$4,444.25	\$4,299.50	\$72.24	\$72.25	\$4,371.75
		1602 Gravel, Sand or Rock Extraction								
		Extraction less than 500 cubic yards	125700.N1	\$500.00	\$532.75	\$555.50	\$537.25	\$9.03	\$9.00	\$546.25
		Extraction 500 to less than 1,000 cubic yards	125700.N2	\$1,000.00	\$1,065.50	\$1,111.00	\$1,074.75	\$18.06	\$18.00	\$1,092.75
		Extraction 1,000 to less than 5,000 cubic yards	125700.N3	\$2,500.00	\$2,664.00	\$2,777.75	\$2,687.00	\$45.14	\$45.25	\$2,732.25
		Extraction 5,000 or more cubic yards	125700.N4	\$5,000.00						
		1605 Gravel, Sand or Rock Extraction								
		1605 Gravel, Sand or Rock Extraction Base Fee	125700.X2	\$10,000.00	\$10,656.00	\$11,110.50	\$10,748.25	\$180.58	\$180.50	\$10,928.75
		\$1,000 Annual Fee	125700.P1	\$1,000.00	\$1,065.50	\$1,111.00	\$1,074.75	\$18.06	\$18.00	\$1,092.75
		1602 or 1611 Timber Harvesting								
		1602 Timber Harvesting Base Fee	125700.X3	\$1,200.00	\$1,278.75	\$1,333.25	\$1,289.75	\$21.67	\$21.75	\$1,311.50
		\$100 Fee for Each Project	125700.N5	\$100.00	\$106.50	\$111.00	\$107.50	\$1.81	\$1.75	\$109.25
		Master Agreement for Timber Harvesting								
		Master Timber Harvesting Base	125700.X7	\$7,500.00	\$7,992.00	\$8,332.75	\$8,061.25	\$135.44	\$135.50	\$8,196.75
		\$100 Fee for Each Project	125700.P5	\$100.00	\$106.50	\$111.00	\$107.50	\$1.81	\$1.75	\$109.25
		\$1,000 Annual Fee	125700.P4	\$1,000.00	\$1,065.50	\$1,111.00	\$1,074.75	\$18.06	\$18.00	\$1,092.75
		1602 Agreement for Routine Maintenance								
		1602 Routine Maintenance Base	125700.X4	\$1,200.00	\$1,278.75	\$1,333.25	\$1,289.75	\$21.67	\$21.75	\$1,311.50
		\$100 Fee for Each Maintenance Project per calendar year	125700.M9	\$100.00	\$106.50	\$111.00	\$107.50	\$1.81	\$1.75	\$109.25
		1605 Agreement for Routine Maintenance								
		1605 Routine Maintenance Base Fee	125700.X5	\$2,400.00	\$2,557.50	\$2,666.50	\$2,579.75	\$43.34	\$43.25	\$2,623.00
		\$100 Fee for Each Maintenance Project per calendar year	125700.O9	\$100.00	\$106.50	\$111.00	\$107.50	\$1.81	\$1.75	\$109.25
		Master Agreement								
		Master Base Fee	125700.X6	\$30,000.00	\$31,968.25	\$33,331.75	\$32,244.75	\$541.74	\$541.75	\$32,786.50
		\$250 Fee for Each Project	125700.P3	\$250.00	\$266.50	\$277.75	\$268.75	\$4.52	\$4.50	\$273.25
		\$2,500 Annual Fee	125700.P2	\$2,500.00	\$2,664.00	\$2,777.50	\$2,687.00	\$45.14	\$45.25	\$2,732.25
		Extensions for Agreements								
		Extension Fee	125700.D2	\$200.00	\$213.00	\$222.00	\$214.75	\$3.61	\$3.50	\$218.25
		Minor Amendments								
		Minor Amendment Fee	125700.L8	\$150.00	\$159.75	\$166.50	\$161.25	\$2.71	\$2.75	\$164.00
		Major Amendments								
		Major Amendments Fee	125700.L7	\$500.00	\$532.75	\$555.50	\$537.25	\$9.03	\$9.00	\$546.25
		Penalties and Fines								
		Penalties and Fines	125700.L9	50% of Penally						
		Settlements								
		Settlements	125700.L6	Actual						
		California Environmental Quality Act (CEQA)								
		\$1,500 Initial Fee	35100012	Actual						

	A	B	C	D	E	F	G	H	I	J
1		DEPARTMENT OF FISH AND GAME CALIFORNIA ENVIRONMENTAL QUALITY ACT INDEXED FEE REPORT Updated 05/11/2010								
2										
3										
4										
5										
6		LICENSE, PERMIT, TAG, STAMP OR OTHER ENTITLEMENT	2007 Fee	2008 Fee	2009 Fee	2010 Fee	2011 COLA ¹	2011 Proposed Increase	2011 Proposed Fee	
7						0.016801				
8		Negative Declaration (ND)	1,800.00	1,876.75	1,993.00	2,010.25	33.77	33.75	2,044.00	
9		Mitigated Negative Declaration (MND)	1,800.00	1,876.75	1,993.00	2,010.25	33.77	33.75	2,044.00	
10		Environmental Impact Report (EIR)	2,500.00	2,606.75	2,768.25	2,792.25	46.91	47.00	2,839.25	
11		Environmental Document pursuant to a Certified Regulatory Program (CRP)	\$850.00	\$886.25	\$941.25	\$949.50	15.95	16.00	965.50	
12										
13										
14		¹ Implicit price deflator for 2010 1st Quarter (117.528) divided by Implicit price deflator for 2009 1st Quarter (115.586) minus 1.00 = 0.016801 which is the 2011 Cost of Living Adjustment (COLA).								

**CALIFORNIA FISH AND WILDLIFE STRATEGIC VISION
CHARGE TO THE EXECUTIVE COMMITTEE**

June 28, 2011

This document is supplemental to AB 2376 (Chapter 424, Statutes of 2010) establishing the California Fish and Wildlife Strategic Vision initiative.

Background

The mission of the Department of Fish and Game's is to manage California's diverse fish, wildlife, and plant resources, and the habitats upon which they depend, for their ecological values and for their use and enjoyment by the public.

The vision of Fish and Game Commission's is, in partnership with the Department of Fish and Game and the public, to assure that California has "sustainable fish and wildlife resources".

The Legislature's analysis of AB 2376 states that the bill intends to establish a long-term goal to improve and enhance the Department of Fish and Game's capacity and effectiveness in fulfilling its public trust responsibilities for the protection and management of the state's fish and wildlife, for their ecological values and for the benefit of the citizens of the State. A recent Assembly Water, Parks and Wildlife hearing reviewed the mandates and emerging challenges of the department, and revealed the complexities facing it. Building on numerous studies and reports on the department's past reform efforts, the bill provides a pathway to develop a new-renewed strategic vision for the department and the Fish and Game Commission.

So on September 28, 2010, AB 2376 was signed into law. The bill requires the Natural Resources Agency to convene a committee to develop and submit to the Governor and Legislature, by July 1, 2012, a strategic vision for the Department of Fish and Game and the Fish and Game Commission.

Pursuant to AB 2376, the membership of the Fish and Wildlife Strategic Vision Executive Committee (executive committee) consists of the Secretary for Natural Resources, the Director of the Department of Fish and Game, the President of the Fish and Game Commission, the Chair of the California Energy Commission, and a representative of the University of California. Representatives of the U.S. Fish and Wildlife Service and the National Marine Fisheries Service may also participate, if they so choose.

AB 2376 also requires the Governor or the executive committee to appoint a "blue ribbon" citizen commission or task force and a stakeholder advisory group. AB 2376 requires the stakeholder advisory group to represent a diverse range of interest affecting state fish and game policies, and specifies the minimum program representation on the advisory group.

EXECUTIVE COMMITTEE CHARGE

The executive committee shall formulate and submit its analysis and recommendations for a Fish and Wildlife Strategic Vision (strategic vision) to the Governor and the Legislature, by July 1, 2012. To accomplish this mission:

Procedural

Designations/Appointments

The Secretary for the Natural Resources Agency shall be designated the chair of the executive committee.

The executive committee shall:

- Appoint the members of the Blue Ribbon Citizen Commission (BRC commission).
- Appoint the members of the Stakeholder Advisory Group (SAG).

The executive committee may appoint any other group it deems necessary or desirable to carry out the provisions of AB 2376.

The project director shall be selected by the chair of the executive committee.

Meetings

The executive committee shall:

- Conduct necessary public meetings to allow for maximum public participation and input. Stakeholders and the general public will be invited to share their concerns, goals, priorities and expertise, and assist in identifying the issues, challenges and potential solutions that should be considered in the strategic vision.
- Notice its meetings 10 days in advance.
- Act when a quorum is present.

The voting members of the executive committee are:

- the Secretary for Natural Resources,
- the Director of the Fish and Game,
- the President of the Fish and Game Commission,
- the Chair of the California Energy Commission, and

- a representative from the University of California.

The representatives from the U.S. Fish and Wildlife Service and the National Marine Fisheries Service shall be non-voting members.

An executive committee member may appoint a designee from his/her respective agency or department. That designee must be an employee of that agency or department. The designee may immediately assume the duties of his/her appointer, including voting on matters before the executive committee.

It is contemplated that the executive committee will meet at times and places chosen by the chair of the executive committee.

Consistent with AB 2376 and this charge document, the details of the meeting schedules, and other processing details, shall be determined by the chair of the executive committee.

The executive committee may hold joint meetings as needed with the BRC commission and/or the SAG. The timing and content of joint meetings will be the chair of the executive committee.

Other

The policy, program and fiscal scope of the executive committee's efforts shall be limited to those contained in AB 2376.

Charge documents for the executive committee, the BRC commission and the SAG are subject to approval by a majority vote of the executive committee.

Any amendments to the charge documents for the executive committee, the BRC commission or the SAG are subject to a majority vote of the executive committee.

The composition and charge of the BRC commission and the SAG may be changed by the executive committee, as needed to accomplish the goals of AB 2376, including filling vacancies. Such changes shall be made by a majority vote of the executive committee.

Should another group be appointed by the executive committee, that committee shall be subject to the same or similar directives and expectations the executive committee has given the BRC commission and the SAG. The executive committee shall adopt a charge document for every group it appoints.

All expenses for each member of the executive committee shall be borne by each respective participating agency or department.

Management/Administerial

Project Director shall:

Report to the chair of the executive committee, and other executive committee staff and consultants may be directed to the project director.

Oversee staff and contract support and other resources to the executive committee, the BRC commission and the SAG during the preparation of the strategic vision.

Monitor progress of the BRC commission and the SAG to ensure that their deadlines to the executive committee are met.

Manage a process that ensures that all various interests and stakeholders have a voice in the process, and encourage the executive committee to do outreach, as necessary.

Other

The executive committee may:

- Make requests for work from the BRC commission or the SAG, and receive the products of that work in whatever form it requires and to use those work products as it chooses.
- Make requests for work from state agencies and departments involved in strategic vision and to receive the results of that work in whatever form it requires and to use the work as it chooses.

The executive committee shall:

- Delegate authority to the chair of the executive committee to coordinate and manage requests made by the BRC commission and the SAG for work and information from state agencies
- Ensure broad dissemination of information for public review, comment and information sharing.
- Set reporting deadlines to the BRC commission and the SAG for timely input into the executive committee's deliberations.

Expectations

At a minimum, the executive committee shall:

- Make specific findings and recommendations regarding each subject area identified in AB 2376; specifically Government Code Section 12805.3(c). Such findings shall be based on best readily available scientific and technical information. The executive committee may decide to adopt such findings and recommendations subject area by subject area, for all areas as a unit, or in a combination the executive committee deems appropriate.
- Take into account the findings and recommendations of the BRC commission and the SAG as well as those made from the general public.
- Formulate its findings and recommendations in an independent manner and not be constrained by past or current policies and practices
- After release of the first draft, hold at least one public meeting each in the north, central and south parts of the state (subject to the current travel moratorium).

Process will commence June 2011 and continue through July 1, 2012 (pursuant to the provisions AB 2376).

By October 2011, release of the first draft of the strategic vision for public review and comment.

By February 2012, release the final draft of the strategic vision for submission to the Governor and the Legislature.

CALIFORNIA FISH AND WILDLIFE STRATEGIC VISION CHARGE TO THE BLUE RIBBON CITIZEN COMMISSION

June 28, 2011

This document is supplemental to AB 2376 (Chapter 424, Statutes of 2010) establishing the California Fish and Wildlife Strategic Vision initiative.

Background

AB 2376 requires the Natural Resources Agency to convene a cabinet-level committee to develop and submit to the Governor and Legislature, by July 1, 2012, a strategic vision for the Department of Fish and Game and the Fish and Game Commission. This legislation is intended to establish a long-term goal to improve and enhance the Department of Fish and Game's capacity and effectiveness in fulfilling its public trust responsibilities for the protection and management of the state's fish and wildlife, for their ecological values and for the benefit of the people of the state.

The cabinet-level committee (executive committee) consists of the Secretary for Natural Resources, the Director of Fish and Game, the President of the Fish and Game Commission, the Chair of the California Energy Commission, and a representative of the University of California. Representatives from the U.S. Fish and Wildlife Service and the National Marine Fisheries Service may also participate, if they so choose.

Along with a Stakeholder Advisory Group (SAG), AB 2376 requires the Governor or executive committee to appoint a Blue Ribbon Citizen Commission (BRC commission). The membership brings its diverse expertise and perspectives, policy, management and fiscal experiences, and strategic problem solving skills to assist the executive committee in developing the California Fish and Wildlife Strategic Vision (strategic vision).

Blue Ribbon Citizen Commission Charge

Consistent with the intent of AB 2376, the BRC commission is charged with the following:

Procedural

Designations/Appointments

Members serve at the pleasure of the executive committee.

Members shall designate a chair of the BRC commission, by majority vote of the commission.

Selection of an administrative assistant, to support the commission, shall be made by the chairs of the executive committee and the BRC commission

Meetings

The BRC commission; shall:

- Conduct necessary public meetings where stakeholders and the general public will be invited to share their concerns, goals, priorities and expertise, and assist in identifying the issues, challenges and potential solutions that should be considered in the strategic vision.
- Notice meetings 10 days in advance.
- Act when a quorum is present.

All BRC commission members are voting members except for the student representative, who shall be non-voting.

There will be no designees.

It is contemplated that the BRC commission meet regularly at a time and place chosen in consultation with the chair of the executive committee.

Consistent with AB 2376 and this charge document, the details of the meeting schedules and other processing details shall be determined in consultation with the chair of the executive committee.

The BRC commission may hold joint meetings with the executive committee. The timing and content of such meetings shall be determined jointly by the chairs of the executive committee and the BRC commission.

The BRC may hold joint meetings with the SAG. The timing and content of such meetings shall be determined jointly by the chair of the BRC commission and the SAG facilitator, and in consultation with the chair of the executive committee.

Other

The policy, program and fiscal scope of BRC commission's efforts shall be limited to those contained in AB 2376.

Any amendments to this charge document are subject to a majority vote of the BRC commission, and ratified by a majority vote of the executive committee.

Composition and charge of the BRC commission may be changed by the executive committee, as needed to accomplish the goals of AB 2376, including filling vacancies. Such changes shall be made by a majority vote of the executive committee.

Administrative

Administrative Assistant

Administrative assistant shall:

- Report to the chair of the BRC commission.
 - Working closely with the project director of the executive committee, the administrative assistant shall:
 - Ensure that the BRC commission meets its work product deadlines set by the executive committee;
 - Manage a process that ensures that all various interests and stakeholders have a voice in the process, and;
 - Encourage the BRC commission to do outreach, as necessary.

Other

The BRC may:

- Make requests for work from the SAG, and receive the products of that work in whatever form it requires and to use those work products as it chooses.
- Make requests for work from state agencies and departments involved in the strategic vision, and to receive the results of that work in whatever form it requires and to use those work products as it chooses. However, due to state staff workload considerations, such requests shall be made to the chair of the executive committee for approval.

The BRC commission shall ensure broad dissemination of information about its activities and opportunities for public comment on its work.

It is recognized that the independent commission is not an agency of state government, but an advisory body whose opinions and judgments are sought to assist executive committee in its deliberations.

Expectations

At a minimum, the BRC commission shall:

- Make specific findings and recommendations that are based on best readily available scientific and technical information.
- Formulate its findings and recommendations for consideration by the executive committee in an independent manner and not be constrained by past or current public policies and practices.

- After release of the first draft, hold at least one public meeting in the north, central and south parts of the state. This may be done with the executive committee, as determined jointly by the chairs of the executive committee and the BRC commission. These meetings will allow the BRC commission to further refine its initial assessment, findings and recommendations for input into the executive committee's final draft efforts.

The BRC commission may decide to adopt any of their findings and recommendations subject area by subject area, for all areas as a unit, or some combination, as it deems appropriate.

The process will commence June 2011 and continue through July 1, 2012 (pursuant to the provisions of AB 2376).

In the lead up to the release of the first draft of the strategic vision developed by the executive committee, it is recommended that the BRC commission organize its initial efforts by examining the major subject areas identified in AB 2376, Government Code Section 12805.3(c).

- The preliminary assessment and findings may consider, but not limited to:
 - Quality of delivery of service and products
 - Governance
 - Management
 - Consistency of statutes, regulations, policies, and/or programs
 - Challenges and opportunities
- Joint meetings with the SAG are encouraged due to the tight first draft release deadline and avoid a duplication of effort.

By September 2011 and in a public meeting, the BRC commission shall submit its preliminary assessment and findings to the executive committee for consideration and inclusion in the first draft of the strategic vision.

By January 2012 and in a public meeting, the BRC commission shall submit to the executive committee a complete set of findings and recommendations for consideration and inclusion in the final draft of the strategic vision.

CALIFORNIA FISH AND WILDLIFE STRATEGIC VISION CHARGE TO THE STAKEHOLDER ADVISORY GROUP

June 28, 2011

This document is supplemental to AB 2376 (Chapter 424, Statutes of 2010) establishing the California Fish and Wildlife Strategic Vision initiative.

Background

AB 2376 requires the Natural Resources Agency to convene a cabinet-level committee to develop and submit to the Governor and Legislature, by July 1, 2012, a strategic vision for the Department of Fish and Game and the Fish and Game Commission. This legislation is intended to establish a long-term goal to improve and enhance the Department of Fish and Game's capacity and effectiveness in fulfilling its public trust responsibilities for the protection and management of the state's fish and wildlife, for their ecological values and for the benefit of the people of the state.

The cabinet-level committee (executive committee) consists of the Secretary for Natural Resources, the Director of Fish and Game, the President of the Fish and Game Commission, the Chair of the California Energy Commission, and a representative of the University of California. Representatives from the U.S. Fish and Wildlife Service and the National Marine Fisheries Service may also participate, if they so choose.

Along with a Blue Ribbon Citizen Commission (BRC commission), AB 2376 requires the Governor or executive committee to appoint a stakeholder advisory group (SAG). The legislation requires the SAG to be broadly constructed to "represent a diverse range of interests affected by state policies that govern fish and wildlife, including but not limited to, persons representing fishing and hunting interests, nonprofit conservation organizations, nonconsumptive recreational users, landowners, scientific and educational interests, and other interests or entities dedicated to habitat conservation and protection of public trust resources."

Stakeholder Advisory Group Charge

Consistent with the intent of AB 2376, the SAG is charged with the following:

Procedural

The overall charge of the SAG is to provide advice, support and recommendations to the executive committee and the BRC commission to assist in the development of a fish and wildlife strategic vision. In the spirit of this charge, the executive committee as the appointing authority, recognizes that the primary responsibility of the SAG is that of a "coordination" group. As such, the executive committee will identify key spokespersons for various interest groups who might be able to serve in that "coordination" capacity. This approach was considered for two primary reasons:

1. The executive committee recognizes that it would not be possible to accommodate all those who might be interest in serving and still keep the group to a manageable, workable size.
2. The executive committee recognizes this it is important for spokespersons to be willing to communicate with their various constituencies – outside of the SAG meetings – as a basis of their participation. As such, the executive committee expects those spokespersons to coordinate the input of individuals and organizations beyond their own but which share similar interests and objectives.

Meetings

The SAG shall:

- Conduct necessary public meetings where stakeholders and the general public will be invited to share their concerns, goals, priorities and expertise, and assist in identifying the issues, challenges and potential solutions that should be considered in the strategic vision.
- Notice all meetings 10 days in advance.

Given the complexity of the issues to be addressed and scheduled projected milestones, the SAG is expected to meet regularly throughout the preparation of the strategic vision process.

Meetings will be led by a facilitator provided by the chair of the executive committee.

Details of meeting schedules and other processing details will be determined in consultation with the chair of the executive committee and the SAG facilitator.

At the request of the executive committee, the SAG may hold joint meetings with the executive committee.

The SAG may hold joint meetings with the BRC commission. The timing and content of such meetings shall be determined jointly by the chair of the BRC commission and SAG facilitator and in consultation with the chair of the executive committee.

- Given the short timeframe for release of the first draft by the executive committee, joint meetings are encouraged.

Other

The policy, program and fiscal scope of the SAG's efforts shall be limited to those contained in AB 2376.

Members serve at the pleasure of the executive committee.

The composition and charge of the SAG may be changed by the executive committee, as needed to accomplish the goals of AB 2376, including filling vacancies. Such changes shall be made by a majority vote of the executive committee.

At the discretion of the SAG, one or more working groups may be created to address specific issues for reporting to the overall SAG.

Administerial

Facilitator

The facilitator shall:

- Report to the project director of the executive committee.
- Ensure that the SAG meets the work product deadlines set by the executive committee.
- Ensure that SAG members are coordinating, to the best of their abilities, the input of those stakeholders (non-SAG members) whom they represent.
- Manage a process that ensures that all various interests and stakeholders have a voice in the process, and encourage the SAG to do outreach, as necessary.

Other

The SAG shall respond to the best of its abilities to requests by the executive committee or the BRC commission for input on specific work products.

The SAG and the facilitator shall ensure broad dissemination of information about its activities and opportunities.

It is recognized that the independent SAG is not an agency of state government, but an advisory body whose opinions and judgments are sought to assist the executive committee and/or the BRC commission with their deliberations.

Expectations

At a minimum, the SAG shall:

- Make specific findings and recommendations based on best readily available scientific and technical information.

- Formulate its findings and recommendations for consideration by the executive committee and/or the BRC commission in an independent manner and not be constrained by past or current public policies and practices.

In the lead up to the release of the first draft of the strategic vision developed by the executive committee, it is recommended that the SAG organize its initial efforts by examining the major subject areas identified in AB 2376, Government Code Section 12805.3(c).

- The preliminary assessment and findings may consider, but not limited to:
 - Quality of delivery of service and products
 - Governance
 - Management
 - Consistency of statutes, regulations, policies, and/or programs
 - Challenges and opportunities
- Joint meetings with the BRC commission are encouraged due to the tight first draft release deadline and to avoid a duplication of effort.

The SAG may decide to adopt such finding subject area by subject area, for all areas as a unit, or some combination, as it deems appropriate.

The process will commence June 2011 and continue through July 1, 2012 (pursuant to the provisions of AB 2376).

By September 2011 and in a public meeting, the SAG shall submit its preliminary assessment and findings to the executive committee for consideration and inclusion in the first draft of the strategic vision.

After release of the first draft, it is anticipated that the SAG will continue to provide advice and support to the executive committee and the commission throughout the process leading up to release of the final draft in February 2012.

The SAG will submit their report(s) as a part of the statewide public meeting process to be held by the executive committee and the BRC commission.

CALIFORNIA FISH AND WILDLIFE STRATEGIC VISION

PROPOSED BLUE RIBBON CITIZEN COMMISSION

Dennis Hollingsworth, Boardmember, California Unemployment Insurance Appeals Board, former California State Senator and Assemblyman

Pedro Nava, former California State Assemblyman

Mary Salas, former California State Assemblywoman

Richard Frank, Director, California Environmental Law and Policy Center, University of California, Davis, School of Law

Stephen T. Hearst, Vice-President and General Manager, Hearst Corporation Western Properties

Anne Sheehan, Boardmember, State Personnel Board; Director of Corporate Governance, California State Teachers' Retirement System

STAKEHOLDER ADVISORY GROUP SELECTION CRITERIA

GOALS

Overall Group Characteristics:

- Balanced representation - ensure to the best of our abilities that the various interests and major stakeholders have a voice in the process
- Collaborative problem solving
- Diversity
- Good geographic coverage
- Manageable size

Individual Member Characteristics:

- Operational
- Pragmatic
- Engage constructively among others who may have differing views
- Open mind to fresh, new ideas, approaches and/or solutions
- Understand and accept their role in relationship to the Blue Ribbon Citizen Commission and the Executive Committee
- Commit to active communication with their constituencies, bringing the interests and concerns of their constituencies to the process
- Work actively to ensure potential agreements emerging from the Stakeholder Advisory Group deliberations are understood and supported by their constituencies

STAKEHOLDER ADVISORY GROUP APPLICATION PROCESS

- Any individual interested in becoming a member of the Stakeholder Advisory Group must fill out an application (see link to application).
- Should there be significant interest, the Executive Committee shall limit the membership of the Stakeholder Advisory Group to number it determines to be appropriate. The Executive Committee will ensure, to the best of its abilities, that the various, diverse interests and major stakeholders will have a voice in the process. To accomplish this:
 - From the applications, the Executive Committee will identify key spokespersons for the various interest groups who might be able to serve in a “coordinator” capacity. This approach is desirable because the Executive Committee recognizes it is not possible to accommodate all those who might be interested in serving and still keep the group to a workable size. The Executive Committee strongly encourages interested individuals, agencies, groups and organizations to “self-select” their key spokespersons prior to applying for membership.
 - The Executive Committee recognizes it is important for spokespersons to be willing to communicate with their various constituencies-outside of the Stakeholder Advisory Group meeting-as a basis for their participation. The Executive Committee expects the spokespersons to “coordinate” the input of individuals, agencies, groups and organizations beyond their own but which share similar interests and objectives.
 - Public comment periods will be incorporated into Executive Committee, Blue Ribbon Citizen Commission and Stakeholder Advisory Group meetings to provide an opportunity for interested parties to participate and provide direct input into the deliberations and work products.
 - To maximize outreach and communications, public meetings are anticipated to be schedule, at a minimum, one each in the north, central and south parts of the State.
- The survey information of those individuals who are NOT selected to the Stakeholder Advisory Group will be made available to the Advisory Group for

consideration and inclusion in any of their work products. The names on the applications will be redacted.

- The Stakeholder Advisory Group members will serve at the pleasure of the Executive Committee. There should be a commitment to direct participation (substitutes will generally not be permitted).
- Meetings are subject to a 10-day public notice (Bagley-Keene Open Meeting Act).
- The Stakeholder Advisory Group will be charged by the Executive Committee (see “Stakeholder Advisory Group Charge” document).
- Scope of the advisory group is limited to the provisions of AB 2376 (Ch. 424, Statutes of 2010).

**APPLICATION FOR THE CALIFORNIA FISH AND WILDLIFE STRATEGIC VISION
STAKEHOLDER ADVISORY GROUP**

Name _____

Agency/Organization/Group _____

Address _____

TELEPHONE _____ CELL PHONE _____ EMAIL _____

Please check those areas that best reflects you, your agency, organization or group:

Sport Fishing Interest	_____	Commercial Fishing Interest	_____
Hunting Interest	_____	Nonprofit Conservation Organization	_____
Nonprofit Recreational User	_____	Landowner	_____
Scientific Interest	_____	Educational Interest	_____
Agricultural Interest	_____	Business & Industry	_____
Environmental Justice	_____	Tribal Interest	_____
Labor Interest	_____	Marine Resources	_____
Water Interest	_____	State Government	_____
Local Government	_____	Federal Government	_____
Other (please describe)	_____		

Please check the geographic area that best describes that you, your agency, organization or group represents:

Statewide	_____	North Coast	_____
Northeastern CA	_____	Bay Area	_____
Northern Sierra	_____	Eastern Sierra	_____
Southern Sierra	_____	Central Coast	_____
Sacramento Valley	_____	San Joaquin Valley	_____
Los Angeles Area	_____	San Diego Area	_____
Inland Desert Region	_____		

Experience/Values Related to the Fish and Wildlife Strategic Vision

1. What Fish and Wildlife Strategic Vision-related activities, interests or responsibilities do you, your agency, organization or group have?

2. What is your long-term vision for the state's fish and wildlife resources?
3. What is your long-term vision for the Department of Fish and Game and the Fish and Game Commission?
4. How would you define success for the Fish and Wildlife Strategic Vision? What do you expect will be the best possible outcome(s) from this strategic vision process?

Interest Group Dynamics

5. Which groups do you think share your interests in, and vision for, the state's fish and wildlife resources, the Department of Fish and Game and Fish and Game Commission?
6. Which groups might have substantially different interests or visions?
7. How would you describe your relations with other groups or individuals involved with fish and wildlife resources, the Department of Fish and Game and the Fish and Game Commission?

Information

8. To assist in creating a strategic vision for the Department of Fish and Game and the Fish and Game Commission, what key technical questions need to be answered?
9. Do you believe there are critical information/data gaps that need to be addressed before a strategic vision can be developed?
10. What do you know about other studies and reports on the functioning of the Department of Fish and Game and the Fish and Game Commission as well as other state models for fish and wildlife governance?
11. What do you know about other activities, science efforts, programs, etc. regarding the state's fish and wildlife resources? How do you think they relate or should relate to each other and the strategic vision process? Which ones are working the best? Which ones need the most improvement?

12. Based on your experience(s) working with the department and/or the commission, what activities, efforts or programs do you believe work the best? How would you improve it?
13. Based on your experience working with the department and the commission, what activities, efforts or programs do you believe pose challenges to the department and/or the commission? How would you improve them?

Decision Making Challenges

14. What do you think are the critical issues related to developing a Fish and Wildlife Strategic Vision?
15. What concerns, if any, do you have about how to implement strategies that might emanate from the strategic vision?
16. When it comes to decision making about the functioning of the Department of Fish and Game and the Fish and Game Commission, what are the “elephants in the room” that no one wishes to talk about? How do they impact your interests and what are your thoughts about how to address or resolve these issues?

Proposed Approach to Creating a Fish and Wildlife Strategic Vision

17. What are your thoughts about the proposed approach of having a Stakeholder Advisory Group providing input to the Blue Ribbon Citizen Commission, which then makes recommendations to an Executive (cabinet-level) Committee creating the Fish and Wildlife Strategic Vision?
18. Do you think your interests in the State’s fish and wildlife resources, the Department of Fish and Game and the Fish and Game Commission can be served, and reconciled with other interests, by the proposed approach? If not, what modifications to this approach would you suggest?
19. What individuals, agencies, groups or organizations do you think need to be involved in this initiative to: 1) represent your interests effectively, and 2) be successful?
20. Do you think it is possible to reach agreements among stakeholders on an implementable strategic vision for the department and the commission?
21. What is your experience with collaborative or other public involvement processes?

22. Is there anything else you would like to share or add (that was not covered by the above questions)?

CALIFORNIA FISH AND WILDLIFE STRATEGIC VISION

LIST OF PUBLICATIONS AND STUDIES

1. **Joint Legislative Budget Committee.** *Report on Survey, Department of Fish and Game.* Sacramento. 1958
2. **Department of Fish and Game.** *Manpower and Staffing Criteria Survey of the Wildlife Protection Branch.* Sacramento. July 1966.
3. **Legislative Audit Bureau.** *Report On Review of the System of Internal Control, Department of Fish and Game.* Sacramento. December 3, 1975. Call Number: L420.F55
4. **Department of Fish and Game.** *California Fish and Wildlife Plan.* Sacramento. October 1965. Call Number: F650.C32
5. **Department of Fish and Game.** *California Fish and Wildlife Plan.* Sacramento. 1966. Note: "A contribution to the State development plan, which is being assembled by the California Department of Finance through its State Office of Planning." Cal Number F650.C32
6. **Assembly Interim Committee on Conservation and Wildlife.** *Edited Transcript of Hearing on the Proposed California Fish and Wildlife Plan of the Department of Fish and Game.* Sacramento. January 24 and 25, 1966. Call Number: L500.C661966 no. 3
7. **Department of Navigation and Ocean Development.** *California Comprehensive Ocean Area Plan. Fish and Wildlife in the Marine and Coastal Zone - Appendices.* Sacramento. 1970-72. Cal Number N540.C6p app
8. **Advisory Commission on Marine and Coastal Resources.** *The Review of the Comprehensive Ocean Area Plan.* Sacramento. 1972. Call Number M125.P85 1971-Nov. 18 1972-May 5
9. **Assembly Committee on Ways and Means, Subcommittee on Natural Resources and Transportation.** *Funding of the Department of Fish and Game: Transcript of Proceedings.* Sacramento. August 1974. Cal Number: L500.W351974 no.1
10. **Department of Fish and Game.** *Fish and Wildlife for the Future of the National Forests of California: A Comprehensive Statewide Fisheries and wildlife Management Plan.* Sacramento. 1975. Note: Prepared in cooperation with the U.S. Forest Service. Cal Number: F650.F495
11. **Department of Finance.** Program Evaluation Unit. *A Review of Nongame Activities of the Department of Fish and Game.* Sacramento. 1976. Cal Number F455.F56

12. **Assembly Committee on Water, Parks, and Wildlife.** *Conclusions and Recommendations Regarding the Department of Fish and Game: How Should It Be Funded? Joint Hearing, Assembly Committee on Water, Parks, and Wildlife and Assembly Committee on Ways and Means, Subcommittee No. 3.* Sacramento. April 19, 1977. Call Number L500.W3 1977 no. 1
13. **VTN Consolidated, Inc.** *An Evaluation of the California Department of Fish and Game Environmental Review Process.* Sacramento. 1977. Call Number F650.E93
14. **State Auditor.** *Financial Audit Report, Department of Fish and Game, Year Ended June 30, 1978: Report of the Office of the Auditor General to the Joint Legislative Audit Committee.* Sacramento. 1979. Call Number: L420.F55f
15. **Department of Finance.** Program Evaluation Unit. *California Fiscal Information System (CFIS) Performance Measures Manual for the Department of Fish and Game.* Sacramento. June 1983. Call Number: F455.F556 no. 360
16. **Department of Finance.** Financial and Performance Accountability. *Department of Fish and Game, Review of the System of Internal Accounting Control and Fiscal Procedures and Federal Financial Reports.* Sacramento. 1985. Call Number: F377.A8 85-04-12
17. **Department of Finance.** Program Evaluation Unit. *A Review of the Department of Fish and Game's Cost Allocation Methodology.* Sacramento. 1985. Call Number: F455.F565
18. **State Auditor.** *The Department of Fish and Game Is Not Collecting All Revenues Owed to the State: Report by the Office of the Auditor General.* Sacramento. 1985. Call Number: L420.F551
19. **State Auditor.** *A Review of the Department of Fish and Game.* Sacramento. April 1987. Call Number: L420.F55r
20. **Helvey, Mark.** *Progress Report on the Development of a Long-Range Plan for California's Marine Recreational Fishery.* Sacramento. National Marine Fisheries Service and California Department of Fish and Game Joint Technical Task Force for Marine Recreational Fisheries Program Planning. April 1987. Note: "This report describes the results of a series of workshops held in 1986 by the National Marine Fisheries Service (NMFS) and the California Department of Fish and Game (CDFG)..." Call Number: C 55.337: SWR-87-2
21. **Assembly Committee on Water, Parks, and Wildlife and the Assembly Committee on Governmental Organization.** *Joint Informational Hearing on the Department of Fish and Game.* Sacramento. October 27-28, 1987. Call Number: L500.W31987 no. 2

22. Department of Finance. Program Evaluation Unit. *A Status Report on Department of Fish and Game's Implementation of Prior Study Recommendations*. Sacramento. November 1987.
Call Number: F455.F569
23. Department of Fish and Game. *Personnel Allocation Study and Technical Application of Criteria*. Sacramento. January-November 1988.
24. State Auditor. *A Review of the Department of Fish and Game's Private Lands Wildlife Management Area Program*. Sacramento. May 1988. Call Number: L420.F55p
25. State Auditor. *Department of Fish and Game Is Generally In Compliance With Specific California Fish And Game Code Requirements*. Sacramento. June 1988. Call Number: L420.F55c
26. Commission on California State Government Organization and Economy. *Report on California's Fish and Game Commission and the Department of Fish and Game / Little Hoover Commission*. Sacramento. January 1990. Call Number: G250.F57
27. Department of Fish and Game. *Operation and Management Plan For Lands Managed By the Department of Fish and Game*. January 1991. Call Number: F650.L36
28. Coleman, Ruth. Legislative Analyst Office. *A Review of the Department of Fish and Game: Issues and Options for Improving Its Performance*. Sacramento. September 1991. Call Number: L425.F58
29. Department of Fish and Game. *Department of Fish and Game, the 1990's and Beyond: A Vision for the Future: the Department of Fish and Game, Its Mission, Values, and Goals to Meet the Challenge of the Future*. Sacramento. January 1993.
30. Department of Fish and Game. *Strategic Plan Review Draft*. Sacramento. December 1994.
Call Number: F650.S77 draft
31. Department of Fish and Game. *Strategic Plan: Where Do We Want To Be?* Sacramento.
May 1995.
32. State Auditor. *Department of Fish and Game: Administrative Processes Need Improvement*. Sacramento. October 1995. Call Number: A1620.F57
33. Department of Fish and Game. *Department of Fish and Game: Administrative Processes Need Improvement: Department of Fish and Game Report to the State Legislature*. Sacramento.
1996. Call Number: F650.A34

34. Department of Fish and Game. *Strategic Focus Item Projects: Progress Report*. Sacramento. August 1997.
35. California Fish and Game Commission. *Strategic Plan: An Agenda for California's Fish and Wildlife Resources*. Sacramento. December 1998.
36. Department of Fish and Game. *The First 130 Years of Fish and Game History*. Sacramento. 1999. Call Number: F650.H57
37. State Auditor. *California's Wildlife Habitat and Ecosystem: The State Needs to Improve Its Land Acquisition Planning and Oversight*. Sacramento. June 2000. Call Number A1620.F57
38. Department of Fish and Game. *Five Year Strategic Plan Review*. Sacramento. September 2000. Note: Review performed by the Office of Program Management.
39. Legislative Analyst Office. *Improving Fish and Game's CEQA Review*. Sacramento. April 2002.
40. Legislative Analyst Office. *A Framework for Financing Natural Community Conservation Planning*. Sacramento. February 2003. Note: Presented to the Assembly Water, Parks, and Wildlife Committee.
41. California Performance Review-Audits Team. *Survey – Strategic Plans, Performance Measure, & Performance Based Budgeting*. Sacramento. May 2004.
42. State Auditor. *Department of Fish and Game: The Preservation Fund Comprises a Greater Share of Department Spending Due to Reduction in Other Revenues*. Sacramento. June 2005. BSA Number: 2004-122R
43. Legislative Analyst Office. *Department of Fish and Game Funding Issues*. Sacramento. April 2005 Note: Presented to Senate Budget and Fiscal Review Subcommittee No. 2.
44. The International Association of Chiefs of Police. *Florida Fish and Wildlife Conservation Commission: Staffing Requirements of the Field Operation Section*. Florida. June 2006.
45. Department of Fish and Game. *July 2006 Strategic Plan Final Update & Addendum Per the October 2005 Five Year Review of Strategic Goals and Strategies*. Sacramento. July 2006.
46. Legislative Analyst Office. *Fish and Game Warden Staffing and Compensation*. Sacramento. May 2007. Note: Presented to Assembly and Senate Budget Committees.
47. Department of Fish and Game. *Supplemental Report on "Progress Report on Tasks Associated with Correction Action Plan."* Sacramento. January 2008.

48. Legislative Analyst Office. *Department of Fish and Game: Funding Regulatory Programs With Increased Fees*. Sacramento. April 2008. Note: Presented to Senate Budget and Fiscal Review Subcommittee No. 2.
49. Legislative Analyst Office. *Funding Timber Harvest Plan Review and Enforcement*. Sacramento. April 2008. Note: Presented to Senate Budget and Fiscal Review Subcommittee No. 2.
50. State Auditor. *Office of Spill Prevention and Response: It Has Met Many of Its Oversight and Response Duties, but Interaction With Local Government, the Media, and Volunteers Needs Improvement*. Sacramento. August 2008. BSA Number: 2008-102
51. State Auditor. *Department of Fish and Game: Its Limited Success in Identifying Viable Projects and Its Weak Controls Reduce The Benefit of Revenues From Sales Of The Bay Delta Sport Fishing Enhancement Stamp*. Sacramento. October 2008. Call Number: A1620.F572
52. Legislative Analyst Office. *2009-10 Budget Analysis: A Funding Framework for Natural Resources and Environmental Protection Programs*. Sacramento. February 2009.
53. Treanor, Robert. *The Treanor Report: A Look at the California Department of Fish and Game and Fish and Game Commission*. Sacramento. August 2009.
54. State Auditor. *Recommendations Not Fully Implemented After One Year: The Omnibus Audit Accountability Act of 2006*. Sacramento. January 2010. BSA Report Number: 2009-041 p. 135
55. Legislative Analyst Office. *Department of Fish and Game: 2010-11 Budget and Policy Overview*. Sacramento. February 2010.
56. McCamman, John. "Designing DFG's Legacy," *Outdoor California*, Vol. 71 No. 2, p6-7 (Mar/April 2010).
57. Department of Fish and Game. *Fall 2010 Updates on the DFG's Seven Strategic Initiatives (2006)*. Sacramento. Fall 2010.
58. Legislative Analyst Office. Compilation of annual budget analysis of the Department of Fish and Game. Sacramento. Various years.

8 FISH AND GAME COMMISSION. Assembly Constitutional Amendment 45. Amends Constitution, Article IV, section 25½. Creates Fish and Game Commission of five members, appointed by Governor subject to confirmation by Senate, with six year terms, removable by majority vote of Legislature; rotates terms by requiring terms of those first appointed shall expire one each year. Empowers Legislature to delegate to Commission powers relating to protection, propagation and preservation of fish and game.

YES

NO

(For full text of measure, see page 14, Part II)

Argument in Favor of Assembly Constitutional Amendment No. 45

It has long been apparent to conservationists, lovers of nature and sportsmen throughout California that definite and immediate action must be taken to revamp the constitutional set-up of our Fish and Game Commission in order to maintain for ourselves, and to pass on to our posterity, an adequate and reasonable supply of wild-life, fish and game. To this end the efforts of practically every conservation, fish and game, sportsmen's and nature loving society in the State has been given and Assembly Constitutional Amendment No. 45 is the result of the collective best efforts of the above mentioned groups to find a solution to this very important problem.

California is a rapidly growing State and as it grows and develops, demand becomes greater upon our wild-life resources, while the area and natural facilities for the propagation and maintenance of wild-life, fish and game is consistently diminishing. The necessary steps must, therefore, be taken to produce fish and game more abundantly in this restricted area and also at a price which will permit the citizens in every walk of life to continue to enjoy the great outdoor sports which are naturally and characteristically American. This is the primary purpose of the aforesaid Constitutional Amendment.

This proposition is a modified form of the Model Fish and Game Commission as outlined by the Hawes Committee, appointed by the President of the International Association of Game, Fish and Conservation Commissioners and adopted at their 28th convention in September, 1934, and subsequently approved by the American Game Association and the American Fishery Society. It has since been adopted, in a form modified to meet local conditions, by some twenty States of the Union.

The Hawes Committee consisted of leading conservationists, biologists, fish and game administrators from the entire North American Continent. Much thought was given by the Com-

mittee to the model set-up and this proposition, which is a modified form thereof, is as nearly perfect as possible.

This proposition will remove the Fish and Game Commissioners from political influence by:

1. Providing a nonsalaried board of five commissioners.
2. Appointment of commissioners for staggered terms so that no one administration can dominate the commission. This avoids a sudden reversal of policy.
3. The Governor's appointments of commissioners are to be confirmed by the Senate which will nullify poor appointments.

This proposition will give an opportunity to the Division of Fish and Game to manage the wild-life resources of the State on a basis of sound, scientific and factual knowledge by:

1. Allowing Legislature to delegate regulatory powers to the commission so that regulations may be based on scientific knowledge rather than on supposition and hearsay from self-interested pressure groups.
2. Allowing the commission to establish and follow through long term policies and plans for scientific fish and game management.
3. Allowing the commission to employ and retain thoroughly trained personnel so that the management policies of "sustained yield without endangering future supply" may be effectively carried through.

This is the most progressive fish and game proposition ever offered to the electorate of the State.

GORDON H. GARLAND,
Speaker and Member of the Assembly,
Thirty-eighth District.

H. W. CALL,
Member of the Assembly,
Twenty-ninth District.

Argument Against Assembly Constitutional
Amendment No. 45

Assembly Constitutional Amendment No. 45 permits the Legislature to legislate for a part of a district, and creates a Fish and Game Commission of five (5) members. Legislature may delegate to commission powers relative to fish and game.

The above is a digest of Assembly Constitutional Amendment No. 45 by Mr. Fred B. Wood, Legislative Counsel.

Legislating for a part of a district, which has been held unconstitutional by the courts, will work a hardship upon the casual hunter or fisherman inasmuch as it will be confusing. Certain acts may be legal in the southern end of a district and illegal in the northern end, and unless the line between the northern and southern ends is distinctly drawn, which is often difficult, unintentional violations are sure to follow. At present the Legislature creates new districts when necessary to meet some peculiar situation that has developed, or that may develop within any district.

The creating of a commission of 5 members might be misunderstood. The present law provides for a commission of 5 members appointed by the Governor.

Most people gain their impressions of a State Government through their contact with appointed officers. Perhaps less than one per cent of the people contact the Governor personally. Under the terms of Assembly Constitutional Amendment No. 45, the members of the commission are appointed for a period of six (6) years, and it would require an act of the Legislature to remove them. Hence if the conditions that would apply to the Fish and Game Commission were applied to all commissions and the people became dissatisfied with the admin-

istration they could change Governors without necessarily changing the policies or practices of the old administration. In short, it might work to the disadvantage of the people and is unnecessary.

The commission, under the terms of the amendment, would be subject to confirmation by the Senate. Just why the Senate and not the Legislature should be chosen for such signal honor has never been explained; it no doubt was copied from the Federal practice. If there ever was a reason for the practice it has disappeared long ago. After listening to a Senate hearing last winter over the confirmation of a commissioner I came away with the impression that his union affiliations were more important to some Senators than his fitness or lack of fitness for the position.

The amendment further provides that, "The Legislature may delegate to the commission such powers relating to the protection, propagation, and preservation of fish and game as the Legislature sees fit."

This provision would set a dangerous precedent as it would delegate law making powers to an appointed commission. At present the Legislature is prohibited from delegating its legislative powers.

Under the provisions of this amendment a person could be sent to jail for violating an edict of the Fish and Game Commission. This is just the opposite to democracy. The ultimate in the delegation of legislative powers would be every policeman making and enforcing his own laws.

Vote "NO" on Proposition No. 8.

FRED REAVES,
Member of the Assembly,
Sixty-eighth District.

8	FISH AND GAME COMMISSION. Assembly Constitutional Amendment 45. Amends Constitution, Article IV, section 25 1/2. Creates Fish and Game Commission of five members, appointed by Governor subject to confirmation by Senate, with six-year terms, removable by majority vote of Legislature; rotates terms by requiring terms of those first appointed shall expire one each year. Empowers Legislature to delegate to Commission powers relating to protection, propagation and preservation of fish and game.	YES	
		NO	

Assembly Constitutional Amendment No. 45—A resolution to propose to the people of the State of California an amendment to section 25 1/2 of Article IV of the Constitution of said State, relating to fish and game and a commission to enforce and administer the laws relating thereto.

PROPOSED AMENDMENT TO THE CONSTITUTION.
 SEC. 25 1/2. The Legislature may provide for the division of the State into fish and game districts; and may enact such laws for the protection of fish and game therein in such districts or parts thereof as it may deem appropriate to the respective districts.

Resolved by the Assembly, the Senate concurring, That the Legislature of the State of California, at its fifty-third regular session, commencing on the second day of January, 1939, two-thirds of all of the members elected to each of the two houses of the Legislature voting in favor thereof, hereby proposes to the people of the State of California that section 25 1/2 of Article IV of the Constitution of said State be amended to read as follows:

There shall be a Fish and Game Commission of five members appointed by the Governor, subject to confirmation by the Senate, with a term of office of six years, except that the terms of the members first appointed shall expire as follows: one member, January 15, 1943; one member, January 15, 1944; one member, January 15, 1945; one member, January 15, 1946; and one member, January 15, 1947. Each subsequent appointment shall be for six years, or, in case of a vacancy, then for the unexpired portion of such term. The Legislature may delegate to the commission such powers relating to the protection, propagation and preservation of fish and game as the Legislature sees fit. Any member the commission may be removed by concurrent resolution of the Legislature passed by the vote of a majority of the members elected to each of the two houses thereof.

(This proposed amendment expressly amends an existing section of the Constitution; therefore, EXISTING PROVISIONS proposed to be DELETED are printed in STRIKE-OUT TYPE; and NEW PROVISIONS proposed to be INSERTED are printed in BLACK-FACED TYPE.)

9	TAX-EXEMPT VESSELS. Senate Constitutional Amendment 36. Amends Constitution, Article XIII, section 4. Exempts from local taxes until January, 1955, all vessels except yachts of more than fifty tons burden documented at and operating from any port in this State.	YES	
		NO	

Senate Constitutional Amendment No. 36—A resolution to propose to the people of the State of California an amendment to section 4 of Article XIII of the Constitution of the State, relative to the exemption of vessels other than yachts from taxation except for State purposes.

(This proposed amendment expressly amends an existing section of the Constitution; therefore, EXISTING PROVISIONS proposed to be DELETED are printed in STRIKE-OUT TYPE; and NEW PROVISIONS proposed to be INSERTED are printed in BLACK-FACED TYPE.)

Resolved by the Senate, the Assembly concurring, That the Legislature of the State of California, at its fifty-third regular session, commencing on the second day of January, 1939, two-thirds of all members elected to each of the two houses of the said Legislature voting therefor, hereby proposes to the people of the State of California that section 4 of Article XIII of the Constitution of said State be amended to read as follows:

PROPOSED AMENDMENT TO THE CONSTITUTION.
 SEC. 4. All vessels except yachts of more than fifty (50) tons burden registered documented at and operating from any port in this State and engaged in the transportation of freight or passengers shall be exempt from taxation except for State purposes until and including the first day of January, 1955

[Fourteen]



STATE OF CALIFORNIA

Fish and Game Commission

About the Fish and Game Commission

Many Californians are not fully aware of the identity, function or responsibilities of the California Fish and Game Commission, and consider it synonymous with the California Department of Fish and Game. Actually, the Commission is a separate entity that has been involved in the management and wise use of California's fish and wildlife resources since 1870.

It is composed of up to five members, appointed by the Governor and confirmed by the Senate. The Commissioners are not full-time State employees, but individuals involved in private enterprise with expertise in various wildlife-related fields. They have a staff of eight employees, which handle day-to-day administrative activities. The Commission meets at least eleven times each year to publicly discuss various proposed regulations, permits, licenses, management policies and other subjects within its areas of responsibility. It also holds a variety of special meetings to obtain public input on items of a more localized nature, requests for use permits on certain streams or establishment of new ecological reserves.

Between 1870 and 1940, individual Commissioners served at the pleasure of the Governor. In 1940 the people provided for a Fish and Game Commission in the State Constitution (Article 4, Section 20). The Legislature delegated to the Commission a variety of powers, some general in nature and some very specific. A major responsibility is the formulation of general policies for the conduct of the Department, and the Director is responsible for administering the Department's activities in accordance with these policies. This is the only area in which the Commission is directly involved in Department administration. Its policies concern fisheries and wildlife management, introduction of exotics, use of departmentally-administered land and a variety of other subjects.

Probably the best known responsibility of the Commission is its general regulatory powers function, under which it decides seasons, bag limits and methods of take for game animals and sport fish. In adopting hunting (biennially--even-numbers years) and sport fishing regulations (biennially -- odd-numbered years), the Commission, in each case, holds a series of open public meetings (three for hunting and four for sport fishing) located in various parts of the state, so that individual and group input can be received and considered prior to adoption of new or changed regulations.

Some have criticized the Commission's regulatory powers actions as being nothing more than a rubber stamp for the Department's recommendations. A review of the Commission's actions on various Department recommendations indicates that this is not the case. In many instances, the Commission rejects or substantially modifies actions recommended by the Department, but only where it is convinced that such action is in the best interest of the resource and truly reflects the wishes and needs of the people. It is only natural that the Commission often relies heavily on the Department's biological data and recommendations, since the Department has the largest staff of experts for compiling data on California's wildlife.

In the same sense that the Commission often takes independent action on various Department recommendations, it does this also with recommendations from various hunting interests and claims that it is concerned only with consumptive use of our resources. This is another allegation rapidly refuted by reviewing the facts. Actually, the Commission spends more of its time dealing with matters of environmental quality, additional species protection, and rehabilitation of depleted populations and habitat than it does with matters of consumptive use. This by no means implies that the Commission is totally protectionist-orientated. It is fully aware that optimum use of our renewable wildlife resources must provide for a variety of consumptive and nonconsumptive needs. Wildlife, in contrast with inanimate objects, cannot be stored indefinitely for future use. Seasons and bag limits established on species with adequate reproductive potential reflect the best use of a biological surplus. In these cases, there always is prior provision for ample breeding stock and for a continuing population which can be enjoyed by naturalists, photographers and other nonconsumptive users.

The Commission's powers become increasingly broad as the Legislature gives it further regulatory and management authority. It is clear that the Commission, which can rapidly and expertly deal with resource problems, is often a more effective means of meeting the needs of the people and the resource than is the relatively slow process of legislative change. Coupled with this is an increasing awareness by the Legislature and all Californians that sound species management demands complete control over total use, and that one body, such as the Commission, is the most effective vehicle for controlling all forms of consumptive use--both sport and commercial.

There is sometimes a feeling among the Commissioners that they are greatly overloaded with work and responsibility for their \$100-daily, not to exceed \$500-monthly, maximum compensation. Still, the Commission continues working as a group of totally dedicated and intensely interested individuals, who fully realize their enormous responsibilities. As they rely on the Department for biological data and expertise, they also rely on all other Californians for recommendations, suggestions and constructive criticism of proposed actions.

The Commissioners' ultimate decisions must reflect not only the biological needs of our fish and wildlife, but also the wishes, needs and desires of all those who enjoy these resources. This is not an easy course to follow, and frequently it leads to conflicts between various interest groups. However, with the interest, understanding and involvement of everyone who appreciates our magnificent fish and wildlife resources, the California Fish and Game Commission will continue along the path of sound and enlightened resource management.

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A Message From Your Fish & Game Commission

The California Fish and Game Commission is pleased to present its Strategic Plan. This Plan focuses on California's diminishing fish and wildlife resources, their importance to California, their management and the role of the Commission in meeting this challenge.

The Plan includes a strategic agenda (mission, vision, critical initial strategic goals) and a commitment to ensure the future sustainability of California's fish and wildlife resources through proactive and creative approaches and meeting constitutionally and statutorily mandated responsibilities.

California's fish and wildlife resources are at a critical crossroad. From the early 1980s to 1998 our State's population grew from 22 million people to over 32 million people. This growth has resulted in an increased pressure and demand on limited fish and wildlife resources. Loss of critical resource habitats due to competing uses have accompanied this growth.

Since the Commission was formed in 1870 to protect California's fish and wildlife resources, there has been a change in emphasis from resource utilization to resource sustainability. The Commission's greatest challenge today is finding the right resource management approaches given complex, competing resource uses. Setting proper management policies is critical to present and future resource needs.

We Commissioners are rethinking the roles and responsibilities of the Commission. As the stewards of California's fish and wildlife resources, the Commission must not only provide for hunting and fishing opportunities, but act as the trustee of these same resources. The Commission will be examining its existing policies and developing new policies for the Department of Fish and Game to better meet these joint resource challenges.

The Commission recognizes the unique interdependencies between individual fish and wildlife resources, their habitats and man. This has led to a shift toward policies aimed at managing resources on an ecosystem basis rather than on a species by species basis.

The Commission has also found that it needs better processes to involve the public and key interest groups, in policy development and implementation. Education efforts and outreach to both consumptive and non-consumptive users of fish and wildlife resources are critical pathways to this end.

Public input received during our workshops and focus groups held around California, strongly influenced the strategic direction of the Plan. Our sincere thanks to all who gave time and expertise to this effort. This strategic plan is a dynamic document subject to periodic review, evaluation, and updating. We must work together to develop partnerships to implement its important priorities and to achieve the critical "Vision" that we all share for California's fish and wildlife resources.

We, the undersigned Commissioners, commit to doing the above in a manner that provides for public access to the Commission, ensures accountability of our actions, and is anticipatory rather than reactive.

Richard T. Thieriot, President

Ted Weggeland, Vice President

Douglas B. McGeoghegan, Member

Frank D. Boren, Member

Michael Chrisman, Member

Richard T. Thieriot, President



Mr. Thieriot has served as chairman of the Parrott Investment Company since 1985. From 1977 to 1993, he served as president and chief executive officer of The Chronicle Publishing Company, as well as publisher and editor of the San Francisco Chronicle. Mr. Thieriot was instrumental in creating the 15,000-acre "Llano Seco Wildlife Area" outside Chico, California in 1990. This project involved an unprecedented joint effort by federal, state and non-profit agencies along with private landowners to create a unique wildlife-and-wetland complex in the Sacramento Valley. He also served as chairman of "Farms and Wetlands, Inc.," a pioneer wetlands project which later was developed into The Nature Conservancy's "Cosumnes Wildlife Area."

Ted Weggeland, Vice President



Mr. Weggeland served in the California Legislature representing the 64th Assembly District from 1992 to 1996. While in the Assembly, he served as the Republican Whip and Chairman of the Banking and Finance Committee. He authored numerous bills signed into law including measures to deter frivolous lawsuits, reform California's Greater Avenues for Independence program, and redevelop March Air Force Base. He also authored AB 2060 which created the nation's first certification program for environmental technologies which was selected as a winner for the 1996 Innovations in American Government Award selected by the Ford Foundation and the John F. Kennedy School of Government at Harvard University.

Douglas B. McGeoghegan, Member



Mr. McGeoghegan is a general partner in C-5 Leasing, an equipment leasing, land grading and wildlife habitat restoration firm; Vice President and General Manager of Gunnersfield Enterprises, Inc., specializing in rice and other crop production and related agribusiness including land and resource management, wildlife habitat restoration and consulting; and a partner in McGeoghegan Farming Venture, a rice production agribusiness firm. In 1989 he received a citation from the United States Fish and Wildlife Service for "Appreciation for Outstanding Contributions to America's Natural and Cultural Resources." In 1990, he received the "Distinguished Service to Agriculture" award from the United States Department of Agriculture. He received national conservation honors in 1994 from the National Rice Foundation for his work with the conservation community in developing farming practices beneficial to wildlife and the environment.

Frank D. Boren, Member

Mr. Boren's primary interest is in defining the role that private business should play in solving our environmental problems. To that end he is involved in a number of public/private ventures. He is president of Sustainable Conservation, a project of Tides Center, a private non-profit organization dedicated to enhancing the environment through business and the private sector. Since 1980, he has been a partner in McNeill Enterprises, a real estate development company in Sherman Oaks, California. In addition, he is a director of the Atlantic Richfield Corporation and chairman of the Board's Committee on the Environment, Health and Safety. He is a member of the Yosemite Concession Services Advisory Committee.



Michael Chrisman, Member

Mr. Chrisman is the owner/partner of Chrisman Ranches, a Visalia-based family ranching and farming operation in Tulare County. Mr. Chrisman is currently the Regional Manager for Southern California Edison Company managing all phases of company/customer business, political and civic activities in Edison's San Joaquin Valley service area. Previously, he served as Undersecretary of the California Department of Food and Agriculture from 1994 to 1996 where he developed and implemented agricultural policy for the state's industry and consumers. Mr. Chrisman served as the Deputy Secretary for Operations/Legislation in The Resources Agency from 1991 to 1994. He served as Staff Director of the Assembly Republican Caucus and Chief of Staff for former Assemblyman Bill Jones specializing in agriculture, water and environmental issues. Mr. Chrisman serves on the California Conservation Council of the National Fish and Wildlife Foundation and the boards of directors of the Great Valley Center, Sequoia Kings Canyon National Parks Foundation, and Self Help Enterprises. He is affiliated with The Nature Conservancy, California Waterfowl Association, Ducks Unlimited, and the California Farm Bureau Federation.



Our Vision

The vision of the California Fish & Game Commission, in partnership with the Department of Fish and Game and the public, is to assure California has...

"Sustainable Fish and Wildlife Resources."





Our Mission

The Mission of the California Fish and Game Commission is, on behalf of California citizens, to ensure the long term sustainability of California's fish and wildlife resources by:

- Guiding the ongoing scientific evaluation and assessment of California's fish and wildlife resources;
- Setting California's fish and wildlife resource management policies and insuring these are implemented by the Department of Fish and Game;
- Establishing appropriate fish and wildlife resource management rules and regulations; and
- Building active fish and wildlife resource management partnerships with individual landowners, the public and interest groups, and federal, State and local resource management agencies.

Identified Strategic Challenges and Goals *



* See Implementation Strategies on page 19

Strategic Challenge Number One:

To Develop a Resource Policy Agenda for California's Fish and Wildlife Resources That Assures Resource Sustainability.

- Goal 1: Determine the current status of California's fish and wildlife resources and the ecosystems that are needed to support them.
- Goal 2: Based on an annual resource assessment, develop resource management policies that meet the mission of the Commission and assure the sustainability of California's fish and wildlife resources.

Strategic Challenge Number Two:

To Fully Implement the Commission's Roles and Responsibilities.

- Goal 1: Develop fish and wildlife policies that focus on and prioritize resource management needs.
- Goal 2: Be proactive in the protection of the state's fish and wildlife.
- Goal 3: Ensure that resource-related decisions are based primarily on the best scientific methodology and information available.
- Goal 4: Review current statutory mandates, assess their current appropriateness and effectiveness, and assess all unfunded mandates.
- Goal 5: Increase coordination with appropriate state and federal agencies, boards, and commissions whose responsibilities impact fish and wildlife.
- Goal 6: Work more closely and cooperatively with the Department of Fish and Game.
- Goal 7: Protect as much of the state's remaining wildlife habitat as is possible.
- Goal 8: Support the law enforcement activities of the Department's wardens by taking consistent action to suspend licenses and permits when appropriate.

Strategic Challenge Number Three:

To Improve the Commission's Organizational Effectiveness.

- Goal 1: Determine the required staffing levels to carry out the Commission's responsibilities and mandates.
- Goal 2: Develop adequate Commission procedures, policies and materials.
- Goal 3: Establish an independent budget for the Commission based on current resource requirements and also be supportive of adequate funding for Department programs.
- Goal 4: Develop procedures for the Commission's Budget Subcommittee to work closely with the Department in formulating its annual budget.
- Goal 5: Determine whether the Commission's organizational structure is the most efficient and productive approach to carrying out its mission.
- Goal 6: Determine if the Commission's organizational structure provides the adequate exercise of its authority over the Department of Fish and Game.

Strategic Challenge Number Four:

To Improve Commission Outreach.

- Goal 1: Increase public participation and representation in Commission decision-making processes and operations.



Northern Pintails
File photo

Commission Overview

The California Fish and Game Commission is over 128 years old. In 1870 the Board of Fish Commissioners, the forerunner of the modern day Fish and Game Commission, was established "to provide for the restoration and preservation" of fish in California waters. This was the first wildlife conservation agency in the United States, predating even the U.S. Commission of Fish and Fisheries.

California's first three "fish commissioners" were appointed by the Governor and received no compensation for their service. The Legislature appropriated \$5,000 to the Board for its first two years of operations. This same year (1870) the first fish ladder was built on a tributary of the Truckee River and a state fish "hatching house" was established at the University of California in Berkeley.

In 1909 the Board of Fish Commissioners' name was changed to the Fish and Game Commission, which reflected the growing importance of game conservation. The complex fish and game regulation and administration of today dates from these years when the Commission was given more authority to expand and to undertake new responsibilities in the areas of conservation.

In 1927 the administrative functions of the original Commission were assumed by the newly established Division of Fish and Game, set up within the Department of Natural Resources. As compared with other divisions within the Department, Fish and Game was unique in that it was administered by the Fish and Game Commission and not under the direct control of the Department of Natural Resources. In 1927 the first deer tag (\$1.00) was issued.

In 1937 the Fish and Game Commission was increased from three to its current five members, and in 1940 a constitutional amendment provided for six-year staggered terms for the commissioners and made their appointments "by the governor subject to confirmation by the Senate."

In 1945 the Legislature, through a constitutional amendment, delegated to the Fish and Game Commission the responsibility for making regulations for sport fishing and hunting.

To achieve its current mission the Commission must deal with many major challenges:

- A California population of 32+ million people which is growing rapidly and impacting wildlife and their habitats in many ways: from competition for resource use; to pollution; to growth pressures; to the importation of non-native species; to poaching, etc.
- A land area of some 159,000 square miles.
- Habitat and fish and wildlife diversity that is unequalled by any other state. California includes more than 1,100 miles of coastline, 30,000 miles of rivers and streams, 4,800 lakes and reservoirs, 80 major rivers, three of the four North American desert habitats, and scores of rugged high mountain peaks.
- More than 1,000 native fish and wildlife species.
- More than 5,000 native plant species.
- Nearly 350 threatened and endangered species.



While the Fish and Game Commission and Department of Fish and Game are intertwined in many ways there is a considerable difference in the statutory charges of each. The Commission is a separate entity and has the statutory authority to formulate policies for the guidance of the Department.

The Commission has over 200 other powers and duties listed in the statutes of the Fish and Game Code. Principal among these are legislatively-granted powers for the regulation of the sport take and possession of birds, mammals, fish, amphibians, and reptiles. These resource protection responsibilities involve the setting of seasons, bag and size limits, and methods and areas of take.

The Commission also regulates aspects of commercial fishing including: fish reduction; shellfish cultivation; take of herring, lobster, sea urchins and abalone; kelp leases; lease of state water bottoms for oyster allotments; aquaculture operations; and other activities.

The Commission oversees the establishment of wildlife areas and ecological reserves and regulates their use. It also prescribes the terms and conditions under which permits or licenses may be issued by the Department and considers the revocation or suspension of commercial and sport licenses and permits of individuals convicted of violating Fish and Game laws and regulations.

In carrying out its responsibilities the Commission holds eleven regularly-scheduled public meetings per year around California. It hears from the public on a myriad of subjects during its decision-making process. A primary responsibility of the Commission is to afford an opportunity for full public input and participation in the decision and policy making process of adopting regulations or taking other actions related to the well-being of California's fish and wildlife resources.

The Commission also provides an appeal process for those members of the public dissatisfied with actions taken by the Department.

The relationship of the Commission and the Department has evolved over time. The Commission sets policy for the Department, while the Department is the lead state agency charged with implementing, safeguarding and regulating the uses of wildlife. The mission of the Department is to "manage California's diverse fish, wildlife, and plant resources, and the habitats upon which they depend, for their ecological values and for their use and enjoyment by the public."

The Department manages more than 840,000 acres of wildlife habitat, including 107 wildlife areas and 99 ecological reserves; many areas were purchased to safeguard species at risk. Department wardens enforce laws and regulations relating to fish, wildlife, and habitat within the state and its offshore waters. Department staff also reviews timber harvest plans and a variety of environmental documents for land and water projects that may affect fish and wildlife.

Department scientists are critical to the identification of species and ecosystem status and are an important resource to the Commission in its determination of the health and resource management policy needs of specific ecosystems. While the Commission relies on the Department's biological data and scientific recommendations there is an increasing emphasis on the use of peer review and best available science.



Coyote
File ph.

While the Commission has many powers given to it by the California Legislature those powers not specifically given to the Commission by the California Legislature are retained by them. Over time the Commission's powers have been broadened as the Legislature gives it further regulatory and management authority.

It is becoming clear that the Commission, which can rapidly and expertly deal with resource issues, is an effective means of meeting the needs of the public and the resources. This is both a major opportunity and challenge for the Commission. Any effective management of California's fish and wildlife resources, however, will depend on an effective working partnership between the Commission, the Department and the public.

What follows is a summary of the specific authorities of the Commission.

Summary of Fish and Game Commission Authority

Powers and Duties of the Commission:

- The Fish and Game Commission is authorized by Article IV, Section 20, of the Constitution of the State of California. The Commission is to be composed of five members; two of them are elected to serve as president and vice president. The Commission is appointed by the Governor, with appointments subject to confirmation by the Senate.
- The Commission shall formulate general policies for the conduct of the Department. The Director shall be guided by these policies and is responsible to the Commission for administration of the Department therewith. (Section 703, Fish and Game Code.)
- The Commission is required to hold certain meetings each year. (Sections 206, 207 and 208, Fish and Game Code.)
- The Commission may hold other meetings or hearings on such dates, or in such locations, as may be deemed necessary or proper, and in accordance with the provisions of various sections of the Fish and Game Code.
- The Commission carries out a quasi-judicial role when it considers the revocation or suspension of licenses and permits for violation of sport and commercial laws and regulations.



Agua Beach Dudleya
state-listed "rare")
photo by Reid Moran

General Regulatory Powers:

Under the provisions of sections 200 through 221 of the Fish and Game Code, the Commission is empowered to regulate the taking of fish and game. These statutes do not extend to the taking, processing or use of fish, mollusks, crustaceans, kelp or other aquatic plants for commercial purposes.

The general statutory powers and duties vested in the Commission related to the take of birds, mammals, fish, mollusks, crustaceans, amphibians and

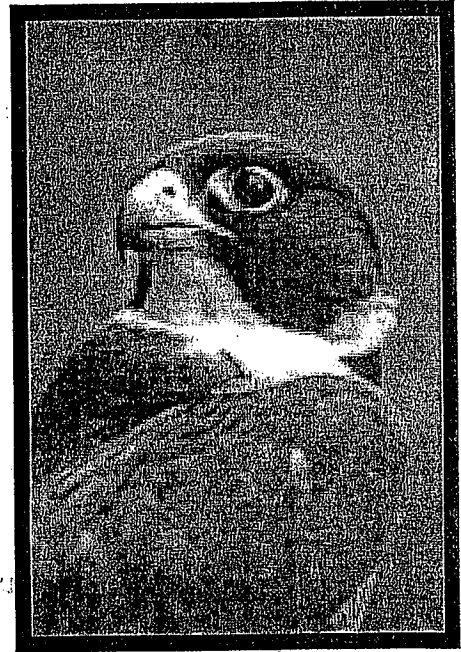
reptiles include the following:

1. Establish, extend, shorten or abolish open and closed seasons;
2. Establish, change or abolish bag, possession and size limits;
3. Establish and change territorial limits for taking any or all species or varieties; and
4. Prescribe the manner and means of taking any species or variety.

Other Powers:

Other powers and duties which are vested in the Commission total approximately 200 and are found throughout the Fish and Game Code. Generally, they are as follows:

- The Commission establishes policies for the guidance of the Department and prescribes the terms and conditions under which permits or licenses may be issued by the Department;
- Regulates the following aspects of commercial fishing: fish reduction, the ocean shrimp fishery, kelp leases, oyster allotments, shellfish cultivation and abalone regulations;
- Accepts mitigation lands on behalf of the state; and
- Reviews the Department's budget, but has no powers in relation the administration of the Department.
- In preparing its strategic plan, the Commission reviewed its full scope of responsibilities and authorities granted to it by the Legislature. If anyone is interested in those mandates, a list can be obtained from the Commission office.



American Peregrine Falcon
(state-listed "endangered")
Photo by Brian Woodbridge

Length of Term of Office:

The Constitution places the term of office of each Commissioner at six years. A Commissioner, whose term has expired, may serve until the Governor appoints a successor.

The terms of office for the Commissioners are staggered so that the term of not more than one Commissioner will expire in any one year. If, for any reason, a vacancy on the Commission occurs before the "normal" expiration of term of a member, the successor may only serve out the replaced member's original term.

Functions of President:

The President of the Commission presides over Commission meetings, appoints Commission members to special subcommittees, signs documents on behalf of the Commission and generally represents the Commission in all matters involving it. The President is a member of the Wildlife Conservation Board (Section 1320, Fish and Game Code) and may be a member ex officio of the Migratory Bird Conservation Commission created by the Migratory Bird Act of Congress in 1929. (Section 357, Fish and Game Code.)

***The Process of
Developing A
Strategic Plan***

Formulating The Plan Through The Public Process

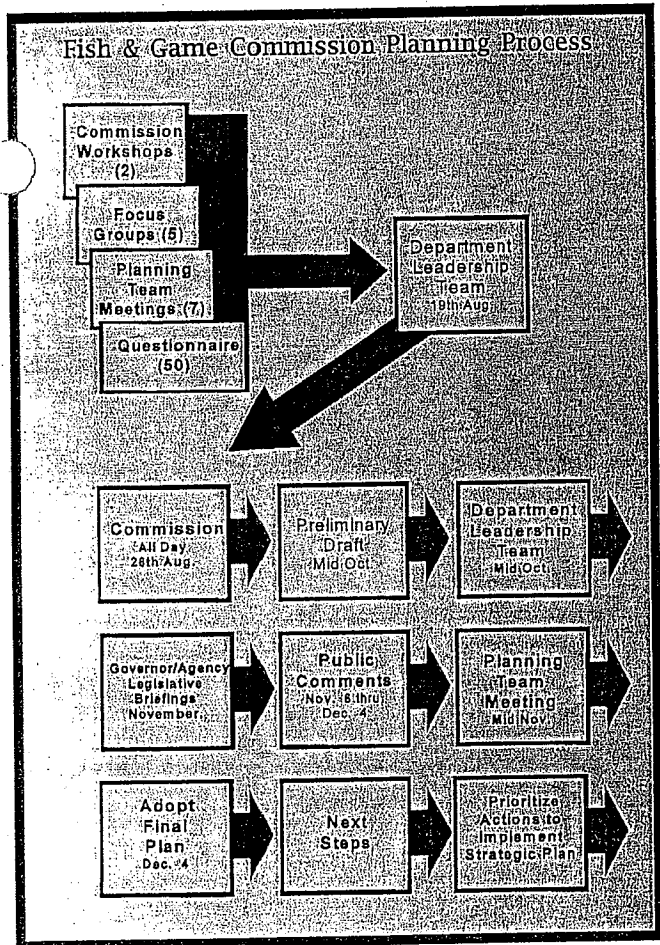
Public Meetings

The key emphasis of the Commission's strategic planning and policy efforts is to more effectively reach out to all of our critical constituencies—you the citizens of California. It is critical to develop effective two-way, working relationships with existing and new interest groups, to address common resource concerns, to establish working partnerships and to better understand diverse resource needs.

During our strategic planning process, five focus group meetings were held across the state in Redding, Sacramento, Fresno, Monterey and Riverside. We invited a broad cross section of individuals and interest group representatives to share their opinions and expertise. While not everyone who was invited to the focus groups was able to attend the meetings, over 80 people did attend and actively participated. (Focus Group attendees are listed in the Appendix.)

Participants were asked for their views on the most important issues facing the Commission and what the future role of the Commission should be. Individual questionnaires were also used to obtain additional ideas and comments from Commission and Department staffs, focus group participants and those not able to attend a meeting. In addition to the five focus group meetings, two public workshops and seven work sessions were held on the strategic plan. The all day workshop in Sacramento, for example, drew over 100 participants who shared their comments and suggestions with us both verbally and in writing.

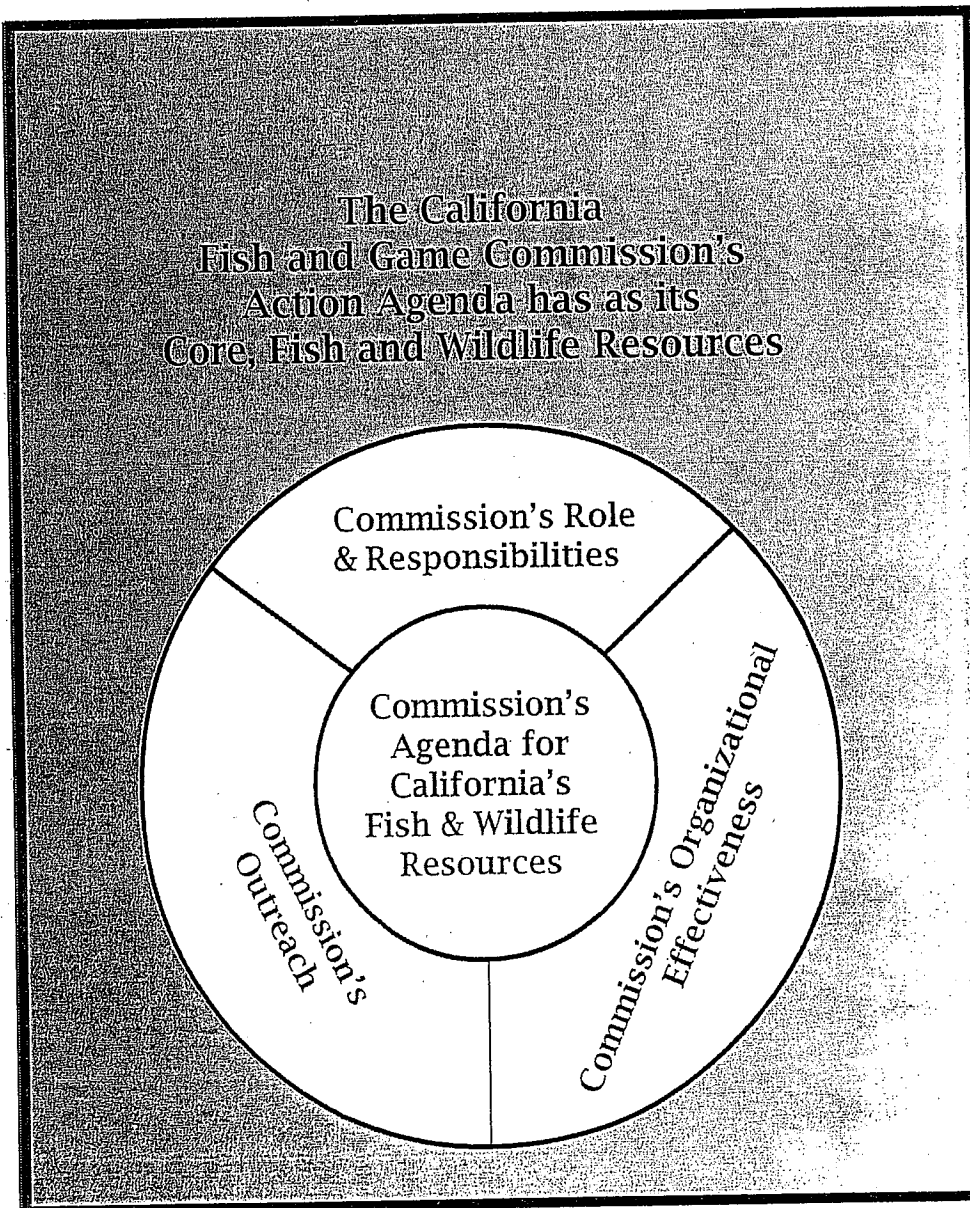
The Commission is greatly indebted to everyone who took the time to participate in this effort. Public comments and concerns helped shape and guide our thinking in developing our strategic plan and its priorities. In a real sense, this is a strategic plan and agenda for the public and its resources. We commit as a Commission to continue this important dialogue initiated between the public and Commission on fish and wildlife resource management and policy setting. This rethinking and reforming of approaches will long serve the public, the public's resources and the Commission as it does its business.



Basic Needs Identified by the Public

From the public meetings, an important strategic agenda emerged. While many diverse interest groups and individual citizens participated, there was an overwhelming agreement on the most critical challenges facing the Commission. Four basic needs consistently surfaced:

- There is a need for the Commission to set effective management policies aimed at assuring a sustainable resource base.
- The Commission must be innovative in addressing the challenges presented by the many changes impacting fish and wildlife resources and their habitat.
- The Commission must become more effective through adequate staffing, adequate funding and a workable structure.
- The Commission must continue to build communication bridges to the public, particularly partnerships, to effectively manage resources.

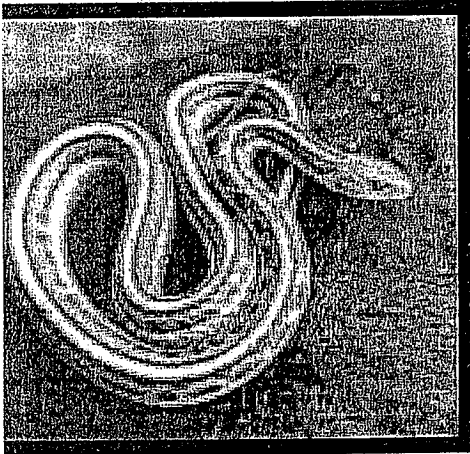


The background of the page is a grayscale, high-contrast image. It depicts a person's hands, one holding a pen and the other resting on a document. The document features a prominent circular diagram with several concentric or overlapping lines, suggesting a strategic plan or a complex process. The overall image has a grainy, textured appearance, typical of a scanned document.

***Action Agenda:
Strategic Challenges, Goals
and Implementation Strategies***

Strategic Challenge #1:

To Develop a Resource Policy for California's Fish and Wildlife Resources that Assures Resource Sustainability.



San Francisco Garter Snake
State-listed "endangered"
the photo

California's fish and wildlife resources and the habitats that they depend on, are at a critical crossroad. Increasing pressures from long-term resource use and expanding population growth have greatly impacted these finite resources. Increasing pollution and poaching are also threatening these fragile resources. Declining revenues from license sales have greatly impacted the Commission's and the Department's ability to adequately manage and preserve these funding resources. Additional funding sources have not been commensurate with new mandates given to the Department and Commission.

In light of these concerns the Commission needs to develop and implement resource policies and a management direction to assure sustainable California fish and wildlife resources and to meet the mission of the Commission.

In order to accomplish this, the Commission is setting forth the following goals and strategies:

Goal 1: Determine the current status of California's fish and wildlife resources and the ecosystems that are needed to support them.

Strategies:

- Oversee the development of an annual assessment of California's fish and wildlife resources and ecosystems. Work with the Department and public and private organizations to conduct this assessment using the best available science.
- Assess the current and potential impacts on California's fish and wildlife resources from all sources (users, competing uses, population growth, pollution, policy and legislation, etc). Develop recommendations for a comprehensive resource management policy that builds on the Department's ecosystem plans and those of other agencies and organizations.

Goal 2: Based on an annual resource assessment, develop resource management policies that meet the mission of the Commission and assure the sustainability of California's fish and wildlife resources.

Strategies:

- Utilize an annual assessment of California's fish and wildlife resources and ecosystems, to develop resource management policies and strategies for the Department and the Commission.
- Identify ways to reward good resource management and stewardship by private landowners and organizations.
- Work to assure adequate funding of fish and wildlife oriented programs and projects.
- Monitor and evaluate the effectiveness of resource policies in attaining intended objectives and outcomes.
- Monitor and evaluate the effectiveness of enforcement activities in attaining the intended objectives and outcomes.

Strategic Challenge #2:**To Fully Implement the Commission's Roles and Responsibilities.**

A shift of fish and wildlife resource management and policy from resource utilization (1800s to 1950s) to resource utilization and enjoyment consistent with resource sustainability (1950s to today) has required that the Commission's historic roles and responsibilities be reevaluated. As a result, the Commission will now focus on the following goals and strategies to further clarify its contemporary roles and responsibilities as a steward of the state's fish and wildlife resources:

Goal 1: Develop fish and wildlife policies that focus on and prioritize resource management needs.

Strategies:

- Actively set fish and wildlife policy priorities with management focus.
- Concentrate Commission activities on strategic policy issues.

Goal 2: Be proactive in the protection of the state's fish and wildlife.

Strategies:

- Respond quickly to early signs of species declining in numbers and take steps toward their protection.

Goal 3: Ensure that resource-related decisions are based primarily on the best science and scientific methodology and information available.



Adobe lily
File photo

Strategies:

- Rely on the best science, using the Department as the primary source of information, but also using peer review and outside sources of expertise.
- Use the most current resource information available.
- Produce an annual "Status of the Resources" report.
- Actively solicit public input in making best science decisions.

Goal 4: Review current statutory mandates, assess their current appropriateness and effectiveness and assess all unfunded mandates.

Strategies:

- Sponsor legislation to eliminate outdated statutory mandates and streamline those cumbersome in structure.
- Use existing authority or seek legislation to delegate licensing and permit issues to subcommittees of the Commission or administrative hearing officers.
- Eliminate unfunded mandates or obtain funding for them if they are still needed.
- Pursue legislation to ensure sufficient budgetary support from the General Fund, or other funding sources, to allow the Department to properly carry out all Commission directives and policies.

Goal 5: Increase coordination with appropriate state and federal agencies, boards, and commissions whose responsibilities impact fish and wildlife.

Strategies:

- Use all available measures, including legal action if necessary, to ensure that fish and wildlife agencies fulfill their responsibilities.
- Schedule joint meetings with fish and wildlife agencies on issues of importance to resources.
- Focus coordination efforts on those governmental agencies with responsibility over the state's waters and forests.

Goal 6: Work more closely and cooperatively with the Department of Fish and Game.

Strategies:

- Provide policy direction and review the budget of the Department and assist it in meeting its mission.
- Establish regular meetings between the Commission and the Department director.
- Promote the image of the Department and its employees as credible professionals.



Long-necked Pheasant
file photo

- Utilize subcommittees and work groups more to work with the Department to become familiar with large, complex issues.
- Sponsor, with the Department, special workshops on emerging resource issues.
- Utilize the Marine Subcommittee to help implement the Marine Life Management Act of 1998.

Goal 7: Protect as much of the state's remaining wildlife habitat as is possible.

Strategies:

- Encourage the Department to obtain valuable habitat through easements on private property or outright acquisition.
- Support the concept that management of acquired protected lands should be contracted out by the Department where possible and management of Department-owned lands should be fully funded.
- The Commission should support maximum funding for the Wildlife Conservation Board.
- Encourage the Department to maximize efforts to preserve and protect farmland because of its benefits to wildlife.
- Optimize habitat on lands already owned or managed by the Department for maximum benefit in the protection and enhancement of wildlife.

Strategic Challenge #3:

To Improve the Commission's Organizational Effectiveness.

To meet its Mission, the Commission must improve its effectiveness through organizational changes involving adequate staffing, workable policies and procedures, adequate funding and sound structure. The following goals focus on those critical areas.

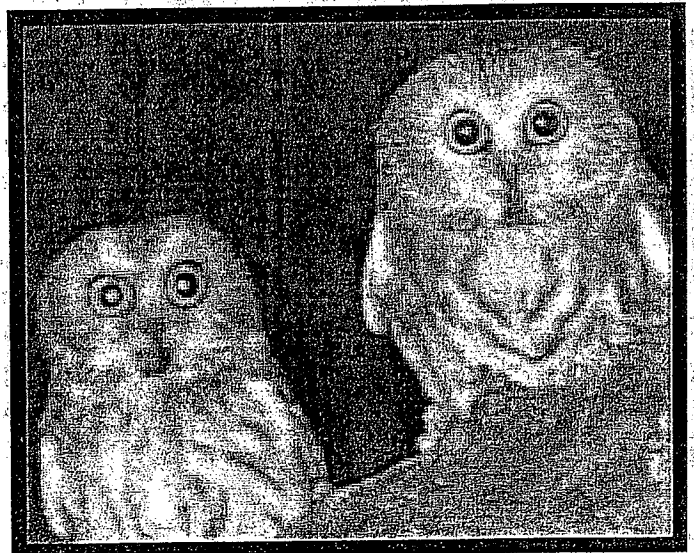
STAFFING

The Commission needs to assure an adequately supported, informed, efficient and available organization to carry out its Mission.

Goal 1: Determine the required staffing levels to carry out the Commission's responsibilities and mandates.

Strategies:

- Identify all Commission mandates and related workload and seek staffing and resources needed to effectively meet them.



Northern Saw-whet Owl
File photo

- Develop partnerships and communication bridges with constituencies to help gain support for adequate staffing.
- Work with the Legislature and the Attorney General's Office to evaluate the Commission's Deputy Attorney General's duties and salary.

POLICIES

Goal 2: Develop adequate Commission procedures, policies and materials.

Strategies:

- Develop annual work plans for Commission activities.
- Develop procedure to hire independent technical staff (peer reviewers).
- Develop an orientation program for new Commissioners.
- Develop a Commissioner's Procedures Manual.

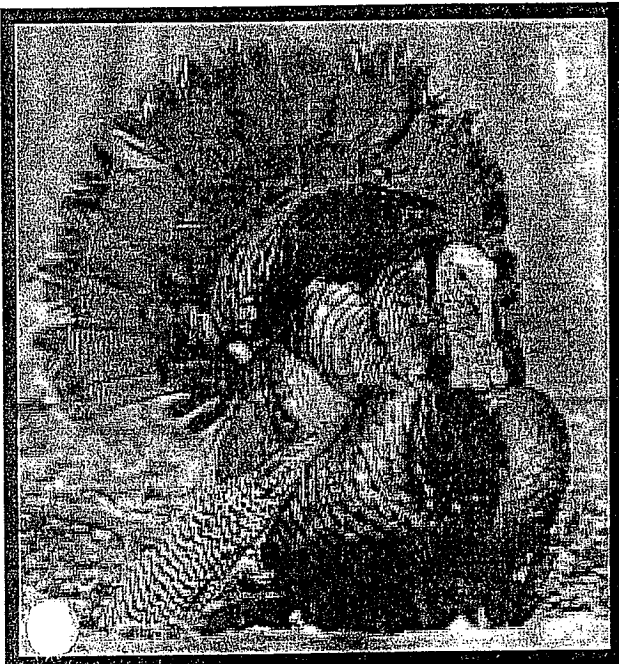
FUNDING

The Commission and the Department need adequate funding to meet their missions and statutory mandates.

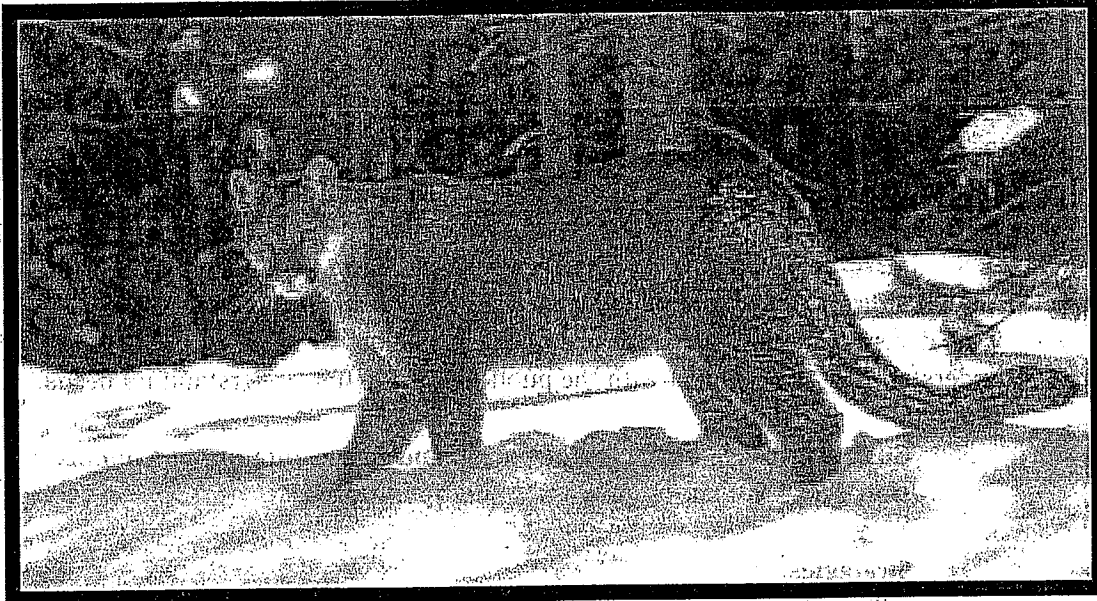
Goal 3: Establish an independent budget for the Commission based on current resource requirements but also be supportive of adequate funding for Department programs.

Strategies:

- Work with the Administration, Legislature and constituents to provide for a separate Commission budget.
- Establish a level of funding sufficient to support the operations of the Commission, its staff, and programs.
- Begin a formal planning, budgeting and review process.
- Seek additional revenue through grants from private organizations, foundations and governmental agencies.
- Seek a broader funding base to include General Fund dollars.
- Determine appropriate compensation for Commissioners and introduce legislation to implement the findings.
- Work with the Department of Personnel Administration to evaluate Commission staff salaries.



Wild Turkey
File photo



Mountain Lion
File photo

Goal 4: Develop procedures for the Commission's Budget Subcommittee to work closely with the Department in formulating its annual budget.

Strategies:

- Develop a schedule of meetings to provide for early and maximum input from the Commission into the Department's budget.
- Establish procedures to review the budget to help assure adequate funding for both the Commission and the Department.

COMMISSION STRUCTURE

The Commission must establish an effective organizational structure.

Goal 5: Determine whether the Commission's organizational structure is the most efficient and productive in carrying out its Mission.

Strategies:

- Establish a subcommittee to review the appropriateness of the current Commission structure and make recommendations to the full Commission.
- Review the makeup of the Commission to assure adequate representation of the various interest groups.
- If necessary, develop a constitutional amendment to change the number of Commissioners, establish requirements for appointments, etc.

Goal 6: Determine if the Commission's organizational structure provides the adequate exercise of its authority over the Department of Fish and Game.

Strategic Challenge Number Four:

To Improve Commission Outreach.

The Commission must assure adequate public participation and representation in its decision-making processes and operations. This is critical to building understanding and support with the public and to better understand its needs.

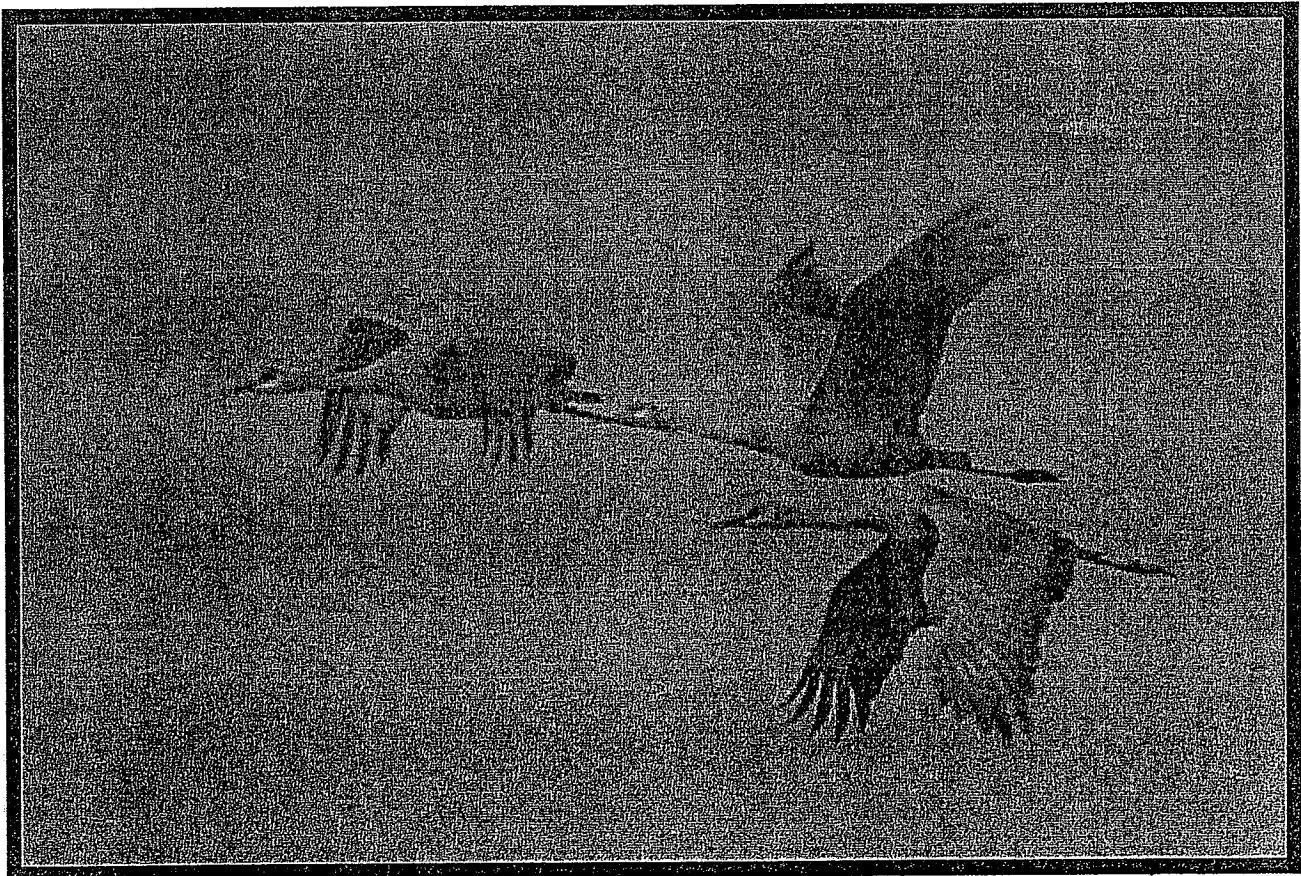
Goal 1: Increase public participation and representation in Commission decision-making processes and operations.

Strategies:

- Keep the public informed about and involved in Commission activities and processes by:
 - a) Using effective two-way communications systems, latest technology, and web-page, etc.;
 - b) Holding local and regional meetings;
 - c) Developing key issue forums to obtain input and recommendations on key resource issues;
 - d) Determining how to obtain additional under-represented participation (Minorities, Women, Special Interest Groups, Consumptive and non-consumptive users of wildlife, etc.) in Commission activities and on the Commission; and
 - e) Establishing a public affairs position to the Commission that will establish media contacts and all media activities of the Commission.
- Foster accountable partnerships with the public, business, tribes, interest groups and other resource management organizations on common issues.
- Proactively develop education programs and materials to inform and educate the public about resource and Commission issues and activities.
- Work proactively to develop support for the resource management goals and objectives of the Commission and the Department.

Strategic Plan: A Living Process

This strategic plan, and its agenda, is a beginning. It constitutes a first step taken by the Commission and its public partners toward ensuring the future of California's fish and wildlife resources. The implementation of this strategic plan does not signal its finality. It only signals movement toward its identified challenges, goals and implementation strategies. The strategic plan is an ever-evolving document that will be revisited at least annually to determine if it still serves the resources and the Commission in the ways intended.



Greater Sandhill Cranes (state-listed "threatened")
Photo by Bob Corey

Appendix:

Fish & Game Commission

Focus Group Attendees

April 29, 1998, Redding

- Ms. Mary Belkin, concerned citizen
- Ms. Virginia Bostwick, Klamath River Basin Task Force
- Mr. Delbert Craig, Modoc Fish & Game Recreation Commission
- Mr. Judd Hanna, Mill Creek Conservancy
- Mr. William Hoy, Siskiyou County Board of Supervisors and North Coast Regional Water Quality Control Board
- Ms. Lois Kliebe, Northern Sportsmen Association
- Mr. John Reginato, concerned citizen
- Mr. James Smith, Humboldt Fisherman's Marketing Association, Inc., and Humboldt Bay-Harbor Recreation Commission

May 29, 1998, Sacramento

- Mr. Allen Barnes, California Native Plant Society
- Mr. Dave Bischel, California Forestry Association
- Mr. Charles Bucaria, Federation of Flyfishers Northern California Council
- Mr. Emmett Burroughs, California Mule Deer Foundation
- Mr. Merlin Fagan, California Farm Bureau
- Mr. Bob Fox, George Steffes Inc.
- Mr. Bill Gaines, California Waterfowl Association
- Mr. Bill Geyer, Geyer Associates
- Mr. George Gough, California Cattlemen's Association
- Mr. Bob Herkert, California Rice Industry Association
- Mr. Tom Martens, Mountain Lion Foundation
- Mr. Jack Parriott, Sacramento District Supervisor - U.S. Department of Agriculture and Wildlife Services
- Mr. Gerald Upholdt, California Rifle & Pistol Association
- Mr. Bill Yeates, California Legislative Advocates for Wildlife

June 25, 1998, Fresno

- Mr. John Buada, Sand & Aggregate Producers Association
- Mr. Ed Channing, Yosemite Deer Herd Advisory Council
- Mr. Hank Doddridge, concerned citizen

June 25, 1998, Fresno continued

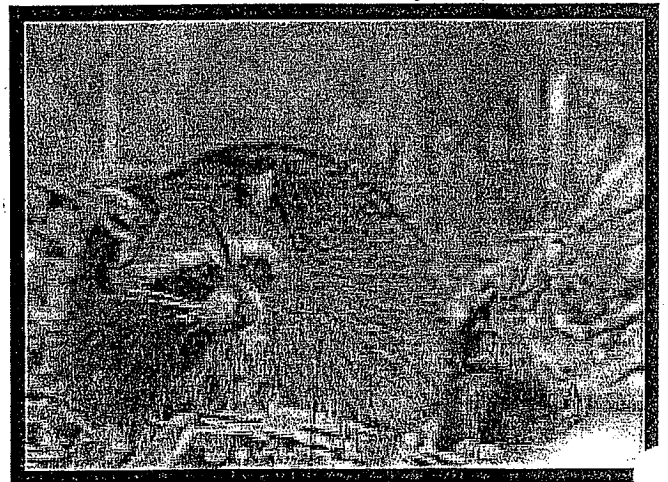
Mr. Doug Federighi, Grasslands Water District
 Mr. Bruce Farris, Fresno Bee
 Ms. Cathy Garner, Fresno Wildlife Rescue & Rehabilitation
 Mr. Steve Geddes, ARCO Western Energy
 Ms. Coke Hallowell, San Joaquin River Parkway & Conservation Trust
 Mr. Harry Huey, concerned citizen
 Mr. Dennis Keller, Kaweah Delta Water District
 Mr. Ted James, Director, Kern County Planning Department
 Mr. Ken Jensen, Merced Fly Fishing Club
 Mr. Justin Malan, Executive Director, California Aquaculture Association
 Mr. Brett Matzke, Sierra Nevada Manager, CalTrout Inc.
 Mr. Ted Ruffner, California Mule Deer
 Mr. Gary Sawyers, Friant Water Users
 Mr. Hank Urbach, Fly Fishers for Conservation

July 10, 1998, Monterey

Mr. Alan Baldrige, Elkhorn Slough Foundation
 Mr. Jim Curland, Science Director - Friends of the Sea Otter
 Ms. Virginia Handley, The Fund for Animals
 Mr. Burr Heneman, concerned citizen
 Mr. Marc Holmes, Save San Francisco Bay Association
 Mr. Dave Hope, Senior Resource Planner - Santa Cruz County
 Mr. Eric Mills, Coordinator - Action for Animals
 Mr. Steve Rebeck, concerned citizen
 Mr. Roger Thomas, President - Golden Gate Fishermen's Association
 Mr. Sal Tringali, Monterey Fish Company
 Mr. George Work, Work Ranch

July 16, 1998, Riverside

Mr. Steve Benavides, concerned citizen
 Mr. Jim Brown, City of San Diego
 Mr. Jim Conrad, Wild Turkey Federation
 Mr. Jim Edmondson, CalTrout
 Mr. John Guth, Commercial Lobster & Trap Association
 Mr. Jack Hagan, California Hawking Club
 Mr. Dick Haldeman, Quail Unlimited
 Mr. Tom Raftican, United Anglers of Southern California
 Mr. Fred Trueblood, Mule Deer Foundation



Raccoon
 File photo

Initiative 1 - Enhance Communications, Educations Progress Update: Fall 2010

STRATEGY 1. ENHANCING COMMUNICATIONS BY CREATING A MARKETING STRATEGY

This element highlights the need for DFG to identify and connect with targeted audiences not currently reached but that have a significant impact on the resource without excluding traditional constituencies (i.e. hunters, anglers, conservation groups). Communications must be strategic and designed to reach both external and internal audiences, diverse age groups, cultures, and geographic locales and interests.

Current pertinent issues:

As this strategy includes all facets of DFG, it touches all pertinent issues.

Goals/Objectives:

Completed DFG marketing strategy

Degree of Completion:

15 percent

Progress/Steps toward completion/Future ideas:

1. **Internal Restructuring in OCEO providing more marketing specialization:**
Recently, OCEO restructured in an effort to split duties between those intaking calls from media. Previously, each employee involved in communications was responsible for handling some of the multitude of incoming calls. The new structure allows for a representative for each region (Dana Michaels for R1-2, Kyle Orr for R3-4, and Andrew Hughan for R5-6) as well as separate marketing specialists (Harry Morse, Lorna Bernard and Troy Swauger) to handle major topic areas. This diversion will allow for the completion of a DFG-wide marketing strategy as well as more comprehensive, thought out campaigns. An upcoming example of which is a new campaign idea for informing the public about the link between microcystin and sea otters/pet death that was first discovered by an OSPR scientist.
2. **Current projects - external:**
 - a. **Original Productions Series *Wild Justice*:** A major production from the makers of *Deadliest Catch*, *Axe Men* and *Ice Road Truckers* is scheduled to air on the National Geographic channel November 28, 2010. This program, focused on California DFG game wardens has tested well among focus groups. Original Productions has exercised their option to extend the contract and purchase more episodes, without any having aired yet. This will be a significant outreach tool for the department and will hopefully increase warden recruitment as well as inform the viewing public about the array of issues that fall within the jurisdiction of DFG. Projects of this nature will be included in the marketing strategy and will help us reach a nationwide audience.

- b. **Social Media: Google, Youtube, Flickr, Podcasts, etc.** - DFG has made progress in utilizing social media to distribute our message among younger audiences that are perhaps outside of our traditional constituencies. Among many other examples, DFG utilized Youtube to show Pacific fishers being translocated; incorporated specific search terms within Google's search function to direct users to the DFG website, and has a Flickr site for photos of fish, wildlife and DFG events. Chief Nancy Foley uses podcasts to communicate to enforcement staff. Last, DFG is breaking ground on social network sites. OSPR has a Twitter account to relay oil spill information in real time. DFG has a currently rudimentary Facebook account that OCEO, along with the state OCIO is working on developing protocol for. When an oiled sea otter ("Olive") came under the care of DFG and the marine mammal center, a Facebook page was developed to track her progress. In a very short time it had more than 1,500 fans who still regularly check the site for otter information. New findings on otter health and mycosystin are going to be presented there. Included in the marketing strategy will be DFG's plan for further expanding the foray into social media. This plan is currently under review in OCEO. The opportunities in this realm are vast and OCEO looks forward to continuing to reach these audiences.
- c. **Continued Website/Technology Improvement:** DFG's webmaster has been compiling information regarding usability and intuitiveness of the DFG website. Based on this, she has made significant changes to the homepage. Public reaction has proven to be very positive though some internal reaction has been apprehensive to accept the change. There is a "rate this website" button on the carousel of current/important issues listed at the top of the site. This button can be utilized by the public as well as DFG employees and OCEO encourages everyone to submit feedback on the website. Feedback will direct future changes to the site. Another vital change is in the utilization of smartphone applications. DFG has created an app for the online fishing guide and is currently, with the biogeographic data branch, working to create a GPS-based app showing users the coordinates of the California coast's Marine Protected Areas. Included in the marketing strategy will be a plan for maintenance and continued improvement of DFG's website.

3. Current projects - internal:

- a. **Trading Post, Document Library and other utilization of the Intranet:** OCEO has worked to improve the utility of the Intranet. Webmaster Angela Barlow created the Trading Post, which allows DFG employees to announce excess supplies, needed items, etc. This forum allows regions, branches or programs with extra supplies, furniture, etc. to make them available to others or to let others know what you might be in search of before making a purchase. For example, right now everything from a 2 Stroke Johnson 120HP Outboard Boat Motor, to multiple desk chairs, to Epson color printing cartridges are being offered up, for FREE! And, if anyone has dissecting scopes and lights, they're needed by the Vegetation Classification and Mapping Program. Check out the Trading Post at <http://dfgintranet/portal/Home/TradingPost/tabid/1254/Default.aspx>. Also, the Document Library is being promoted as a more functional document sharing method than e-mail distribution. This will decrease load on DFG

servers, in turn increasing computer speed. Increased Intranet functions will be in the marketing strategy.

- b. **Internal Communication to DFG staff:** OCEO is determining faster, cheaper ways to deliver information to DFG employees in an efficient manner. Earlier this year, an employee newsletter was introduced. OCEO encourages feedback on the newsletter and how it could be improved. The intention is to modernize the format and make it quicker to produce and read. Once determined, the marketing strategy will include timelines, type of information and schedules for these internal communications.

STRATEGY 2. ENHANCING EDUCATION BY DEVELOPING AN ENVIRONMENTAL ETHIC AMONG FUTURE GENERATIONS

This element recognizes the critical role of education in serving our constituents and the resource. Education, both classroom and outdoor, has the potential to reach the greatest number of Californians in delivering long-term, departmental messages about resource conservation and responsible use.

Current pertinent issues:

Hunter Recruitment and Retention
Warden Recruitment and Retention

Goals/Objectives:

Heightened awareness of conservation ideals and responsible resource stewardship among future generations

Degree of Completion:

This goal is ongoing

Progress/Steps toward completion/Future ideas:

1. **National Archery in the Schools Program:** The National Archery in the Schools Program expanded to 15 more schools this past year, bringing the total number of California schools offering this exciting program to 54. In the more than four years since the program has been instituted, thousands of students have received archery instruction and complementary conservation education as a physical education (P.E.) module. OCEO is currently updating the curriculum, which has been adapted from the national program to meet our needs, to align with California Department of Education standards, making it more enticing to school districts and teachers, and providing greater opportunities for engaging students in wildlife conservation. Through this program, DFG is able to reach thousands of students in urban areas who have not been schooled in the outdoors by family and friends, and interest them in a sport that does not have specific size, gender or physical ability requirements, and can be enjoyed as a group while encouraging individual discipline and accomplishment. While California schools are extremely resistant to introducing weapons or hunting into the classroom, this program exposes kids to non-threatening "outdoor activity" opportunities, and is an important vehicle for conservation education. The program's administrator works tirelessly to grow participation.
2. **Hatchery Education and Interpretive Program:** Expanding our education and interpretive programs at DFG lands and facilities continues to be a primary

objective. OCEO has dedicated a staff member to develop and implement a statewide hatchery education and interpretive plan to spotlight the entire hatchery program, and provide customized information for each facility. Through hatchery visits, Hatchery Operation Committee participation and community meetings, we are identifying the essential needs of each hatchery, and designing plans to meet these needs as effectively and efficiently as possible. Community involvement is critical and will continue to be a major component of a statewide hatchery education and interpretive plan. Already, partnerships at Mt. Whitney Hatchery, Mad River Hatchery, Hot Creek Hatchery and San Joaquin Hatchery are enabling us to enhance the public's experience when visiting a hatchery.

3. **Classroom Conservation Education:** Expanded and enhanced opportunities to provide conservation education through formalized classroom curriculum have continued at a statewide level. One of DFG's anchor programs, ProjectWILD, continues to be sponsored and supported by OCEO staff, and is being integrated into DFG's other classroom education programs. This national conservation education program was designed by educators for educators from kindergarten through high school, and customized to address the state's resource conservation priorities and correlate with California Department of Education standards through OCEO's integral participation. Working with regional staff, OCEO has furthered the use of ProjectWILD's comprehensive curriculum as a complement to the Classroom Aquarium Education Program (Salmon/Trout in the Classroom), and other statewide efforts. OCEO is focusing additional resources to affect and support DFG-wide education efforts, and meet its objective of delivering cohesive, long-term and targeted services to educate and engage Californians in resource conservation. Currently, OCEO is working to expand this program by filling a recent vacancy and providing proper staffing levels.
4. **Developing Partnerships for Educational Opportunities:** OCEO is extending its ability to reach greater and more diverse audiences by furthering its partnerships with previously untapped community groups. A relationship with the Sacramento-based Esquire IMAX Theater allows the department to effectively expose students, teachers and parents to conservation education in a non-traditional setting. OCEO's existing associations with organizations such as the California Waterfowl Association, the California Inland Fisheries Foundation and Bass Pro Shops continue to advance conservation education and promote departmental messages at recreational events and instructional workshops, in publications, and through financial support of DFG classroom and outdoor education programs.

STRATEGY 3: ENHANCING OUTREACH BY DEVELOPING PARTNERSHIPS TO ASSIST IN DELIVERING DFG'S MESSAGE

There's more to do than can be done by DFG alone. Partnerships are an important part of our operations and provide resources for us to deliver critical services. As resource needs continue to grow and departmental resources do not, external sources of funding are necessary. As the state's wildlife steward, DFG has an incredible responsibility, which is greater than one single organization can meet. Partnering with other organizations with common conservation interests is the best way to expand our reach and increase our effectiveness in managing fish and wildlife resources.

Pertinent issues below are all examples of issues that require partnerships, but again, this strategy touches all facets of DFG. Included in parenthesis are examples of current partners on each topic, but these are certainly not exclusive.

Current pertinent issues:

MLPA (Monterey Bay Sanctuary Foundation)
Lands Management (Cattlemen's Association)
Poaching (Humane Society of the United States)
Use of Federal Funds (federal government)
Climate Change (The Nature Conservancy)
Battle Creek Salmon and Steelhead Recovery (Pacific Gas and Electric)
Levee Vegetation (U.S. Fish and Wildlife Service, Friend's of Swainson's Hawk)
Living Near Wildlife (Senior and Natural Resource Volunteers)
Endowments (National Fish and Wildlife Foundation)
Quagga and Zebra Mussels (local governments)
Warden Recruitment and Retention (Warden's Foundation)

Goals/Objectives:

Increased partnerships/organizations delivering important DFG messages

Degree of Completion:

This goal is ongoing

Progress/Steps toward completion/Future ideas:

1. **MOU with State Parks and the Monterey Bay Sanctuary Foundation (MBSF) on MLPA:** DFG and State Parks are currently reviewing a draft MOU for an effort to enter into a partnership with MBSF on education and outreach on the statewide network of established MPAs. The MOU outlines MBSF's responsibilities as the organizer, moving forward, on education and outreach for the central and north central coast regions, with an option to extend into the south and north coast regions. State Parks and DFG will oversee and approve outreach products created by MBSF. MBSF was already leading outreach in the central coast region when the idea for them to officially organize potential funding sources and outreach products was presented. Without this partnership, both DFG and Parks were faced with a daunting task of informing ocean users of MPAs with minimal resources.
2. **Multicultural Organizations:** There is a significant void in DFG's ability to outreach to non-English speaking constituencies, which aggravates inadvertent or uninformed poaching. OCEO is reaching out to statewide and local cultural organizations with the goal of educating these constituencies of Fish and Game laws, DFG's scope and authority, and general and promotional information.
3. **Natural Resource Volunteer Program:** The Natural Resource Volunteer Program (NRVP) is a vital link between DFG and the public. The activities of the volunteers, who receive specialized training, augment multiple departmental functions, including representation in areas and for activities where permanent staff resources are not available. Volunteers participate in education and outreach events, respond to wildlife nuisance calls, patrol wildlife areas and harbors and even sell licenses at regional license counters during peak sales times. The Law

Enforcement Division, with help from OCEO, has provided the necessary leadership to allow expansion of the program from Southern California (San Diego and Orange counties), where they are called Senior Volunteers, to northern California (Redding and Sacramento areas) where volunteers are 18 and older. OCEO just issued a press release requesting volunteers for two northern California academies. The NRVP academy in Redding will be held from Dec. 27, 2010-Jan. 7, 2011 at DFG's Northern Region headquarters. The deadline to apply for the Redding academy is Nov. 19. The NRVP academy in the Sacramento area will be held from Feb. 7-18, 2011 at DFG's North Central Region headquarters. The deadline to apply for the Rancho Cordova academy is Jan. 14.

Initiative 2 – Develop Statewide Land Stewardship Based Upon Resources Needs-including Acquisitions, Enhancement & Management Progress Update: Fall 2010

STRATEGY 1. DEVELOP STATEWIDE LAND STEWARDSHIP THROUGH EVALUATION OF CURRENT PROCESS, IDENTIFYING FUNDING, DEVELOPING ACQUISITION PRIORITIES AND IDENTIFYING STAFFING

DFG requires a statewide prioritization plan for land acquisitions and the intent of this initiative is to develop that plan. Additionally, the initiative set out to identify wildlife corridors, complete endowment program changes and provide policy basis for public access to promote compatible use of DFG lands.

Current pertinent issues:

Lands Management
Endowments
Statewide Inland Water and Wildlife
Water Acquisition
Use of Federal Funds
Wildfire Policy and Procedures
Wildlife Adaptation to Climate Change

Goals/Objectives:

1. Revise DFG's land acquisition process.
2. Develop products (ACE and ACE II) to assist in guiding acquisition priorities.
3. Develop strategies to secure additional/adequate funding to improve operational capacity and management of DFG lands.
4. Develop strategies to secure additional/adequate staffing to improve operational capacity and management of DFG lands.
5. Establish a DFG Lands Management and Policy Committee of HQ/regional leads to identify important management and policy issues to bring forward to leadership. This group will be instrumental in addressing all the initiative themes.

Degree of Completion:

Revise DFG's land acquisition process: 100 percent.

Develop products (ACE and ACE II) to assist in guiding acquisition priorities: 100 percent.

Secure adequate funding to improve operational capacity and management of DFG lands: About 10 percent complete.

Secure adequate staffing to improve operational capacity and management of DFG lands: About 10 percent complete.

Establish a DFG Lands Management and Policy Committee (LMPC) of headquarters/regional leads to identify important management and policy issues to bring forward to leadership. This group will be instrumental in addressing all the initiative themes: **100 percent.**

Progress/Steps toward completion/Future ideas:

Revise DFG's land acquisition process: Significant change has been made in regard to process evaluation, leading to a new strategy implemented in 2008 for evaluating and recommending projects to move forward to the Wildlife Conservation Board (WCB) for consideration. The Regional Operations Committee (ROC) has assumed the responsibility of the former Lands Committee in recommending land acquisition projects to move forward. To assist the ROC, new forms and procedures were put into place to expedite projects for consideration by the WCB.

Develop products (ACE and ACE II) to assist in guiding acquisition priorities: DFG's effort to identify geographic areas of conservation emphasis (Areas of Conservation Emphasis or "ACE") and document these areas spatially on maps was completed for the first phase. The purpose of this effort is 1) to assist DFG staff and leadership in setting priorities for land acquisition and, in conjunction with the new process outlined above, effectively communicate these priorities to WCB, and 2) to create a starting point for discussions with our conservation partners on setting mutual acquisition and conservation priorities. The initial phase of the ACE project was intended to assist decisions on scale and scope and capture regional lands staff first-hand knowledge of priority acquisition areas. New considerations in acquisition planning include anticipated futures as a result of changing climate, an area of planning that the state is also diligently working on with other agencies and NGO partners. An update (ACE II) has already been completed during 2009-10 to integrate available real data on biological resources to the extent possible. ACE II information is being used by DFG as a tool to assist in planning and prioritizing areas and landscapes for fish, wildlife, and native plant communities conservation. Subsequent phases will further refine this effort more explicitly incorporating wildlife and vegetative community data and using additional modeling approaches.

Develop strategies to secure additional/adequate funding to improve operational capacity and management of DFG lands: Funding for DFG's lands program had been waiting to see the outcome of Proposition 21 on the November 2010 ballot. As the proposition did not pass, DFG will now need to evaluate new models to provide adequate funding resources for lands management activities. On the 19 federally funded (using U.S. Fish and Wildlife Service "Wildlife Restoration" grant funds) wildlife areas, recent funding has increased in the past few years, and is anticipated to remain at elevated levels for the next few. After that, we are uncertain of federal funding levels for these areas. While good ideas and budget change proposals that addressed priorities for lands have been common over the past several years, there have only been a few minor successes at achieving greater funding resources. An assessment and solution is needed for the disconnect between land acquisitions that DFG must administer and manage, and DFG obtaining the needed fiscal resources to take on and effectively manage those lands. The LMPC as well as DFG leadership will be actively exploring future options available to more adequately address the shortages faced in statewide lands management. In the meantime, DFG continues to prioritize and allocate available resources to meet both

public use and conservation mandates as effectively as possible, even as new lands and responsibility are acquired. One idea is to examine the possibility to better estimate acquisition plan development, startup costs, and management costs within each acquisition proposal. In doing so, a "dedicated" account could be established that provides additional funding for lands administration and management.

Develop strategies to secure additional/adequate staffing to improve operational capacity and management of DFG lands: Staffing of DFG areas continues to be insufficient to fully accomplish our stewardship goals. Staffing has become the limiting factor to effective management of wildlife areas and ecological reserves. DFG is experiencing retirements of key lands management positions that provided leadership and management experience important for on-the-ground conservation, management and restoration activities on DFG lands. A package has been submitted to Human Resources Branch with recommendations to change the Habitat Series position classifications. DFG is diligently working on modification to position classification issues, specifically to increase salary levels and achieve parity with comparable work in state service. Historically, our wildlife area staff salaries have lagged behind other classifications, thereby hurting our recruitment and retention capability. Additionally, an assessment and solution for the disconnect between land acquisitions that DFG must administer and manage, and DFG obtaining the needed staffing levels to take on and effectively manage those lands, is needed. The LMPC as well as DFG leadership will be actively exploring future options available to more adequately address the shortages faced in statewide lands management. In the meantime, DFG continues to prioritize and allocate available resources to meet both public use and conservation mandates as effectively as possible.

Establish a DFG Lands Management and Policy Committee (LMPC) of headquarters/regional leads to identify important management and policy issues to bring forward to leadership: This group has been in existence for a year now and will be instrumental in addressing all the initiative themes. The committee evaluates ongoing management and conservation needs on areas and develops recommendations for new policy, regulation and priority for consideration by DFG leadership.

Initiative 3 - Develop Strong Water Resource Management Program Progress Update: Fall 2010

STRATEGY 1. DEVELOPING SCIENTIFIC EXPERTISE

This element identified key strategies to enhance the Department's water resources program. They focused on increasing DFG's expertise in water related resources, increasing understanding of current scientific issues, and working with major water interests to provide multiple benefits of a reliable water supply and improved flood protection while restoring aquatic and wetland resources throughout the state.

Current pertinent issues:

Battle Creek Salmon and Steelhead Restoration
Interagency Ecological Program
Invasive Species Impacts on Wildlife and Natural Communities
Sacramento-San Joaquin Delta Flow Criteria and Biological Objectives
Salmon Population Status
Salmon Recovery
Use of Federal Funds
Wildlife Adaptation to Climate Change
Statewide Inland Water and Wildlife

Goals/Objectives:

Increase current understanding of biological and physical parameters of aquatic ecosystem using state-of-the-art methods and models to inform effective water resource management decisions to protect and restore sustainable fishery and wildlife populations.

Degree of Completion:

Ongoing

Progress/Steps toward completion/Future ideas:

DFG has successfully developed, funded and staffed the Water Branch within the Ecosystem Conservation Division to meet its trustee agency responsibilities in water quality and water permitting, develop instream flow objectives, work within multi-agency cooperative efforts to provide sustainable water supplies and improved flood conveyance while restoring habitat acreage and values, and provide strategies for adapting habitat conservation strategies to climate change.

1. Current projects - external:

- a. The Environmental Restoration Program (ERP) funded the Sacramento Ecological Flows Study (EFT) by The Nature Conservancy, a computer based model to evaluate ecological trade-offs including sediment supply, gravel mobility and species response at projected flows along various locations in the Sacramento River. ERP is now funding development of a Delta EFT to guide instream flow recommendations in the Delta. EFT is being used as analytical tool from the Bay Delta Conservation Plan (BDCP).

- b. The Water Branch ERP is funding and providing technical support for the Delta Historical Ecology Study to document the historic extent and types of habitat to better understand physical processes and species support functions in the Delta. The information is being mapped and analyzed to inform DFG's large scale restoration and planning efforts in the Delta estuary.
- c. ERP has developed 17 Conceptual Models for important aquatic species, critical habitats and processes in the Delta. These models have been used in the BDCP effects analysis process. Models outlined species needs, potential stressors, uncertainties, species interactions, and other consideration necessary to develop and evaluate conservation actions in the BDCP and ERP. DFG is working with the Delta Science Program to maintain and update these models as adaptive management support tools for future decision making.
- d. ERP funded the interdisciplinary Breach III restoration project in Yolo Bypass to determine the effects of an accidental breach on an island within a tidal prism, and to understand hydrologic and geomorphic changes in a "naturally" restoring wetland, and fish responses. The goal is to also develop predictive models to guide future restoration efforts.

2. Current projects - internal:

- a. Water Branch is developing water right guidance documents for DFG staff including: a "Water Rights 101" overview, how to acquire water rights, effective review and protest of applications for new water rights, review of water transfers, public trust responsibilities and participation in State Water Resources Control Board hearings.
- b. Water Branch has received approval for 2010-2011 group training from the Office of Training and Development for statewide staff involved with water programs to participate in a water right training session in Sacramento.
- c. The Water Branch successfully developed and staffed a Performance Measures and Monitoring Program to fulfill the legal mandate to monitor and evaluate ERP program performance by developing indicators and performance measures. Program goals are being developed to guide DFG input into BDCP, and in coordination with Delta Science Program and independent scientists to integrate performance measures within a broad-based monitoring program.
- d. The Water Branch works with the Independent Science Board, Delta Science Program and through a contract with U.C. Davis to obtain expert peer review and input on DFG programs, projects and research protocols.

- e. Central Region staff with ERP support have developed a peer reviewed San Joaquin River Salmon Model which is being used to support DFG flow recommendations in the San Joaquin River system.
- f. Water Branch was successful in getting an Instream Flow Program Budget Change Proposal approved to staff a team including a hydraulic engineer, environmental scientists and some temporary help to meet the 2009 legislated requirements to: 1) Complete instream flow studies on priority streams in the Delta and its watershed to determine how much water is needed to establish suitable habitat types and water quality required by new 2009 legislation, 2) Continue to work with appropriate agencies to minimize negative effects on fisheries, wildlife or habitat by the operation of managed lakes, reservoirs and diversions, and 3) take significant steps to implement an Instream Flow Program. Both Senate Bill X7 1 and Public Resources Code (PRC) sections 10000-10005 require DFG to identify and evaluate stream flows and what is needed to protect fish and wildlife resources of the state.
- g. The Delta Reform Act (SBX7_1) requires DFG to develop Delta flow criteria and biological objectives. Water Branch, with support from fisheries and regional staff, lead the development of Delta flow criteria and objectives. The criteria and objectives were developed in consultation with the National Marine Fisheries Service (NMFS) and the U.S. Fish and Wildlife Service (USFWS) and are to be used to inform planning efforts of the Delta Stewardship Council's Comprehensive Delta Plan and BDCP. Additionally, the legislation required the Water Board to develop flow criteria for the Delta ecosystem. DFG participated in the development of the Water Board's criteria by submitting testimony and participating as expert witnesses during their informational proceeding.
- h. Water Branch completed the ERP Stage 2 Conservation Strategy for the Delta, and released the document for public and scientific review. The document is currently posted on the DFG Water Branch website at www.dfg.ca.gov/ERP/reports_docs.asp and is being used to guide DFG input into Bay Delta Conservation Strategy and other Delta planning efforts which include ecosystem restoration planning.
- i. Water Branch completed annual Program Plans in compliance with the CALFED Record of Decision. The current Year 11 ERP Program Plan is currently posted at www.dfg.ca.gov/ERP/reports_docs.asp, and will guide near-term planning for the ERP and contribute to implementation of publicly funded near-term conservation actions for the BDCP.
- j. DFG through the Water Branch is coordinating with the State and Regional Water Boards, Central Valley Flood Protection Board and Delta Stewardship Council to coordinate and prioritize strategies to meet the co-equal goals of the 2009 Delta Reform Act in providing a reliable water supply while protecting ecosystems of the state.
- k. DFG and the Department of Water Resources signed the Fisheries Restoration Program Agreement (FRPA). The FRPA identifies mitigation

actions, including habitat restoration, for the preservation of winter-run Chinook salmon, spring-run Chinook salmon, and Delta and longfin smelt to address impacts from the operation of the State Water Project (SWP) Delta Pumping Facilities including the Delta Pumping Plant, Clifton Court Forebay, Skinner Fish Facility and Barker Slough Pumping Plant.

1. ERP funding provided for monitoring positions in various coastal and inland counties to implement the recovery phase of the Central Valley Chinook Salmon Constant Fractional Marking Program. This included an expanded coded-wire tag recovery program in the ocean commercial and recreational fisheries and an expanded coded-wire tag processing laboratory.

STRATEGY 2. ENABLING DFG TO COMPETE EFFECTIVELY WITH OTHER MAJOR WATER INTERESTS

This element recognizes the critical role of DFG to engage and compete with other entities involved in the allocation and protection of California's water resources. This update outlines DFG's increased ability to provide input to water resource allocation decision making processes in the state and respond to the Delta Reform Act of 2009.

Current pertinent issues:

Bay Delta Conservation Plan
Klamath River Settlement Agreement
Levee Vegetation – Habitat vs. Stability
Planning and Obtaining Water for DFG-managed Wetlands and Fisheries
San Joaquin River Restoration Program
Use of Federal Funds
Wave and Tidal Energy
Statewide Water and Wildlife Issues

Goals/Objectives:

Fulfill DFG's trustee and responsible agency role in developing water management strategies throughout the state. Participate effectively in multi-agency and other cooperative efforts using state-of-the-art science to inform decision making in protecting aquatic resources.

Degree of Completion:

Ongoing

Progress/Steps toward completion/Future ideas:

1. Water Branch coordinates regular water rights meetings with DFG regional water right coordinators and other program representatives to assure effective, consistent and coordinated engagement in the water rights process.
2. A full-time position funded through a federal grant has been created and filled to coordinate DFG participation in the Central Valley Project Improvement Act (CVPIA) Refuge Water supply program including acquisition of water for DFG

managed wetlands in the Central Valley. This position allows DFG to fully participate in CVPIA implementation with external program partners including the USFWS, Grasslands Water District, the Bureau of Reclamation and other Central Valley Joint Venture partners, and internally with DFG wildlife management programs.

3. DFG has established core positions at Water Branch and in regional offices to focus on water issues, respond to new and revised water rights permit applications, and engage in policy discussions with the State and Regional Water Boards, Department of Water Resources (DWR), CalEPA and our federal counterparts. Current priority actions focus on the Sacramento-San Joaquin Delta, Klamath River, Shasta and Scott River Watersheds, San Joaquin River Restoration, Battle Creek Restoration and BDCP.
4. DFG in cooperation with USFWS and NMFS (ERP implementing agencies) completed the first draft of the ERP Stage 2 Conservation Strategy for the Sacramento-San Joaquin Delta and Suisun Marsh. The Conservation Strategy includes actions detailed in existing recovery plans and provides a focus on habitat restoration and actions to restore ecological processes that enhance fishery productivity within the Delta. DFG is currently working to complete conservation strategies for the Sacramento and San Joaquin River Ecological Management Zones (2010).
5. DFG is actively participating in the BDCP planning and environmental permitting process to restore habitat and contribute to the recovery of Delta fisheries and ecosystem in a way that provides for reliable water supplies to 25 million Californians. Federal and state agencies, environmental organizations, fishery agencies, water agencies and other organizations are working together on the plan. A public review draft of the plan and draft Environmental Impact Statement/Environmental Impact Report are scheduled for public review and comment in mid 2011.
6. DFG is actively participating in the State Water Resources Control Board process to review the San Joaquin River flow standards for potential amendments to the Bay-Delta Water Quality Control Plan. The Water Branch has taken the lead on coordination with the Water Board and Central Region staff to participate in these efforts. Changes to the Basin Plan could substantially change water quality and flow requirements in the lower San Joaquin River.
7. DFG through the Water Branch is coordinating with the State and Regional Water Boards, Central Valley Flood Protection Board and Delta Stewardship Council to coordinate and prioritize strategies to meet the co-equal goals of the 2009 Delta Reform Act in providing a reliable water supply while protecting ecosystems of the state.
8. The Bureau of Reclamation awarded \$1,650,311 for the construction of new groundwater wells at the Volta Wildlife Area in Merced County to diversify refuge water supply sources and supplement water supplies while improving water supply reliability.

9. The Bureau of Reclamation awarded \$3,164,000 for the construction of new groundwater wells at the Gray Lodge Wildlife Area in Butte County and Pixley National Wildlife Refuge in Kern County to diversify refuge water supply sources and supplement water supplies while improving water supply reliability.
10. DFG and the Shasta Valley Resource Conservation District and Siskiyou Resource Conservation District have proposed Watershed-wide Permitting Programs for the Shasta and Scott River watersheds to provide streamlined and comprehensive permitting frameworks to enable farmers and ranchers to continue routine agricultural activities while complying with Fish and Game Code, §1600 et seq. and the California Endangered Species Act, and to implement key coho salmon recovery efforts.
11. Water Branch ERP is coordinating with Federal Program Managers to reconcile 13 years of ERP Projects database program files as matching funds for CVPIA cost-share requirements and identified in excess of \$100 million of state expenditure funds which are applicable as state match.
12. ERP is supporting the Lower Yolo Bypass Planning Forum, a collaborative process lead by the Center for Collaborative Policy to resolve Lower Yolo Bypass management issues. Stakeholders include landowners, reclamation districts and local, state and federal agencies. The project will develop recommendations regarding future management actions, responsibilities, oversight, monitoring, public access, potential liabilities, funding and regulatory needs of the Lower Yolo Bypass.
13. Headquarters and regional staff, working under contract with DWR, are participating in the development of the Central Valley Flood Management Program FloodSAFE Plan, to include environmental protections and facilitate permitting of high priority flood conveyance and control projects.
14. DFG provided substantial input into the 2009 State Water Plan update and has received contract funding from DWR to actively participate in the 2013 update.
15. Water Branch works with DFG wetland managers within the Central Valley to coordinate participation in the current Central Valley Regional Water Quality Control Board Irrigated Lands Program and in the development of the Long-term Irrigated Lands Regulatory Program.
16. The Water Branch is actively involved in working the Regional Board staff on water quality issues related to the Impaired Water Bodies Report (303 (d) list), National Pollution Discharge Elimination System (NPDES) water quality permits including Sacramento Regional Wastewater Treatment Plant (SRWTP) permit, Basin Planning, Total Maximum Daily Loads (TMDLs), and mercury issues in the Delta and upstream.
17. ERP is funding ongoing research through its Moss Landing Laboratory on the effect of wetland restoration and management on Mercury methylation particularly in the Yolo Bypass. This research is leading to the development of Best Management Practices to reduce methyl-mercury in the environment.

18. Water Branch participates as the DFG liaison on the California Wetlands Monitoring Workgroup and as a member of the Wetland and Riparian Area Protection Policy Interagency Coordinating Committee. Participation in the communication, planning and monitoring efforts allows DFG to move toward greater standardization in assessing and tracking wetland restoration efforts, mitigation effectiveness, assessing environmental impacts and providing information on general wetland and riparian condition.
19. Water Branch worked with experts from throughout the state to help prepare the State of the State's Wetland Report. The report makes a number of recommendations on how the state and its partners can continue to make gains in wetlands and to provide wetland managers with tools to better assess wetland quality and quantity.
20. FERC Projects - Water Branch provides guidance and technical support to regional DFG staff seeking development, implementation and analysis of studies documenting impacts of hydropower projects on critical watersheds including the Yuba-Bear, Merced and Tuolumne rivers. Studies address relationship of hydropower projects on diverse resources including geomorphology, hydrology, water quality, water temperature, aquatic and riparian habitat, and connectivity. Study results will result in development of scientifically based recommendations for protection, mitigation and enhancement measures in 30 to 50 year operating licenses.
21. Wave Energy Projects - in consultation with fellow California agencies (Coastal Commission, State Lands Commission, Energy Commission, State Water Resources Control Board, Department of Parks and Recreation and Ocean Protection Council), DFG is a party to a May 2010 Memorandum of Understanding (MOU) with the Federal Energy Regulatory Commission to develop a coordinated and efficient review of proposed hydrokinetic facilities. The MOU supports development of environmentally sound renewable wave energy projects off California's coast. In particular, DFG's Water Branch, Marine Region and Office of General Counsel staffs ensure equal consideration is given to the protection of fish and wildlife (and related spawning grounds and habitat) during the review process. Exploration of hydrokinetic potential includes sites off the Humboldt, Sonoma and San Luis Obispo county coasts as well as in San Francisco Bay.

Initiative 4 – Develop/Enhance Partnerships Progress Update: Fall 2010

STRATEGY 1. ESTABLISHING CRITERIA AND GUIDANCE FOR IDENTIFYING, DEVELOPING, AND SUSTAINING PARTNERSHIPS

Partnering with other agencies and organizations is nothing new to DFG. Over the years, partnerships with federal agencies, for example, have enabled us to extend our wildlife management, fisheries restoration and species recovery efforts. The long-term benefits of these efforts point to a critical need to further develop and foster these positive working relationships. Through the implementation of this initiative, we are committed to evaluating the efficiency and effectiveness of our existing partnerships, and to fully exploring new relationships with potential partners in virtually every resource area for which DFG has a trustee responsibility.

This element highlights the need for DFG to understand and identify the full spectrum of partnership opportunities available to help carry out its mission. In order to achieve this, we need, first of all, to better comprehend, as a department, the full extent of the partnerships that we are currently engaged in throughout the state. Secondly, we need to utilize this knowledge to formulate overall guidance and a strategy for moving forward in a manner that ensures the sustainability of current and future partnerships. Because of the considerable investment of time involved, partnerships must be strategic, and they must support DFG in ways that allow us to maximize our limited human and funding resource base.

Current pertinent issues:

This strategy includes almost all facets of DFG, and it touches upon virtually all issues that will rely on communication and relationship building for their successful resolution, including, but not limited to the following:

- Marine Life Protection Act implementation
- Bay-Delta Conservation Plan
- Salmon Recovery
- Natural Communities Conservation and Habitat Conservation Planning
- Invasive Species
- Endowments
- Water Acquisition and Management
- Tribal Consultations
- Scientific Capacity
- Hunter Recruitment and Retention
- Use of Federal Funding
- Food Safety
- Levee Vegetation
- Delta Flow Criteria
- Wildfire Policy and Procedures
- Salmon and Steelhead Restoration

Climate Change
Poaching
Wave and Tidal Energy Development

Goals/Objectives:

Complete department-wide partnership survey
Develop Partnership Guidelines and Implementation Strategy

Degree of Completion:

25 percent - In the spring-summer of 2010, DFG, as part of an ongoing "core value" exercise, compiled a comprehensive list of all of the activities that it engages in statewide. This list will be used as a basis for identifying both existing and potential future partnerships. In December of 2010, DFG will conduct a survey of its Regions and Programs aimed at gathering partnership data and consolidating this information into a progressive strategy for identifying, developing and sustaining partnerships into the future.

Progress/Steps toward completion/Future ideas:

1. **Core Value Exercise:** As mentioned above, earlier this year DFG gathered information regarding all activities it engages in statewide.
2. **Partnership Criteria and Guidance:** In December, DFG will take this information and use it as a starting point for assessing its current partnerships and the value of potential future partnerships in virtually every programmatic area. This information will then be utilized to develop department-wide partnership guidance by the spring of 2011.

STRATEGY 2: FORMING MUTUALLY BENEFICIAL PARTNERSHIPS THAT COMPLIMENT AND SUPPORT ESSENTIAL DEPARTMENT FUNCTIONS AND PROGRAMS

This element recognizes the critical role that partnerships serve in helping DFG carry out its mission. The demands from a growing population and the resultant pressures on the state's resources continue to expand. With limited staff and fiscal resources, DFG is, and will remain, challenged in its ability to fulfill its priority stewardship and public use opportunity responsibilities. We all recognize that with an increasing population and unpredictable budget cycles, priorities and capacity to meet our mandates change. Partnerships play a critical roll in providing stability for program implementation, stretching human and fiscal resources, and injecting fresh and creative ideas for more effectively meeting our mandates. This said, it is also recognized that the most successful and effective partnerships are those built around arrangements that are mutually beneficial to all parties involved.

Current pertinent issues:

See Strategy 1 above

Goals/Objectives:

Identification, development and sustainability of mutually beneficial partnerships in support of DFG's mission.

Degree of Completion:

This goal is ongoing

Progress/Steps toward completion/Future ideas:

1. **California State Association of Counties:** DFG forged a meaningful and productive partnership with the statewide organization advocating for county programs. Through a structured program that directly engages DFG environmental and planning staff with local government public works and planning staffs, we are addressing process and policy issues, identifying and removing impediments to our respective working relationships, and building partnerships that will benefit a variety of DFG initiatives.
2. **Renewable Energy:** California is facing an unprecedented surge in the need for clean, renewable energy to meet the governor's targets for reducing greenhouse gases. This means construction of new wind, solar, biomass processing and geothermal facilities, and the transmission and distribution infrastructure to supply this energy source throughout the state. DFG developed and entered into a Memorandum of Understanding (MOU) with the U.S. Fish and Wildlife Service, Bureau of Land Management and the California Energy Commission to define roles and responsibilities with respect to streamlining regulatory approval of these facilities. The agreement calls for co-located and funded staff, increased executive level participation and direct interfacing with renewable energy development industry.
3. **Regional Advance Mitigation Strategy:** With passage of propositions 1e and 1b in 2007, California is facing significant funding for infrastructure projects that could result in impacts to wildlife and habitat, habitat fragmentation and could foreclose opportunities for future wildlife corridor development. DFG is collaborating with the Department of Water Resources, Caltrans and leaders in the environmental community to develop processes for taking advantage of significant habitat acquisition opportunities in advance of project implementation to capture low land costs and address regional corridor and connectivity issues. The partnership has been in place since February 2008 and continues as an active working group.
4. **Wildlife Action Plan Implementation:** The publication of California's state Wildlife Action Plan in 2006 marked the culmination of two years of identifying stressors on California wildlife and habitat through regular exchange with the environmental community, state and federal agencies, and major California industry representatives. Implementation of the plan involves refining and

growing these working partnerships toward creating regional actions that address these stressors and effect meaningful conservation. This plan is currently in the process of being updated will involved many key stakeholder partners in the process.

5. **Working Landscapes and California Rangeland Coalition:** Private lands, especially those currently used for grazing and timber production, are a crucial part of the overall California conservation picture. Recognizing the importance of initiatives that support private land conservation, DFG committed a full-time staff position to working with the California Rangeland Coalition to develop and approve a Voluntary Local Program permit that would provide the cattle industry, through a series of pilot projects, with permitting assurances in exchange for modifying ranching practices to maximize benefits for wildlife. DFG is participating with the Cattlemen's Association to create a statewide program for using grazing as a management tool for weed and invasive species control on DFG lands. In partnership with the Natural Resources Conservation Service (NRCS), we are currently in the process of hiring a biologist to work with the NRCS and private landowners to develop and implement conservation actions on private lands and to streamline permitting associated with these efforts.
6. **California Biodiversity Council:** DFG is an active participant in the California Biodiversity Council through participation in the Executive Committee, planning workshops and symposia to address contemporary biodiversity conservation issues and represent DFG in policy discussions relating to wildlife conservation in California. The Biodiversity Council is comprised of representatives from a broad spectrum of state and federal agencies with a stake in addressing biodiversity conservation issues acting as a forum for policy and program discussions and outlet for educating partners in conservation issues.

STRATEGY 3. SEEKING OUT AND EXTENDING PARTNERSHIP OPPORTUNITIES TO NON-TRADITIONAL PARTNERS

The above are but a few of the larger partnership efforts in which we are engaged. There are many more, some small, others large. As we move into the future, one thing is sure, we must continue to find new and creative ways to achieve our mission. In order to maximize our ability to be responsive to these mandates and to most effectively and efficiently achieve our mission, we must continually be looking for new and innovative ways to partner with those who share, even in the smallest way, our commitment to conserving our natural resources for future generations.

Current pertinent issues:

See Strategy 1 above

Goals/Objectives:

Look for and take advantage of opportunities to establish partnership with non-traditional partners

Degree of Completion:

This goal is ongoing

Progress/Steps toward completion/Future ideas:

1. **Identify and Explore Non-Traditional Partner Opportunities:** This is an area that needs considerable exploration. In large part, it may involve delving into what has generally been "uncharted territory" in the natural resources conservation arena, including such areas as exploring relationships with foundations/organizations supporting programs for education, and for social and environmental justice. Certainly included in this strategy is working to develop positive and productive relationships and partnerships with organizations that historically have perceived DFG as more of a deterrent than a partner.

Initiative 5 - Improve Regulatory Programs Progress Update: Fall 2010

STRATEGY 1. CREATE A DEDICATED REGULATION UNIT

DFG has recognized the need to evaluate Fish and Game regulations and the rulemaking process to identify strategies for improvement, clarity, streamlining and efficiency. Specifically the goal is to eliminate underground regulations, streamline the DFG process, and implement regulations currently in existence

Current pertinent issues:

Regulations

User Fees and Program Funding

Goals/Objectives:

Creating a regulations unit without impacting higher-priority activities and programs. At this time, DFG does not stand by this initiative as a high priority. Alternatives including consolidating existing resources are being explored.

Degree of Completion:

In the time since the initiatives were created, no progress has been made toward this end nor have resources been diverted for achieving this goal.

Progress/Steps toward completion/Future ideas:

DFG will need to move resources from other programs to form the unit. This will be a challenge given the ongoing budget situation and other higher priority activities. An alternative for the future is to restructure how regulations are implemented, potentially saving significant time and energy, and making them more adaptable. For example, instead of having to open a rule making every year to set a quota, set the regulations up to specify a process and grant the final declaration to the director as an administrative action.

Initiative 6 – Enhance Organizational Vitality by Focusing on Employees and Internal Systems: Fall 2010

STRATEGY (1) IMPROVING AND ENHANCING CAPACITY OF THE DEPARTMENT AND THE COMMISSION TO FULFILL THEIR PUBLIC TRUST RESPONSIBILITIES TO PROTECT AND MANAGE THE STATE'S FISH AND WILDLIFE FOR THEIR ECOLOGICAL VALUES AND FOR THE USE AND BENEFIT OF THE PEOPLE OF THE STATE.

This element highlights the need for DFG to provide managers and supervisors with the necessary skills, knowledge and abilities to fulfill their public trust responsibilities to protect the natural resources in California. It also addresses the need to develop strategies for workforce planning as the DFG becomes susceptible as retirement occur.

Current pertinent issues:

As this strategy includes all facets of DFG, it touches all pertinent issues.

Goals/Objectives:

Completed basic supervision training modules and are in the process of developing strategies for capturing institutional knowledge as retirements occur.

Degree of Completion:

Basic supervision training modules completed. The development of strategies for workforce planning is an ongoing process.

Progress/Steps toward completion/Future ideas:

1. The Human Resources Branch (HRB), with the assistance of the Office of Training and Development (OTD), enhanced its modules for the basic supervision training provided to employees appointed for the first time to designated supervisory positions. The DFG Supervisory Academy is scheduled to return in January of 2011. The objectives of this program are to strengthen supervisors with enhanced leadership skills, increased self awareness, and a greater ability to contribute to DFG's mission. OTD also launched: 1) the "Supervisor Toolkit" - a new online resource for DFG supervisors; which provides links to valuable information to assist them in their job; 2) the New Employee Integration (NEI) - a program to more effectively integrate new DFG employees into the department by orienting them to the department's mission, structure and programs; and 3) a new workshop called "Conflict to Collaboration" to improve DFG staff's ability to work effectively with each other and members of the public.
2. OTD assisted executive staff in forming a Leadership Development Advisory Group (LDAG) in late 2009. The purpose of the LDAG is to provide input into the department's leadership development efforts. The intent is to identify areas in which the department may be vulnerable as retirements occur, and to develop strategies for workforce planning, particularly for capturing institutional knowledge.

STRATEGY (6) SCIENCE CAPACITY AND ACADEMIC RELATIONSHIPS, INCLUDING STRATEGIES TO PROTECT AND ENHANCE THE INDEPENDENCE AND INTEGRITY OF THE SCIENCE THAT FORMS THE BASIS FOR DEPARTMENT AND COMMISSION POLICIES AND DECISIONS

This element recognize the critical role DFG scientists play in managing California's diverse fish, wildlife and plant resources, and the habitats upon which they depend, for their ecological values and for their use and enjoyment by the public. All of the scientists at DFG perform an invaluable service for the public and are critical to carrying out the mission of the department.

Current pertinent issues:

IX. As this strategy includes all facets of DFG, it touches all pertinent issues.
Disabled Veteran Business Enterprise Requirement

Due to restrictive timeframes, or lack of DVBE subcontracting opportunity, DVBE Participation Program requirements have been exempted from this solicitation effort. The primary purpose of the Scientific Community Development Program is to promote professional development among DFG scientists.

X.

- a. The California Small Business calculation DFG preference is not applicable to the RFP/SCD solicitation process because final selection is based on the combined factors of negotiated cost and qualifications of the selected firm(s). However, this does not preclude selected firms from engaging in subcontracting opportunities with certified small businesses that are qualified for services or products related to this contract effort, nor does it preclude a California certified Small Business from seeking opportunity for award as a Prime Contractor.
- b. In a continuing effort to support California's overall economy and to assist the Department achieve the 25% annual SB participation goals in its overall contracting, CERES strongly encourages prime firms to enter into SB partnerships and include small businesses in the RFP/SCD process. The primary purpose of the program is to promote professional development among new DFG scientists. OTD formed an SCD Advisory Group, consisting of Small Business and scientists who represent the scientific programs and organizational units. The advisory group is assisting OTD staff (SCD administrator) in reviewing and updating the program's needs assessment, identifying key core training for new scientists, and clarifying the SCD programs goals and plans.

Comment [VK11]: Suggest change since using SB option

STRATEGY (8) REFORMS NECESSARY TO TAKE ON THE CHALLENGE OF THE 21ST CENTURY

This element recognizes the ongoing effort to reduce California's carbon footprint to meet the Renewable Portfolio Standard (RPS) Californians will need to obtain 33 percent of its energy from renewable resources or "green energy" by the year 2020. It also recognizes the need to modernize and streamline the state's HR system to recruit, develop and maintain a well-qualified, high-performance workforce.

Current pertinent issues:

As this strategy includes all facets of DFG, it touches all pertinent issues.

Goals/Objectives:

- To help California increase its RPS from 20 percent to 33 percent and to meet the RPS, Californians will need to obtain 33 percent of its energy from renewable resources or "green energy" by the year 2020; and
- To simplify the classification system, compensate based on market conditions, individual self-development, and business needs and create an attractive recruitment and expeditious hiring process.

Degree of Completion:

Ongoing process

Progress/Steps toward completion/Future ideas:

1. The Business Management Branch (BMB) continues to monitor DFG's carbon foot print via energy-usage data collection and to successfully automate the collection of some of that energy-usage information and to further improve and automate more of the collection of energy-usage information. BMB met its commitments to the mandated multi-phase fleet and mobile equipment reduction plan, concluded in mid-2010, and implemented the state-mandated Diesel Retrofit program.
2. HRB staff continues to participate in the HR Modernization Project. The HR Modernization's goal is to simplify the state's classification system by consolidating classifications into fewer, more broad occupational families (i.e., attorneys, scientists). HRB staff is currently assigned to assist HR Modernization Project staff with the consolidation of the Scientific, Staff Service Manager (SSM) and Veterinarian classes and the development of new statewide online exams for these occupations.

STRATEGY (9) THE DEVELOPMENT OF TECHNOLOGY TO MEET THE DEPARTMENT'S MISSION, INCLUDING DATA MODELING, COLLECTION AND ONLINE REPORTING

This element addresses the need for DFG to replace its current manual paper-based hunting and sport fishing licensing system with an automated point of sale system, entitled the Automated License Data System (ALDS).

Current pertinent issues:

As this strategy includes all facets of DFG, it touches all pertinent issues.

Goals/Objectives:

To meet federal mandates for California's participation in the recreational portion of the State License Match System (SLMS); reduce the risk of losing federal participation monies for fish and wildlife programs mandated by them; provide data for use in other department programs; speed up the collection of department revenues collected by license agents; and generate new revenues.

Degree of Completion:

Full completion expected February 2011

Progress/Steps toward completion/Future ideas:

1. The License Revenue Branch has begun implementation of the new licensing system known as ALDS. ALDS electronically links computer terminals at each license agent location to a central database replacing the current manual "paper-based" licensing system. In addition to in-person license sales, the ALDS will also offer Internet and telephone sales. The ALDS will: 1) improve customer service

to the public by providing faster, easier license purchases; 2) enable license agents to sell all sport fishing and hunting licenses and related items; 3) provide license sales 24-hours a day, seven days a week by telephone or on the Internet; 4) streamline the license sales and accounting process by eliminating license inventory and sales reporting requirements (all license sales revenue will be electronically transferred to the DFG at predetermined dates and times); 5) provide timely and accurate accounting of DFG revenues and speed the collection of license revenues; and 6) provide license buyer data for resource management purposes to allow and the opportunities to make better decisions based on this better data.

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STRATEGY (10) BUDGET AND FISCAL DEVELOPMENT, ACCOUNTING AND MANAGEMENT

This element addresses the need to assist programs in obtaining and using resources effectively and efficiently in carrying out their program objectives consistent with the approved budget by providing accurate and timely information and technical expertise.

Current pertinent issues:

As this strategy includes all facets of DFG, it touches all pertinent issues.

Goals/Objectives:

To provide department employees with high-quality administrative assistance and support so they can carry out their program goals consistent with their budget, statute and sound business practices.

Degree of Completion:

Ongoing process

Progress/Steps toward completion/Future ideas:

1. The DFG CAL-Card program administered by BMB continues to earn rebates from its partner US Bank, for timely payments made. The CAL-Card program has received rebates every quarter since first reporting a rebate in 2008. Through its continued collaboration with the Accounting Services Branch (ASB), BMB also developed enhanced purchase-tracking logs, to more efficiently provide purchase information to the involved parties, and increase transparency in the procurement process; implemented the Vehicle Spending Plan process to make procurement of vehicles and mobile equipment more efficient; and implemented a Voyager Fuel Cards expenditures tracking system which has significantly improved accountability for the use of Voyager Fuel Cards.
2. The Budget Branch improved the online access to the Budget Management System (BMS) to provide Administrative Officers (AOs), and their designated staff, easy and timely access to allotment reports. This action provides allotment transparency departmentwide with real time data for AOs to respond to their internal management needs. Budget Branch staff also collaborated with the Contracts Management Section (CMS) to improve contract processing time. Specifically, it addressed the delays of processing contracts due to funding issues that come up after the contracts are well into the last stages of approval. The new

process requires that all contracts come to Budget Branch first for funding approval before programs submit contract packages to CMS.

3. The Program Management Branch (PMB) improved the DFG fiscal ability to track operational costs by updating the current program costs accounting system, organizational cost center system, reconciliation of employee funding with work performed, updating of employee monthly timesheets and instructions, improving the process for requesting fiscal accounts, developing new program and organizational expenditure reports, and updating the employee contact names for fiscal issues.

4. The PMB also assisted in the development of an implementation process for establishing the new Resources Energy Resources Development Fee Trust Fund. Additionally, provided advice to the director's team for the "Program Priority Special Project" by providing an example format and criteria for the priority ranking of program activities and assistance with the update of program activity descriptions, outputs and outcomes.

Initiative 7 - Expand Scientific Capacity Progress Update: Fall 2010

THEME 1. INTERNAL COORDINATION

This theme addresses important improvements in internal communication, access and awareness among the various DFG scientific programs and their staff. Because of the diversity of scientific units and projects within the department as well as organizational and geographic/physical separation, DFG staff generally does not have a high level of awareness of scientific efforts and experts within DFG but outside of their program or branch. A much higher degree of connectedness and synergy among DFG scientific staff is needed in order for the department to realize the full potential of its scientific assets and capabilities.

Current pertinent issues:

Levee Vegetation- Habitat vs. Stability

Bay Delta Conservation Plan

Sacramento-San Joaquin Delta Ecosystem Restoration Program

Sacramento-San Joaquin Delta Flow Criteria and biological Objectives

Delta Species Decline

Marine Life Protection Act Implementation

Desert Renewable Energy Conservation Plan

Marine Spatial Planning

Natural Communities Conservation Planning

San Joaquin River Restoration Program

Interagency Ecological Program

Wildlife Adaptation to Climate Change

Invasive Species Impacts on Wildlife and Natural Communities

Wildlife Management and Improved Food Safety

Goals/Objectives:

Develop and establish tools and systems that allow DFG scientific staff to know what science is currently going on throughout the department, identify experts in different fields, and communicate and share capabilities and technical interests with one another.

Degree of Completion:

60 percent

Progress/Steps toward completion/Future ideas:

1. Create a database detailing DFG employee's names, expertise, and contact information.

This project, conceived by DFG staff during the 2007 Leadership Academy, is called the "Intranet Database of Employees Skills and Knowledge" or I-Desk, which would facilitate the understanding of roles, responsibilities and experience of DFG employees. The goal of the I-Desk is to allow DFG programs to search a database to identify employees with specific skills and knowledge needed for new or ongoing department projects. A multi-disciplinary DFG team, led by Armand Gonzales,

worked to capture ideas and build specific details for the I-Desk. The design of the I-Desk has been completed and is intended to run standard and customized queries to acquire current and easily-accessible information about DFG programs and employees:

- Employees' contact information and classification;
- Which employees are working within a certain budget component;
- Which employees have expertise with specific habitats and/or species;
- Which employees have specialized training, certifications and/or specific skills (e.g., avian influenza, bilingual, capture techniques, survey methods, etc.);
- What equipment/resources are available.

The I-Desk will also provide customized queries for combining multiple fields for efficient and timely reporting on assignments, training needs, and funding. In addition, it is an effective tool for promoting/facilitating networking and communication among employees, identifying gaps in expertise for succession planning, responding to the legislature, and/or inquiries from the public.

To complete the I-Desk project, funding is required in order for ITB to implement necessary hardware and software acquisitions/modifications. In addition, for the project to be successful, it will be necessary for DFG employees to complete a survey about themselves and update this information periodically.

2. Create a database detailing research and monitoring carried out by DFG employees.

The I-Desk project, discussed above, will accomplish this task as well.

3. Create a Department Science Newsletter that will be printed twice a year.

This project will proceed in coordination with the Office of Communication, Education, and Outreach, and will provide readable, engaging summaries of key scientific projects and findings by DFG scientists and collaborators.

THEME 2. SCIENTIFIC OVERSIGHT

This theme addresses the need to establish consistent and best standards and practices for all of the department's scientific endeavors. This will provide clear guidance for DFG scientists as they conduct their projects and establish accountability vis a vis the department's expectations of scientific products. Any policies or standards should recognize the diversity of scientific activities within the department and build in flexibility to maximize utility for, and application by, scientific staff.

Current pertinent issues:

Status of Central Coast Coho Salmon

Assessment of the SS Montebello

Battle Creek Salmon and Steelhead Restoration Project

Levee Vegetation- Habitat vs. Stability

Russian River Frost Protection

Bay Delta Conservation Plan
Sacramento-San Joaquin Delta Ecosystem Restoration Program
Sacramento-San Joaquin Delta Flow Criteria and biological Objectives
Delta Species Decline
Salmon Emergency
Marine Life Protection Act Implementation
Desert Renewable Energy Conservation Plan
Marine Spatial Planning
Salmon Population Status
Native and Non-native Marine Aquaculture Species
Salmon Recovery
Natural Communities Conservation Planning
San Joaquin River Restoration Program
Northern California Recreational Red Abalone Fishery
Interagency Ecological Program
Sea Otter Health and Recovery
Invasive Quagga and Zebra Mussels
Wildlife Adaptation to Climate Change
Invasive Species Impacts on Wildlife and Natural Communities
Statewide Inland Water and Wildlife Issues
Wildlife Management and Improved Food Safety

Goals/Objectives:

Establish general standards for best scientific practices within DFG, which address important issues such as adequate study design, robust review and prioritization of science proposals/data collection, responsible data management (see Theme 4), and peer review/publication of results.

Degree of Completion:

10 percent

Progress/Steps toward completion/Future ideas:

- 1. Develop a policy on the minimum standards for any scientific work.**
This action was in part achieved with the development and adoption by DFG of the "Policy on Quality in Science". This document provides a description of the key elements of scientific work that are necessary to support high quality science products. It also provides a framework for further detailed guidelines on different aspects of scientific work in the department. One such guideline has been developed, the "Project Workplan Detail Checklist", which provides generic (for broad use) steps for designing, planning, and executing sound scientific projects.
- 2. As a long term objective, establish an assessment and monitoring branch.**
This action will be addressed by a multi-disciplinary DFG team, which will develop the concept for this branch and logistical (staffing and funding) requirements. This team will coordinate with the directorate on the direction for the branch and coordinate technical and analytical scientific work as part of every department program.

On a related note, DFG has joined the California Cooperative Ecological Studies Unit

(CESU), a collaboration of educational institutions (University of California and California State University) and governmental agencies which facilitates research, technical support and education among federal land management, environmental and research agencies and their partners. Benefits to DFG include access to academia researchers and facilities, ability to provide grants directly to specific researchers for needed research and development, a relatively short grant process rather than the longer state contracting process, and an overhead rate of 17.6% for the academic contracts.

3. **Establish an independent science panel for high priority department issues.**

This action requires policy development to establish a requirement that high priority proposals/issues will be reviewed by an internal panel of science experts for technical soundness and consistency with internal scientific workplan standards.

4. **Establish a mechanism for facilitating peer review.**

This action is closely linked to number 3 above, and again would be included within a scientific review policy.

THEME 3. SCIENTIFIC STAFF DEVELOPMENT AND CLASSIFICATION

This theme recognizes the fact that the growth and quality of science within the department depends on its people. DFG must invest in retaining, developing and recruiting high quality scientists in order to ensure that the department's actions and policies are supported by the strongest possible scientific foundation.

Current pertinent issues:

Status of Central Coast Coho Salmon
Assessment of the SS Montebello
Battle Creek Salmon and Steelhead Restoration Project
Levee Vegetation- Habitat vs. Stability
Russian River Frost Protection
Bay Delta Conservation Plan
Sacramento-San Joaquin Delta Ecosystem Restoration Program
Sacramento-San Joaquin Delta Flow Criteria and biological Objectives
Delta Species Decline
Salmon Emergency
Marine Life Protection Act Implementation
Desert Renewable Energy Conservation Plan
Marine Spatial Planning
Salmon Population Status
Native and Non-native Marine Aquaculture Species
Salmon Recovery
Natural Communities Conservation Planning
San Joaquin River Restoration Program
Northern California Recreational Red Abalone Fishery
Interagency Ecological Program
Sea Otter Health and Recovery
Invasive Quagga and Zebra Mussels
Wildlife Adaptation to Climate Change

Invasive Species Impacts on Wildlife and Natural Communities
Statewide Inland Water and Wildlife Issues
Wildlife Management and Improved Food Safety

Goals/Objectives:

Support the development of a statewide scientific staffing revitalization plan. This plan will take steps to address issues with current classifications, including: creation of a simplified recruitment and hiring process; simplified civil service structure; improved leadership and performance in the workplace; improved compensation structure.

Degree of Completion:

30 percent

Progress/Steps toward completion/Future ideas:

1. **Modernize scientific classification and hiring**

The HR Modernization Plan, under development by the Department of Personnel Administration (DPA), includes an overhaul of the State's scientific position classification and salary system, known as the Scientist Consolidation Initiative. A report of findings and recommendations from a study of the many scientific classifications has been written and is under review. The report includes recommendations regarding the consolidation of rank & file classifications into several different groupings. After approval of the report (by State Personnel Board, Department of Personnel Administration and the Department of Finance), new class specifications and a board item will be submitted to the five member State Personnel Board for approval. The time to completion of the Scientist Consolidation Initiative is difficult to estimate and will rely in part on several key factors:

- Improvement of the state's economic situation
- Ability to negotiate an agreement with the scientists' union
- Support from the new administration to continue the HR improvement efforts

In support of the consolidation initiative, DFG participated in pilot studies for administering multi-departmental exams and utilizing three-rank eligibility lists – these have been done for the Environmental Scientist, and Associate and Staff Toxicologist classifications. In addition, in August 2010 a number of DFG scientist supervisors and managers participated in HR Modernization Scientist Supervisor and Manager Expert Resource Panels in order to help complete their Leadership Competency Model component of the initiative.

2. **Improve professional development opportunities for scientific staff.**

As a complementary component to the scientific classifications overhaul, DFG has established a Scientific Community Development Advisory Group, composed of departmental scientific staff, to promote the effective training and development of new and veteran department scientists. This effort is being led by the Office of Training and Development.

THEME 4. DFG DATA MANAGEMENT

This theme targets DFG's data management and distribution needs. It is critical that the department is capable of storing, collating and ultimately providing to DFG staff as well as stakeholders, scientific data/reports and associated metadata collected by DFG projects and contractors.

Current pertinent issues:

Status of Central Coast Coho Salmon
Assessment of the SS Montebello
Bay Delta Conservation Plan
Sacramento-San Joaquin Delta Ecosystem Restoration Program
Sacramento-San Joaquin Delta Flow Criteria and biological Objectives
Delta Species Decline
Salmon Emergency
Marine Life Protection Act Implementation
Desert Renewable Energy Conservation Plan
Marine Spatial Planning
Salmon Population Status
Salmon Recovery
Natural Communities Conservation Planning
San Joaquin River Restoration Program
Northern California Recreational Red Abalone Fishery
Interagency Ecological Program
Sea Otter Health and Recovery
Invasive Quagga and Zebra Mussels
Wildlife Adaptation to Climate Change
Invasive Species Impacts on Wildlife and Natural Communities
Statewide Inland Water and Wildlife Issues
Wildlife Management and Improved Food Safety

Goals/Objectives:

Establish policies and develop systems that will ensure appropriate documentation, storage, and distribution of scientific data and reports generated by the department.

Degree of Completion:

90 percent

Progress/Steps toward completion/Future ideas:

This action item has been addressed with the development of DFG's "Department Data Collection, Documentation, and Sharing Policy", which specifically includes guidance on: biological data collection standards and protocols; data ownership; data documentation and metadata standards; data centralization; proper use and citation of data; data sharing and management; and data requests.

Department of Fish and Game
July 2006 Strategic Plan Final Update & Addendum
Per the October 2005 Five Year Review of Strategic Goals and Strategies

Note: The following new goals (1) and strategies (24) in RED were received from management during the 2005 five year review of the DFG Strategic Plan (SP) and are to be incorporated within the SP under the appropriate Theme as an addendum.

THEME I SUMMARY: Public Service, Outreach, and Education - 1 New Goal, 12 New Strategies

The Department must work to improve communication with the public to find out what people think and want, inform them about the fish and wildlife and their values to the State, and provide better service by streamlining permitting and licensing processes, informing them of recreational opportunities, and making fishing and hunting regulations easier to understand.

Theme I New Proposed Goal 11:
 The Department will utilize available technologies to streamline administrative processes and improve communications.

Theme I New Proposed Goal 11 Strategy a:
 The Department will implement the Automated License Data System (ALDS) to streamline and automate the issuance of licensing entitlements, collection and accounting of revenues, and maintenance of license and customer data.

Theme I New Proposed Goal 11 Strategy b:
 The Department will maintain current, useful information on our website that is easy for the public to access.

Theme I GOAL 1: The Department will provide excellent public service.

Theme I GOAL 1 New proposed Strategy h:
 The Department will make licensing entitlements more readily available to the public by implementing the ALDS and by more strategically selecting and recruiting license agents where they are most needed.

Theme I GOAL 1 New proposed Strategy i:
 The Department will be present at public events such as sport expos and fairs, to provide information to the public and opportunities to purchase licensing entitlements.

Theme I GOAL 1 New proposed Strategy j:
 The Department will work in partnership with our license agents to provide recreational licenses and related information to the public.

Theme I GOAL 1 New proposed Strategy k:
 Make buying sport and commercial licenses easier by implementing online or vending machine opportunities.

Theme I GOAL 2: The Department will involve external stakeholders in program development, will keep them informed, and will develop programs to meet their needs consistent with the maintenance of sustainable wildlife populations.

Theme I GOAL 2 New Proposed Strategy f:
 The Department will utilize data obtained by the ALDS to conduct biological surveys to assist in the management of fish and wildlife populations.

Theme I GOAL 3: The Department will understand how the public perceives us and our responsibilities in managing and protecting wildlife and the environment.

Theme I GOAL 3 New Proposed Strategy f:
 The Department will utilize customer data collected by the ALDS to conduct customer surveys.

Theme I GOAL 4: The Department will increase the public awareness of the ecological, economic, and aesthetic values of maintaining and enhancing wildlife populations and habitats.

Theme I GOAL 4 New Proposed Strategy d:
The Department should invest in more robust use of the internet to share information with the public.
Theme I GOAL 5: The Department will develop an integrated program that addresses identified needs and opportunities in education and communication.
Theme I GOAL 5 New Proposed Strategy: NO UPDATES
Theme I GOAL 6: The Department will increase communication with the public (and encourage their participation in the decision-making process) when developing hunting and sport and commercial fishing regulations. We must recognize that public values, attitudes, and perceptions are critical to the effective implementation of regulations.
Theme I GOAL 6 New Proposed Strategy d:
The Department will use customer data obtained by the ALDS to communicate regulatory proposals to our customers who may be affected and solicit their input.
Theme I GOAL 6 New Proposed Strategy e:
Develop resource management partnerships with users that selectively employ property or quasi-property rights to users or user groups to provide incentives regulation self-enforcement and resource preservation, and technological progress.
Theme I GOAL 7: The Department will reduce losses of wildlife due to illegal activities.
Theme I GOAL 7 New Proposed Strategy i:
The ALDS will provide enforcement staff with immediate access to current, accurate license and customer data.
Theme I GOAL 8: The Department will deal effectively with emergencies that threaten wildlife.
Theme I GOAL 8 New Proposed Strategy: NO UPDATES
Theme I GOAL 9: The Department will seek recovery of natural resource damage from parties responsible for accidental or purposeful acts.
Theme I GOAL 9 New Proposed Strategy: NO UPDATES
Theme I GOAL 10: The Department will respond to public safety issues and conflicts involving wildlife in accordance with the best interest of the public. We will invite public participation in determining how to balance our response considering the ecological and aesthetic value of wildlife, the value of crops damaged by some wildlife, and threats to public safety.
Theme I GOAL 10 New Proposed Strategy: NO UPDATES

THEME II SUMMARY: Cooperative Approaches to Resource Stewardship & Use - 2 New Strategies
The Department cannot be effective in providing for the continued existence and use fish and wildlife resources without the help of the public and other agencies. We must move away from a late-stage project-by-project review of development proposals to early consultation with project proponents and local land use agencies. We must take advantage of volunteer assistance in managing our lands, and we must work cooperatively with private landowners to make it attractive for them to manage their lands with fish and wildlife in mind. Further, we must collaborate with other agencies to share limited resources and information.

Theme II New Proposed Goal: NO UPDATES
Theme II New Proposed Strategy: NO UPDATES
Theme II GOAL 1: The Department will develop collaborative approaches and create partnerships to restore, enhance, manage, and protect wildlife and their habitats.
Theme II GOAL 1 New proposed Strategy: : NO UPDATES
Theme II GOAL 2: The Department will concentrate its efforts reviewing development and other land and water use changes that pose the greatest threat to wildlife resources or that provide the best opportunity to conserve important habitats.
Theme II GOAL 2 New Proposed Strategy: NO UPDATES
Theme II GOAL 3: The Department will seek incentives for private landowners and nongovernmental organizations to conserve and enhance wildlife.

Theme II GOAL 3 New Proposed Strategy: NO UPDATES
Theme II GOAL 4. The Department will promote coordinated gathering and sharing of natural resource information to avoid duplication of effort and take advantage of common goals.
Theme II GOAL 4 New Proposed Strategy: d.
Encourage direct research collaborations between Department Biologists and University researchers.
Theme II GOAL 4 New Proposed Strategy: e.
Encourage biological data base development and sharing of information.

THEME III SUMMARY: Manage Wildlife From a Broad Habitat Perspective – 1 New Strategy

We must protect large ecosystems to shift (where appropriate) the focus from a species-by-species approach. Only in this way can we ensure the future existence of viable habitats for a variety of species.

Theme III New Proposed Goal: NO UPDATES
Theme III New Proposed Strategy: NO UPDATES
Theme III GOAL 1. The Department will emphasize multi-species planning, analysis, and management for large aquatic and terrestrial ecosystems.
Theme III GOAL 1 New proposed Strategy: g.
Encourage the advancement and use of rigorous scientific information to drive resource management planning and implementation.
Theme III GOAL 2. The Department will direct activities toward maintaining, enhancing, and restoring wildlife communities on lands managed by the Department for wildlife benefit.
Theme III GOAL 2 New Proposed Strategy: NO UPDATES
Theme III GOAL 3. The Department will work to ensure that there is sufficient water (quantity and quality) for wildlife.
Theme III GOAL 3 New Proposed Strategy: NO UPDATES
Theme III GOAL 4. The Department will focus inventories, research, and resource assessment efforts on high priority habitats, species at risk, and key recreational and commercial species.
Theme III GOAL 4 New Proposed Strategy: NO UPDATES
Theme III GOAL 5. The Department will manage and control the impacts of prohibited/detrimental species on natural ecosystems in California.
Theme III GOAL 5 New Proposed Strategy: NO UPDATES

THEME IV SUMMARY: Organizational Vitality – 9 New Strategies

In "A Vision for the Future," we identified our employees as our most important asset. This theme includes identified goals and strategies to support that conclusion. Specifically, we will examine our organizational structure to determine the most effective way to implement the strategic plan, improve understanding among employees about how we operate and make decisions, and give employees the support and freedom to meet challenges without stifling initiative.

Theme IV New Proposed Goal: NO UPDATES
Theme IV New Proposed Strategy: NO UPDATES
Theme IV GOAL 1. The Department will align its organizational structure and resources with the priorities of the strategic plan and will use the Comprehensive Management System to plan, conduct, and evaluate its actions.
Theme IV GOAL 1 New proposed Strategy: NO UPDATES
Theme IV GOAL 2. The Department will increase employee understanding of and participation in the resource decision-making process.
Theme IV GOAL 2 New Proposed Strategy: NO UPDATES
Theme IV GOAL 3. The Department will make the best use of available funds.

<p>Theme IV GOAL 3 New Proposed Strategy d: Develop or adopt an accounting system that provides timelier reporting of expenditure information.</p>
<p>Theme IV GOAL 3 New Proposed Strategy e: Develop or adopt a more responsive system for changing the budget structure and revising budget allotments to reflect changes in organizational structure and funding.</p>
<p>Theme IV GOAL 4. The Department will strive to secure adequate funding from appropriate sources to achieve its mission.</p>
<p>Theme IV GOAL 4 New Proposed Strategy c: Seek to establish resource rents (fees and taxes) from resource users that are proportional to the value of resources used and the costs to manage the resources for those purposes.</p>
<p>Theme IV GOAL 4 New Proposed Strategy d: Prioritize Department activities based on the availability of appropriate funding.</p>
<p>Theme IV GOAL 5. The Department will recognize the value and reward the contributions of employees and teams.</p>
<p>Theme IV GOAL 5 New Proposed Strategy c: The Department is committed to participate annually in the Sustained/Superior Accomplishment Award Programs by soliciting nominations from manager/supervisors of those employees/teams that made a significant contribution to the economy or efficiency of State government in order to recognize those employees for this contribution.</p>
<p>Theme IV GOAL 6. The Department will provide employees with the knowledge, skills, equipment, and information to be consistent, safe, and effective in their jobs, and also provide them effective leadership and guidance.</p>
<p>Theme IV GOAL 6 New Proposed Strategy k: The Department will continue to provide excellent training and development opportunities to employees to enhance their personal and professional growth and increase their skills and knowledge base while gaining a broader understanding of the Department's mission, programs, and goals.</p>
<p>Theme IV GOAL 7. The Department will provide problem-solving and administrative support and services to its employees.</p>
<p>Theme IV GOAL 7 New Proposed Strategy d: The Department will improve the productive business culture through clear, thorough, and timely communication of decisions; working relationships based on a foundation of mutual respect, trust, and commitment to excellent service to one another; and continuous administrative process improvements that undergo review and streamlining by employees who are the most knowledgeable about the process.</p>
<p>Theme IV GOAL 8. The Department will develop short, mid, and long-term recruitment programs to maintain a diverse, high quality work force.</p>
<p>Theme IV GOAL 8 New Proposed Strategy i: The Department will continue to promote open examination opportunities to the public and to keep current employees informed of all promotional opportunities to recruit the most qualified candidates, internally and externally, for vacancies; to provide recruitment information to Department staff so they may disseminate the information to interested individuals; to keep examination eligibility lists current and use continuous testing when feasible so managers/supervisors have a qualified candidate pool to fill vacancies.</p>
<p>Theme IV GOAL 8 New Proposed Strategy j: Establish pay differentials between supervisor classifications and appropriate rank and file classifications to appropriately reflect the obligations and expectations of unit supervision and management.</p>

Strategic Focus Item Projects Progress Report August 21, 1997

In April 1995, the Department's Management Team¹ completed an in-depth review of the goals and strategies in the Strategic Plan, established selection criteria, and selected a set of items as the Department's Annual Focus Items for FY 95/96 (and in some cases, into FY 96/97). They identified 15 specific items for action planning, implementation, monitoring, and evaluation. They assigned a sponsor (Management Team member) for each selected item, and gave the sponsor responsibility for leader selection and the of project teams. The Strategic Focus Item sponsors were also responsible for providing periodic updates to the Management and Executive teams on project status.

The following list includes those items that were selected as our Focus Items for action planning and implementation. Each of the Items is cross-referenced to a theme and goal from the Strategic Plan. A brief statement of the activities and results is included for each item.

Theme I: Public Service, Outreach, and Education

- A. Develop integrated that addresses identified needs and opportunities in education and communication. Relationship to the Strategic Plan: Theme I, Goal 5.

Nearly all stakeholder groups contacted during development of the Strategic Plan identified communication as something that the department could do better. Our employees have also said that we need to work on communication. We have a Conservation Education Program but it has not been organized or effective.

A team of employees met several times, looked at other states (e.g., Colorado) and looked at how Conservation Education functions currently. They identified problems and limitations of the current function (lack of quality control and evaluation, overlapping programs/missed opportunities and competition among various Department programs) and the problems associated with having public service programs in various Divisions. They identified four areas for improvement. 1) Communicating Department programs and successes to our employees and the public; 2) Providing quality departmental publications and educational materials; 3) Providing outstanding educational support; and 4) Marketing Department accomplishments and programs.

Concurrently, the Department was working on a reorganization plan. The reorganization team members identified similar problems. The consensus was that the Department should establish a branch to improve its public services. The team recommended that the mission of the branch be to provide guidance, policy development, technical assistance, and support of public programs within the Department and to develop an informed and educated public who appreciate and actively participate in the conservation of California's wildlife and their habitats.

¹ In March 1996 the Department Management Team (Regional Managers and Division Chiefs) combined with the Executive Team (Director and Deputy Directors) to become the Leadership Team.

The second class (March 1997) in the Department's Leadership Academy reviewed the results from this item. They made some additional recommendations for improvement, and as of July 1997 the Department has begun implementing several of those recommendations – including appointing a new Chief of the Conservation Education Branch and filling vacant positions in the Branch.

B. Establish enforcement priorities. Relationship to the Strategic Plan: Them I, Goal 7.

This team established five priorities for 1995-96 and beyond – abalone, anadromous fish in the Bay and Delta, fish landing receipts, oil sumps, and herring. Wardens made progress in all areas but were most successful with the abalone, anadromous fish and fish landing receipts projects.

North of San Francisco, abalone may be taken by sport pickers and divers. This is a popular attraction and the Department has estimated the value of the sport abalone industry on the north coast at \$10,000,000. It is illegal to take abalone commercially on the north-coast; however the high market value of abalone has led to illegal take. To combat this take wardens conducted covert investigations on the north coast between Half Moon Bay and Ft. Bragg.

Both commercial divers and sport pickers were observed. Suspected commercial sea urchin boats were placed under surveillance in an attempt to observe them poaching abalone while taking sea urchins. Locations with high levels of sport diving activities were surveilled. Covert investigations of businesses suspected of illegal sales of abalone were conducted. A total of 37 people have been prosecuted for abalone related violations as a result of this operation, and intelligence was gathered for future investigations.

The illegal use of nets and set lines has been an ongoing problem in San Francisco Bay and the San Joaquin Delta. These illegal operations usually occur at night or during low visibility periods and target anadromous fish, especially salmon, striped bass and sturgeon. They have historically taken place within the one thousand miles of water ways that make up the Delta and Bay complex.

As a result of this project, cases involving five gill nets, one set line, and one throw ne/seine were made. These seven cases resulted in 21 arrests. Illegal netting and set lining appear to be down in the Bay and Delta.

Wildlife Protection Division's (WPD) third priority was to assure accurate reporting of commercially landed fish in California. By law, fish caught by commercial fishermen must be reported on fish landing receipts. Information from fish landing receipts is used by the Department to assess each fishery and to collect fish privilege taxes which are used to fund Department programs. The information is also used by the Department and the National Marine Fisheries Service (NMFS) to track trip limits, quotas and harvest guidelines and to set limits each year to prevent overfishing. For 1995-96 the WPD placed an emphasis on monitoring groundfish landings for accuracy.

Wardens in all three coastal regions monitored groundfish landings. Continual monitoring appeared to increase the accuracy of reported landings of targeted species that

have small trip limits or quotas, such as Thornyheads and Sablefish. Fish landing receipts remained a priority in 1996-97.

- C. Contingency planning for public safety issues. Relationship to the Strategic Plan: Theme I, Goal 10.

Wildlife Management, Wildlife Protection, Oil Spill Prevention and Response, and Conservation Education program staff served on this team. The purpose of the project was to develop guidelines for responding to public safety incidents involving wildlife through the use of the Incident Command System (ICS).

The team recommended combining guidelines and procedures for responding to mountain lion, black bear, deer, coyotes, and large exotic carnivore public safety incidents using the ICS. Other recommendations related to developing standard procedures for responding to reports from the public, developing training for employees, and developing outreach projects to increase public awareness and interagency cooperation.

The Leadership Team has reviewed the team's report and conceptually approved the recommendations and products. The final version of the public safety guidelines were recently completed and distributed. Additional training needs may be identified as the Department gains experience using the new guidelines, procedures, and ICS in a variety of situations.

Theme II: Cooperative Approaches to Resource Stewardship and Use

- A. Implement clarifying definitions and application of policies for the Lake and Streambed Alteration Agreement (FGC 1600) process as they relate to stakeholder groups (e.g., cattle ranchers and flood control districts). Relationship to the Strategic Plan: Theme II, Goal 3.

The Environmental Services Division took the lead on this project. They reviewed the definitions, applications, and policies and made recommendations to update the 1600 processes. A series of meetings was held with the regions to obtain their recommendations. The final product was submitted to the General Counsel for legal review.

- B. Coordinate implementation and use of GIS and setting standards for data gathering and sharing. Relationship to the Strategic Plan: Theme II, Goal 4. This effort was to build on the results of the group involved with resource assessment and research priorities (see Theme III B). Since that group's recommendations were not ready soon enough, this group defined and included a project in the Department's Information Technology Strategic Plan for "Department Data Inventory and Needs Assessment." The tasks in this new project, to be accomplished after reorganization, will inventory existing data and future needs, and establish and promulgate standards for the collection of data.

- C. Implement a "Land Contracts" policy and process as an incentive for private landowners to maintain habitat on their lands. Relationship to the Strategic Plan: Theme II, Goal 3.

a team of managers began an effort to assess all of the Department's land conservation and stewardship programs and policies. This assessment is expected to result in statements of principles to guide the Department's land stewardship efforts, including conservation planning and conservation banking.

- D. Implement a program with the Wildlife Conservation Board (WCB) to acquire land in anticipation of future mitigation needs -- a mitigation land bank. Relationship to the Strategic Plan: Theme II, Goal 1.

WCB land acquisition, in anticipation of mitigation banking opportunities, is a subject which has been proposed for inclusion in the development of the Department's Lands Policy. This policy is currently under review by the Department's Leadership Team. The Department has approved WCB action on two acquisitions, one in Santa Rosa and one at Honey Lake, which are targeted for mitigation banking.

- E. Establish fishery improvement and protection projects in coordination with marine commercial and sport fishing interests: White Seabass Pilot Program. Relationship to the Strategic Plan: Theme II, Goal 1.

In 1993 sport fishing interests reached agreement with commercial fisheries representatives to test manage one marine fin fish, white seabass, under one management authority, the Director of the Department of Fish and Game. As a result, the Department was directed by the Legislature to prepare a white seabass management plan as a pilot program. The Marine Resources Division took this on as a focus project.

The major problem to overcome was philosophical. Recreational fishing interests in southern California for years expressed concern that California's division of recreational and commercial fisheries authority between the Legislature and the Fish and Game Commission results in fragmented and politicized marine fisheries management.

Recreational fishing interests in general prefer that a single fishery council have authority, while commercial fishing interests are generally comfortable the Legislature retaining control of commercial fisheries and the Fish and Game Commission setting sport fishing regulations. A draft white seabass plan was completed in June of 1995 as an environmental document to comply with CEQA. The draft plan was submitted to the Fish and Game Commission in July, and to the Legislature in August of 1995. The Commission held two public hearings on the plan during August and October of 1995 and took action at its 1995 Commission meeting.

The Commission directed the Department to revise the plan to reflect that the Commission, not the Director, would have management authority for white seabass. This was contrary to our recommendations. However, we modified the draft management plan as directed, and the Commission adopted it at its March 1996 meeting.

Implementing the plan appears unlikely since it requires legislation and the commercial fishing industry is opposed to the Commission having sole control of white seabass fisheries management.

- A. Conduct Central Valley in-stream flow studies in cooperation with the U.S. Fish and Wildlife Service. Relationship to the Strategic Plan: Theme III, Goal 3.

This project was handled in the Environmental Services Division, and it is continuing to develop information on habitat needs of anadromous fishes within Central Valley streams. The project is nearing completion of the third year of a five-year study that is partially funded by the U.S. Fish and Wildlife Service. The investigations continue to concentrate on the upper Sacramento River dealing with fall, late-fall, winter and spring run chinook salmon and steelhead, and on the American River (fall run chinook salmon and steelhead). Information obtained from the project has been integrated into various planning efforts although the studies are not complete. The Sacramento Water Forum has relied extensively on the data in the development of a water/fish-friendly management plan for the American River. The data have formed the foundation for real time operation of Folsom Dam, including temperature and flow management to improve fall spawning conditions for chinook salmon.

- B. Establish priorities for resource assessment and research. Relationship to the Strategic Plan: Theme III, Goal 4.

A team of fifteen employees was appointed to establish priorities for resource assessment and research. They took an important step toward developing a process to evaluate and rank resource assessment and research activities for species and habitats.

Resource assessment activities serve as a barometer of the environmental health of California's wildlife and habitats. Research sets the direction for good stewardship. The first task completed by the team created a set of guidelines for evaluating the merits of proposed activities. They wanted to be sure we use our limited resources in the most efficient and effective ways.

Topics covered in these guidelines include having a clear statement of purpose or problem, use of partnerships, and good study design. These guidelines will be distributed to every region and division for their use.

Establishing a ranking process for activities within a program was the next product of this group. They prepared a draft system that takes into account the varying factors and issues we face in deciding what is most important to do: How well the activity meets ecological needs, is the funding source restricted, does the activity provide or lead to public service (recreational or commercial), does it emphasize multi-species, larger landscape approaches? Some programs have begun to test this system in developing their priorities.

- C. Direct activities toward maintaining, enhancing, and restoring wildlife communities on lands managed by the Department for wildlife benefit. Relationship to the Strategic Plan: Theme III, Goal 2.

The Department administers over 800,000 acres in over 300 management units. These lands were acquired over a long period of time, and have not been recently evaluated to determine whether they still retain their biological values or whether we can expect them to remain viable over time. We decided to examine our land management program to

determine how our limited resources can be more effectively directed toward maintaining, enhancing, and restoring wildlife communities on our lands. We looked at the possibility of disposing of land that no longer meets our land management or wildlife related public use goals and using the proceeds for better habitat conservation purposes. Secondly, we looked at the gamut of management activities carried out on our lands to see which were not related to managing wildlife so that we can begin redirecting them towards those activities benefiting wildlife communities.

This focus team quickly recognized that it would take a concerted effort requiring additional staff and funding to adequately assess the viability of our lands. So they attempted to the foundation for such an effort by establishing criteria to dispose of property in the interim. During 1995-96, eight properties were identified, based largely on administrative considerations, and the Wildlife Conservation Board was requested to take action.

The team also identified eight types of activities carried out by our land managers that do not directly benefit wildlife communities or habitat. These include such things as providing trash pickup, managing cultural and historic resources, and horseback riding. The team concluded that very few activities on DFG lands are not related to managing wildlife or wildlife-related recreation. Those activities not related to wildlife were considered essential for other legitimate purposes. Nevertheless, we will look for opportunities to reduce the cost of such activities and to eliminate any that are truly unnecessary. The work of this team was expanded to include an assessment of our land conservation and stewardship programs.

Theme IV: Organizational Vitality

- A. Improve the budgeting and fiscal management systems. Relationship to the Strategic Plan: Theme IV, Goal 3.

The purpose of the effort was to improve the quality and timeliness of information provided to line staff and to hold line staff accountable/responsible to operate their programs within budget resources.

In order to improve the information available to line staff and to be able to manage the Department's budget more effectively, the Budget Branch developed an automated Budget Management System (BMS). The FY 1996-97 printed allotments and revisions were provided from the implemented BMS. In 1997-98, both the revised 1997-98 budget and the proposed 1998-99 budget will be developed using the BMS and made available to line staff. The BMS offers flexibility and enhanced capabilities in calculating and applying budget adjustments, tracking organizational and programmatic impacts of budget changes, and applying changes to the Governor's Budget and the Budget Act. The BMS ensures that the Budget Branch has the ability to respond to internal and external inquiries regarding budgeted expenditures accurately.

In order to identify what the Department did and how those activities are funded, the Department linked current activities to current budget allotments. Through the Budget Linkage Project, all activities performed by the Department were identified. Then all employees identified the percentage of time they spend on these activities. This activity

information was then linked to current allotments to show how each activity is funded. The activities identified will be the basis for ongoing time reporting of activities and continued linkage to current budget allotments. With the budget linkage information, the Department will be able to adjust programs and funding to ensure that highest priority activities are accomplished and that they are properly funded.

- B. Improve internal communication and coordination on water, timber harvest, and endangered species policies and issues. Relationship to the Strategic Plan: Theme IV, Goal 2.

It was decided early that a water coordination should be established and meet regularly. It has been meeting about twice each month. Recommendations of this team include creating a new position of Water Policy Coordinator. This is being considered in reorganization planning.

The teams working on timber harvest and endangered species independently reached two general conclusions: (1) that the communication and coordination problems in the Department on major issues will require long-term solutions and would be helped significantly by the proposed reorganization, and (2) in the short-term electronic directory of expertise might help. The Leadership Team postponed a decision on the directory, with expressions of concern about privacy and about the workload that could be created by excess inquiries from the public to some individuals in the directory.

- C. Establish a clear process for developing policies and Department positions in the above areas (water, timber harvest, and endangered species). Relationship to Strategic Plan: Theme IV, Goal 2.

A focus team was not formed to address this project. An effort was started, however, with a group of managers to review water policies and programs in the Department and develop methods to improve the coordination of, and communication between these programs. A water policy manual was created; and an electronic reflector was created to facilitate timely communications on water-related issues; and regular meetings of this team continue.

- D. Update the Department's Information Technology Plan. Relationship to the Strategic Plan: Theme IV, Goal 3, 7.

This planning activity was initiated as a focus item from the Leadership Team, but it also meets a mandate from the Department of Information Technology (DOIT). Agencies and departments with well-conceived information technology plans and sound track records for planning and managing technology projects typically have greater flexibility in their use and deployment of information technology. In addition, those agencies are generally granted broader delegation authority for projects reflected in their *Information Technology Strategic Plan* and receive stronger support for budget augmentation proposals designed to implement specific elements of their plan.

The plan was developed in much the same manner as the Department's Strategic Plan, following a classic approach to strategic planning for the public sector. A strategic planning consultant was used. The planning team's goal was to maintain a primary focus

directed on the Department's business needs and strategies, and to ensure the plan would be consistent with the Department's Strategic Plan.

The team settled on ten major information technology issues that are closely aligned with the Department's Strategic Plan, the Director's goals and budget initiatives, and plans for fiscal and institutional reform. The team identified a set of strategies to address each issue, and developed recommended solutions in the form of information technology project proposals. The recommended project proposals and concepts were subsequently prioritized and endorsed by the Department's Information Technology Advisory Committee. Major elements in the plan address geographic information systems, business information systems (including administrative systems, program systems, and integration of work plans, time reporting, and performance based budgeting functions), data, voice, and video networks/communications, database applications and standards, technical standards, and requirements for an effective information technology organization.

The plan contains a number of recommendations concerning the Department's selection, deployment, and management of information technology over the next several years. It also contains thirty-two project proposals which address one or more information technology issues. The recommended projects are presented in priority order along with projected implementation schedules. The Department has completed Feasibility Study Reports for four of the top five projects, and obtained DOIT and Department of Finance approvals. The remaining projects are scheduled for concept discussion, initiation, and completion at varying intervals over the next several years.



The California Department of Fish and Game

STRATEGIC PLAN

Where do we want to be?



State of California
The Resources Agency
Department of Fish and Game
May 1, 1995

The Department of Fish and Game
Administrative Report No. 95-1
1995

FOREWORD

California's wildlife diversity and stunning landscape began changing 150 years ago, with the Gold Rush, and the change continues today. The State's population has already eclipsed 32 million and in the coming years, rapid population growth will place increasing pressures on the State's resources. These changes are already producing unprecedented resource management challenges to the California Department of Fish and Game. These challenges alone would be compelling, but there's more - e.g., the sometimes contradictory desires of its numerous stakeholders, the huge stewardship responsibilities placed on it by the Legislature, and the very scope of conservation issues within the State. All of the above are occurring at a time when the Department has less fiscal and personnel resources to do the job than ever before.

The nature of today's conservation demands requires a willingness to adopt new perspectives and to define and approach the day-to-day business of resource stewardship in new and creative ways. To make progress in this contemporary arena the Department acknowledges that it must conserve wildlife within a broad responsibility of governing and that the first aim of governing is to serve the citizens of this state. The public trust doctrine is not just another legal article, it is *the* guiding principle that binds government to the people it serves.

The Department also acknowledges that the will of the public, as expressed by laws, regulations, and land use decisions, ultimately determines the quality and quantity of wildlife habitat to be preserved for future generations.

These realities suggest that the Department adopt a model of action for conserving wildlife habitat that inspires cooperation by placing greater emphasis on educating, motivating, and rewarding the public, landowners, and local agencies. The more positive approach should ultimately allow less emphasis to be placed on rigid regulations and forced compliance.

Some may see this shift in direction as an erosion of the Department's authority; others may claim this is a departure from relying on the scientific approach to making resource management decisions. This should not be the case. We believe that offering incentives for conservation can result in a more enlightened and involved populace - a diverse group of partners with a stake in decision-making who will demand that good science remain a vital part of the decision making process. By contrast, we believe that more stringent regulations will likely engender more frustration, more divisiveness, and even greater enforcement dilemmas.

In keeping with these principles, two of the themes discussed in this Strategic Plan are *Public Service, Outreach, and Education* and *Cooperative Approaches to resource Stewardship and Use*. They are supplemented and supported by the other themes, *Managing Wildlife from a Broad Habitat Perspective* and *Organizational Vitality*.

EXECUTIVE SUMMARY

Process Overview

"A plan is nothing; planning is everything," said Sir Winston Churchill. Since 1990 we have been involved in generating strategies to resolve the myriad issues facing the Department in this decade. In January 1993 we published "A Vision for the Future". It included statements of our mission, values, and goals and recommended that we develop a formal planning system to provide long and short term direction for our employees.

In late 1993, the Director appointed the Strategic Planning Team (SPT) to develop this strategic plan. The SPT reviewed the Department's existing Vision Statement, Mission Statement, and Values, as well as material about priorities prepared previously by our employees.

Because understanding the concerns of the public is crucial to building effective support for the Department, the SPT also conducted focus group meetings statewide to generate input and feedback from the Department's "external stakeholders," (defined as any group or individual who is affected by, or who can affect the future of, the Department). Employee teams in regions and divisions reviewed the information from the stakeholder meetings and provided their interpretations of the results.

Key Themes

Input from our employees and the results from our external stakeholder focus group meetings have been organized in Chapter 2 into the following themes:

- I. **Public Service, Outreach, and Education** - The Department must work to improve communication with the public to find out what people think and want; inform them about the fish and wildlife and their values to the State; and provide better service by streamlining permitting and licensing processes, informing them of recreational opportunities, and making fishing and hunting regulations easier to understand.
- II. **Cooperative Approaches to Resource Stewardship and Use** - The Department cannot be effective in providing for the continued existence and use of fish and wildlife resources without the help of the public and other agencies. We must move away from a late-stage project-by-project review of development proposals to early consultation with project proponents and local land use agencies. We must take advantage of volunteer assistance in managing our lands, and we must work cooperatively with private landowners to make it attractive for them to manage their lands with fish and wildlife in mind. Further, we must collaborate with other agencies to share limited resources and information.

- III. **Manage Wildlife From a Broad Habitat Perspective** - We must protect large ecosystems to shift (where appropriate) the focus from a species-by-species approach. Only in this way can we ensure the future existence of viable habitats for a variety of species.
- IV. **Organizational Vitality** - In an earlier document, "A Vision for the Future," we identified our employees as our most important asset. This theme includes identified goals and strategies to support that conclusion. Specifically, we will examine our organizational structure to determine the most effective way to implement the strategic plan, improve understanding among employees about how we operate and make decisions, and give employees the support and freedom to meet challenges without stifling initiative.

The themes, goals, and strategies in Chapter 2 are not in any order of priority.

Next Steps

To implement this plan we must: (1) align the structure of the Department's budget and the strategic plan so that we can evaluate the cost implications of modifying efforts in various areas; (2) formalize and implement the budgetary and planning cycles so that strategic and operational decisions affect the budget, and not vice-versa; and, (3) begin the steps leading to action plans (for the budget year) to implement identified strategies.

Since form follows function, it is also appropriate to examine the organizational structure of the Department to determine the best way to be organized to effectively implement the plan. Most importantly, we must begin to think strategically. This plan is only the beginning of the journey.

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MISSION and VISION

Our Mission

The mission of the Department of Fish and Game is to manage California's diverse fish, wildlife, and plant resources, and the habitats upon which they depend, for their ecological values and for their use and enjoyment by the public.

Our Vision

We seek to create a Department of Fish and Game that:

...acts to anticipate the future.

...approaches management of our wildlife resources on an ecosystem basis.

...bases its resource management decisions on sound biological information and a clear understanding of the desires of the public.

...is based on teamwork and an open and honest internal communication.

...empowers its employees to make most of the "how" decisions.

...is committed to extensive external communication and education programs.

...creates and promotes partnerships; coalitions of agencies, groups, or individuals; and any other collaborative efforts to meet the needs and management of wildlife resources.

INTRODUCTION

Content Issues

This is a strategic plan. In one sense, strategy has been defined as how one maneuvers forces into the most advantageous position prior to engagement. In another sense it has been characterized as an artful means to some end. Both apply in our case.

This is not an operational plan. Therefore, there is little emphasis on *how* we should or will accomplish specific goals or implement strategies. These subjects will be addressed when we plan at the next step. The dividing line between strategies and action items (which would be expected in operational plans) is not always distinct, however. Where there was doubt about including specific strategies in this plan (or leaving them out to be included at the next step), we left them in.

We have begun to examine our organizational structure so that we become better able to function operationally. This may require right-sizing field and headquarters staffs, formally establishing geographical area teams, and creating interdisciplinary project teams.

The plan emphasizes the directions we need to establish and follow to meet future challenges. It does not describe all of the things the Department currently does. The fact that this plan does not address some ongoing activities should not be viewed as diminishing the importance of those activities. On the other hand, any current activities that do not support the strategic plan need to be examined for possible termination.

There are many ways to organize ideas into themes, and some readers may not be able to find specific references to their subjects of interest. For example, resource assessment is an important issue mentioned by our employees and external stakeholders in virtually all discussions regarding future plans for the Department. The SPT believes that cooperative approaches to resource stewardship will provide the greatest potential for successfully completing these tasks. Collaborative approaches and partnerships with the scientific community will enable the Department to obtain valuable information without increases in staff or expenditures. Working with the State's colleges and universities to obtain resource information will free our own biologists to concentrate on key species when information is required. The need for better resource assessment, therefore, is expressed primarily in terms of better ways of getting it accomplished.

This plan also does not include a detailed discussion of the history of the Department, the forces affecting it and the wildlife of California, or a list of our "mandates." These subjects were included previously in "A Vision for the Future" published by the Department in January 1993.

There was a conscious effort not to highlight in the plan the need for additional, long-term, stable funding for the Department. The need is real, but any discussion of the subject inevitably leads to questions regarding who should pay or who should pay more (or less) or to questions about priorities that require internal scrutiny. These discussions can be

worthwhile, but they are premature until future directions are clearly decided and described; they also can miss the point that we do not have to do all the work alone. We can share the work with others.

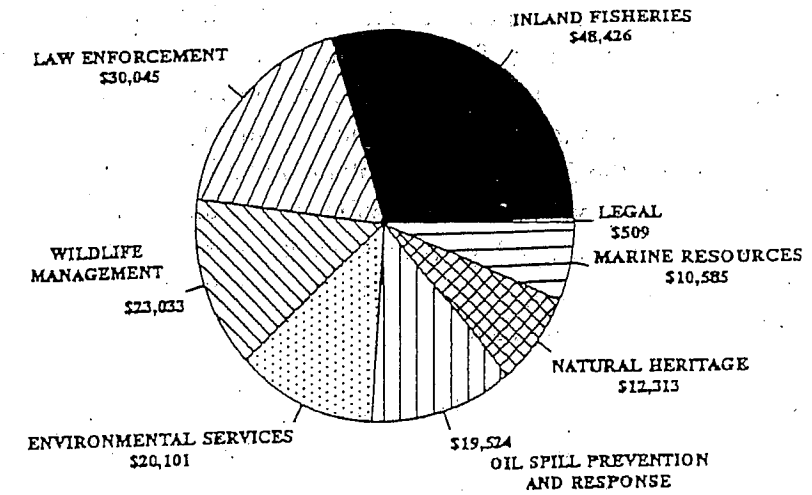
On a related issue, the reader should not assume that we feel we have the financial resources to do everything in the plan at once. Some strategies can be accomplished by doing things differently - without spending additional money. Others involving additional costs may be implemented only after funding mechanisms have been determined.

Department Overview

In 1870, the Legislature established the Board of Fish Commissioners (forerunner of the Department and the Fish and Game Commission). Its mission was to provide for the restoration and preservation of fish in California waters. It was one of the first wildlife conservation agencies in the country. The same year, they built the first fish ladder on a tributary of the Truckee River, and a state fish hatching house was established at the University of California, Berkeley.

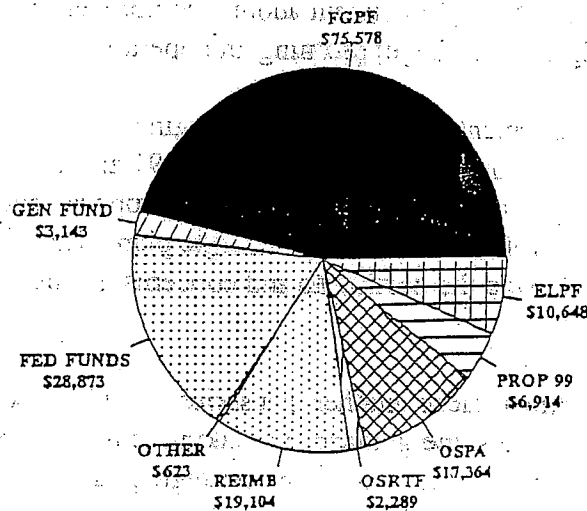
Ever since, the employees of the Department of Fish and Game have worked earnestly to conserve, restore, and enhance habitat for wildlife in California. Today, almost 200 Department-owned wildlife areas and ecological reserves totaling nearly 700,000 acres are protected and managed by dedicated wildlife specialists for wildlife and public use. More than 1800 scientists, wardens, pilots, administrative staff, analysts, and other support employees work to accomplish the Department's mission. The Department of Fish and Game is an integral part of the Resources Agency that oversees the management of California's natural resources.

The Department's nearly \$170 million program budget is shown in the pie chart below. The amount available to each program is significantly less than the amount shown, since a portion from each is used to fund the Department-wide administrative and support program.



DEPARTMENT OF FISH & GAME 1994-95 PROGRAM BUDGETS (x1,000)

The Fish and Game Preservation Fund (FGPF) includes revenue from the sale of licenses and permits and from fish landing taxes; it generates nearly half (47 percent) of the Department's income. Federal funds total about 17 percent, oil landings fees (OSPAF and OSRTF) about 12 percent, nine percent from reimbursable contracts, six percent from environmental license fees, and five percent from Proposition 99 (cigarette tax). About two percent comes from state General Fund tax revenues, and there are several other small sources that total another two percent. The pie chart below illustrates the relationship of these revenue sources.



1994-1995 EXPECTED REVENUE (x1,000)

The Department is organized by program and geographically. In its headquarters office in Sacramento, Divisions provide technical expertise and coordinate policy statewide. On-the-ground implementation is through staffs in five geographic regions.

CHAPTER 1: THE PLANNING PROCESS

We began the current planning process in late 1990 when the Director appointed a committee of Department managers to begin developing and articulating the future direction of the Department. The committee held more than 40 meetings with Department employees to solicit suggestions on how to improve our operations and approach the future. Written comments were also received from employees and some interested individuals and constituent groups. The comments we received resulted in a number of recommendations.

In January 1991 the committee issued a draft Vision document containing a mission statement, values, goals, and criteria for any proposed changes on organizational structure. The major recommendation was that "The Department adopt a comprehensive, formal planning system to include both strategic (long-range) planning and operational (short-range) planning."

Although the Vision document was not approved in final form until January 1993, it was used as the foundation for the planning work completed in 1991 and 1992. In January 1991, the committee also issued a comprehensive management system proposal, and in July 1991 the Director appointed a team to develop a preliminary strategic plan. The preliminary strategic plan was completed in March 1992 using the comments and concerns gleaned from prior efforts, but it was not adopted.

In late 1993 the Department faced another in a series of budget reductions. The preliminary strategic plan provided some guidance in making those cuts, but management recommended that a team be appointed to finalize the strategic plan. In December 1993 the Director appointed the existing Strategic Planning Team (SPT); we began to meet in late February 1994.

The SPT used the information developed in the previous three years (including the preliminary strategic plan) as a basis for this plan. Some key issues had been identified and some important goals established, and it was important to us not to overlook the value of those efforts. However, in order to determine how to meet the current and future needs of California's natural resources and the people who use and enjoy them, the SPT agreed that a necessary ingredient was missing from the preliminary strategic plan: input from the public. As a result, we set out to understand the perceptions, attitudes, values, and priorities of a wide cross-section of that public that we call external stakeholders.

Stakeholders are individuals, groups, or organizations that have a recognized claim for our attention, resources, or the results of our work, or are affected by our work. Internal stakeholders include our employees; external stakeholders include the traditional hunting, fishing, trapping, commercial fishing and fish buying, aquaculture, license agents, and wildlife rehabilitation groups. They also include conservation groups, timber development interests, agriculture, business/development, Chambers of Commerce, birdwatchers, the judicial system, the livestock industry, local government, utilities, extractive users, hikers, retail businesses, school/education, timber, tourism/recreation, photographers, the scientific community, transportation, the media (paper, TV, radio), and water management agencies to name more than

a few.

We selected and invited a cross-section of external stakeholders to attend meetings in each region to provide their comments on two key questions. We found that conducting the meetings on a regional basis established a link between what the Department does and the current and projected needs of each region.

Stakeholder participants were asked two questions:

1. "In your opinion, what are the most important issues facing the Department of Fish and Game?"
2. "What should or shouldn't the Department do relative to the top five issues?
(From question 1)

Responses to these questions allowed participants to share views and helped us to develop and identify the issues and possible strategies that would go into the strategic plan. The meetings with stakeholders also functioned to improve communication between the Department and its stakeholders, and to build support and understanding of Department programs.

The Department's regional and headquarters employee teams processed the information gleaned from stakeholder meetings and developed lists of the top five issues from each meeting. The teams then generated lists that combined information from the stakeholder meetings and previous work done by area and headquarters teams. The results of this effort and our prior work were extraordinary in their similarities: Funding, improved resource assessment, and the need for better internal and external communications were but a few of the common subjects that ran through all the information obtained. The SPT organized the information into the four themes outlined in the Executive Summary and detailed in Chapter 2.

Finally, a draft of this plan was circulated for review to our employees, to the stakeholders invited to our focus group meetings, and to other interested groups and individuals. To the extent possible, we have modified the draft to respond to their concerns and suggestions.

CHAPTER 2 - Goals and Strategies

THEME I: Public Service, Outreach, and Education

Public service, outreach, and education are critical to the future of wildlife¹ resources and the success of the Department. We succeed only if we serve the public by conserving the State's wildlife for future generations, and we do so in a manner that involves broad public understanding and support. An important factor for success is how we define the role of each employee in this effort. This role must include improved communication with the public to determine public perceptions and desires and the development of projects or services that address those needs. Communication also means informing the public about the services we provide and how to receive them. We can also do a better job of meeting the needs of wildlife if we educate the public regarding the intrinsic, ecological, economic, cultural, and social values of wildlife resources.

We must provide better public service by improving the efficiency of our permit and license processing, providing timely information to the public on recreational opportunities, making fishing and hunting regulations easier to understand and comply with, and consistently applying our policies and procedures. We must take advantage of opportunities to work with the public and provide opportunities for recreation like the watchable wildlife, Urban Fishing, Junior Hunting, and Outdoor Women programs.

GOAL

1. The Department will provide excellent public service.

STRATEGIES

- a. Streamline the permitting process and better explain how permit requirements allow the Department to exercise conditions that protect wildlife resources (e.g., eliminate discrepancies and inconsistencies in permitting information, and clarify regulations or guidelines for programs such as streambed alteration agreements, threatened and endangered species take agreements, and suction dredge permits).
- b. Provide the public with timely information about wildlife and recreational opportunities (e.g., prepare newsletters for sport and commercial users and develop a yearly calendar of recreational opportunities).
- c. Make it easier to purchase licenses. Consider alternatives used successfully in other states such as a mail-in license renewal system and an automated point of sale system.

¹ wildlife, when used alone, means all plants and animals.

- d. Critically analyze existing regulations and eliminate those that are not necessary.
- e. Make hunting and fishing regulations more consistent and easier to understand and follow (e.g., use more graphics and maps).
- f. Develop companion documents to regulations that explain the biological, social, and/or legal rationale for the regulations.
- g. Reduce the time used to pay bills (e.g., allow regions to process routine fiscal transactions and establish a credit card purchase process for minor purchases).

GOAL

- 2. The Department will involve external stakeholders in program development, will keep them informed, and will develop programs to meet their needs consistent with the maintenance of sustainable wildlife populations.

STRATEGIES

- a. Meet regularly with members of the general public and with specific constituent groups.
- b. Develop an effective government (federal, state, and local) outreach program. For example, continue to attend local government meetings (board of supervisors, city council, etc.) and identify liaison positions to work with local legislative staffs.
- c. Encourage, establish, fund, and expand programs to inform and recruit more people to become users and supporters of wildlife programs (e.g., Outdoor Women, Urban Fishing, Junior Hunting and Fishing, and Watchable Wildlife programs).
- d. Identify contemporary issues (such as living with mountain lions) and establish community meetings inviting divergent points of view to discuss and explain the Department's roles.
- e. Provide the public with information on the process by which they can influence wildlife conservation at the local, state, and federal level.

THEME I (cont'd)

GOAL

3. The Department will understand how the public perceives us and our responsibilities in managing and protecting wildlife and the environment.

STRATEGIES

- a. Survey the public to determine its perceptions and expectations of Department.
- b. Educate Department personnel regarding the public's perceptions of the Department and its attitudes toward wildlife.
- c. Commit the Department to hold local meetings to discuss the public's expectations and the Department's success in meeting those expectations.
- d. Commit Department personnel to attending constituents' meetings on a regular basis to receive suggestions and comments and to share timely information about current activities.
- e. Address problems where public perceptions and expectations of the Department are not consistent with its authorities, responsibilities, or legal mandates.

GOAL

4. The Department will increase the public awareness of the ecological, economic, and aesthetic values of maintaining and enhancing wildlife populations and habitats.

STRATEGIES

- a. Promote the intrinsic values of wildlife and the economic contribution that wildlife and their habitats make to state and local economies. Distribute this information to the public (e.g., through service groups, at meetings of chambers of commerce.)
- b. Develop and encourage wildlife oriented recreational opportunities that contribute to local economies. Increase information for tourism and provide information about wildlife-oriented recreation.
- c. Articulate the Departments position regarding the value of wildlife in all Department publications and programs.

THEME I (cont'd)

GOAL

5. The Department will develop an integrated program that addresses identified needs and opportunities in education and communication.

STRATEGY

- a. Develop a plan to address communication and education opportunities through (a) direct involvement by Department employees (or volunteers) with the public, (b) the distribution of information materials, and (c) the existing school systems. The plan should also include how the Department's education program should be organized.

GOAL

6. The Department will increase communication with the public (and encourage their participation in the decision-making process) when developing hunting and sport and commercial fishing regulations. We must recognize that public values, attitudes, and perceptions are critical to the effective implementation of regulations.

STRATEGIES

- a. Share with the public information regarding objective population and harvest levels for each key sport and commercial species. Circulate, as appropriate, comprehensive management plans for key sport and commercial species.
- b. Continue to conduct, including opportunities for public comment, environmental reviews on the effects of sport and commercial management programs.
- c. Conduct public surveys to determine the existing and future level of demand for wildlife-associated activities.

GOAL

7. The Department will reduce losses of wildlife due to illegal activities.

STRATEGIES

- a. Identify the locations of most significant wildlife loss from pollution and loss of habitat and focus the Department's response in those areas. Establish teams representing the various Department functions to respond to reports of wildlife losses.

THEME I (cont'd)

- b. Use the results of the Department's study of law enforcement needs titled "Personnel Allocation Study and Technical Application of Criteria" to increase the number of wardens.
- c. Concentrate law enforcement efforts on catching wildlife criminals who do the most damage to resources. Take strict enforcement action against those who knowingly violate resource-related laws and regulations for personal gain or profit; use education and other methods short of court to solve non-resource or unintentional violations.
- d. Develop enforcement priorities and deploy the necessary resources from throughout the State to bring a halt to the illegal take of wildlife (e.g., use experts from each region to stop the illegal take of abalone on the north coast).
- e. Train personnel in the identification of threatened and endangered wildlife to improve enforcement of environmental laws and regulations.
- f. Seek legislation to increase the maximum fine for Section 5650 Fish and Game Code violations to make it a clear deterrent (civil and criminal) to adverse impacts on wildlife from water pollution.
- g. Make broader use of civil remedies and penalties to recover damages from illegal loss of wildlife.
- h. Train non-enforcement personnel in obtaining proper information for prosecuting violations. Use all Department employees to develop civil and criminal cases.

GOAL

- 8. The Department will deal effectively with emergencies that threaten wildlife.

STRATEGIES

- a. Train Department employees in the Incident Command System. Develop action plans for typical incidents and use them to respond to unanticipated incidents.
- b. Develop and formalize cooperative rapid response teams to respond to and assess impacts on wildlife caused by unanticipated events.
- c. Establish expertise in restoration of native plant communities to work with Oil Spill Prevention and Response staff on spills or incidents.

- d. Seek legislation to fund oil and hazardous spill prevention and response capabilities for inland habitats.
- e. Coordinate with CDF on wildfire response to minimize damage to important ecosystems.

GOAL

- 9. The Department will seek recovery of natural resource damage from parties responsible for accidental or purposeful acts.

STRATEGIES

- a. Develop and maintain a damage assessment core team comprised of legal, biological, toxicological, economic, and law enforcement components with expertise in natural resource injury determination and damage assessment.
- b. Develop damage assessment procedures and protocols for Department personnel to use in response to acts or activities harmful to wildlife resources.
- c. Develop a training program for Department personnel in resource damage assessment.
- d. Evaluate development of a statutory resource damage assessment penalty schedule.

GOAL

- 10. The Department will respond to public safety issues and conflicts involving wildlife in accordance with the best interest of the public. We will invite public participation in determining how to balance our response considering the ecological and aesthetic value of wildlife, the value of crops damaged by some wildlife, and threats to public safety.

STRATEGIES

- a. Develop contingency plans, policies, and guidelines for resolving public safety problems with wildlife such as mountain lions, bears, diseases that may be harmful to the public, and fish that may not be suitable for consumption. Develop the plans with the input of the public and other agencies. Train Department employees in implementing the plans and require their consistent use.
- b. Cooperate with the California Department of Health Services in the collection of shellfish to monitor for paralytic shellfish poisoning and contamination.

THEME II: Cooperative Approaches to Resource Stewardship and Use

To achieve its mission, the Department must adopt cooperative approaches to the conservation of resources for their intrinsic values and for their existing and future use and enjoyment by people (Resource Stewardship). These approaches should include federal agencies, other State agencies, local agencies, members of resource user groups, and the general public.

In developing cooperative approaches with local land use authorities we must take advantage of, and complement, public policy objectives in areas such as agricultural preservation, open space, recreation, flood control, water management, mitigation banking and permit streamlining. We must strive to provide early consultation on projects with the objective of promoting and transitioning to broad ecosystem solutions adopted in General Plans, Habitat Conservation Plans, and/or mitigation banks. Adversarial positions by the Department should be preceded by clear, effective opportunities to resolve conflicts with project proponents and/or land use authorities.

Private lands include a major portion of wildlife habitat in the state and represent a tremendous opportunity to build upon existing cooperative programs to benefit wildlife. We must create strong partnerships with private landowners by sharing resource and wildlife management information and providing incentives for private land owners to conserve and enhance wildlife. Voluntary development and enhancement of wildlife resources cannot be perceived as a liability which will place the landowner under threat of unreasonable regulation in the event a threatened or endangered species colonizes a previously non existing habitat. Accordingly, the Department must offer regulatory assurance that this voluntary stewardship does not create a landowner liability.

GOAL

1. The Department will develop collaborative approaches and create partnerships to restore, enhance, manage, and protect wildlife and their habitats.

STRATEGIES

- a. Increase the number of cooperative projects with private landowners, governmental agencies, and businesses.
- b. Conduct local stakeholder meetings to receive input on desired management activities and to encourage local support for management of Department land.
- c. Emphasize projects that have measurable results and include ongoing multi-species habitat conservation planning and implementation efforts.
- d. Develop additional volunteer programs to aid the Department in meeting stewardship responsibilities and opportunities.

THEME II (cont'd)

- e. When appropriate, use local, state and private organizations and individuals to provide assistance in maintaining Department lands.
- f. Participate in cooperative efforts to promote conservation of biological diversity (e.g., the California Biodiversity Executive Council, the Coordinated Resources Management and Planning Council).

GOAL

2. The Department will concentrate its efforts reviewing development and other land and water use changes that pose the greatest threat to wildlife resources or that provide the best opportunity to conserve important habitats.

STRATEGIES

- a. Work cooperatively with local agencies to develop General Plans and other large-scale planning efforts such as the Natural Communities Conservation Planning, Habitat Conservation Planning, and mitigation banks to better protect wildlife and habitat.
- b. Increase consulting efforts with project proponents early in the planning process. Strive for a better understanding of wildlife needs and have protective measures built into projects.
- c. Continue to develop working relationships with agricultural interests to take advantage of opportunities to enhance wildlife habitat.
- d. Establish Department liaisons with land use planning and permitting agencies to present and explain Department strategies and represent the Department's position.
- e. Continue ongoing efforts to improve the California Environmental Quality Act, the California Endangered Species Act, and other environmental laws to more adequately protect the environment while making the permit process more consistent and workable.
- f. Work with federal, state, and local lead agencies to monitor the implementation and effectiveness of large-scale planning efforts, wildlife status and trends, pollution enforcement efforts, and the implementation and success of mitigation measures.
- g. Develop a policy to set priorities for project reviews recognizing that the Department does not have the resources to adequately review all projects.

THEME II (cont'd)

GOAL

3. The Department will seek incentives for private landowners and nongovernmental organizations to conserve and enhance wildlife.

STRATEGIES

- a. Meet with landowners to identify meaningful incentives.
- b. Seek authority for tax incentives or other benefits for conserving and enhancing wildlife. Promote expansion of the Private Lands Management program.

GOAL

4. The Department will promote coordinated gathering and sharing of natural resource information to avoid duplication of effort and take advantage of common goals.

STRATEGIES

- a. Establish policy and a process for data gathering and exchange with other state, federal, and local agencies; local college and universities; and parties using or affecting natural resources. Make maximum use of existing Geographical Information Systems and databases (e.g., the California Environmental Resources and Evaluation System, the Natural Diversity Data Base).
- b. Establish partnerships with local colleges and universities to encourage applied research which provides answers to unresolved wildlife conservation issues.
- c. Encourage and support conferences and workshops to exchange data and information.

THEME III: Manage Wildlife From a Broad Habitat Perspective

The Department must adopt a more comprehensive approach to fish and wildlife management, while recognizing that individual project review and single species management are statutory obligations that can assist us in doing so. Although we recognize that sometimes conservation of small critical habitat areas may be necessary to provide protection for certain species, we must concentrate on the protection of large aquatic and terrestrial areas that provide essential habitat for a variety of wildlife in California. Habitat diversity and wildlife communities must be emphasized in long-term plans with local land use decision makers and local, state, and federal interests developing major infrastructures such as roads, flood control, water delivery and storage. We need to concentrate our efforts on lands and waters that have high wildlife values or the potential to ensure the continued existence of self-sustaining populations.

GOAL

1. The Department will emphasize multi-species planning, analysis, and management for large aquatic and terrestrial ecosystems.

STRATEGIES

- a. Identify habitats at risk and set priorities for conservation planning and implementation.
- b. Establish a Department conservation strategy to coordinate local agency and public participation in the creation of Habitat Conservation Plans and train Department staff in managing ecosystems and in methods for accomplishing and implementing this strategy.
- c. Develop adequate databases on wildlife communities to support conservation planning and ecosystem management.
- d. Develop statewide policies such as the current "no net loss of wetlands" policy to underscore the need to protect high priority habitats.
- e. Integrate existing Department plans for managing species and habitat.
- f. Strengthen our partnerships with other federal agencies having existing ecosystem management strategies.

THEME III (cont'd)

GOAL

2. The Department will direct activities toward maintaining, enhancing, and restoring wildlife communities on lands managed by the Department for wildlife benefit.

STRATEGIES

- a. Conduct a systematic evaluation of Department-managed lands (excluding public access or use areas) to determine where wildlife sustainability can be maintained for the foreseeable future. Dispose of lands where long-term viability cannot be assured.
- b. Use Department cross-functional teams to determine priority work on Department lands that meet wildlife community conservation goals.

GOAL

3. The Department will work to ensure that there is sufficient water (quantity and quality) for wildlife.

STRATEGIES

- a. Purchase or otherwise secure water rights to sustain and/or improve wildlife habitat.
- b. Develop a more specific definition of a stream for consistent application and enforcement of environmental laws.
- c. Monitor water diversions to insure compliance with water rights where the remaining water is important to wildlife resources.
- d. Participate in water rights and Federal Energy Regulatory Commission hearings to ensure adequate water for wildlife; advocate for wildlife with the state water boards and the Bureau of Reclamation.
- e. Continue and complete in-stream flow studies to determine how much water is needed to establish suitable habitat types and water quality.
- f. Establish a water quality program in each Department region. (a) Provide centralized laboratory support facilities to ensure adequate analysis capability to monitor the protection of aquatic ecosystems and wildlife communities from pollution and (b) Provide technical and analytical support, including testimony, to support compliance with water quality standards and statutes.

THEME III (cont'd)

- g. Continue to work with appropriate agencies to minimize negative effects on fisheries, wildlife, or habitat by the operation of managed lakes, reservoirs, and diversions.
- h. Evaluate the take of anadromous fish by water diversions and develop a screening priority list based upon impact.

GOAL

- 4. The Department will focus inventories, research, and resource assessment efforts on high priority habitats, species at risk, and key recreational and commercial species.

STRATEGIES

- a. Identify key species and wildlife communities and increase efforts to collect baseline biological information on them. Coordinate this activity with our conservation planning efforts.
- b. Develop a ranking system for species and habitat research based on the amount of current information, the status as a listed species or sensitive habitat, and the immediate need for the research for planning and management application. Use the ranking to determine where to put our efforts.
- c. Improve expertise in population dynamics (how various populations interact, depend on, and compete with each other).
- d. Develop Department capabilities for conducting rapid bioassessment surveys of aquatic ecosystems to detect and correct pollution problems. Develop baseline information in areas with high potential for wildlife damage from pollution.

GOAL

- 5. The Department will manage and control the impacts of prohibited/detrimental species on natural ecosystems in California.

STRATEGIES

- a. Expand Department's role in prohibiting the introduction and spread of non-native pest species in terrestrial and aquatic natural communities (e.g., expand our role in dealing with accidental introduction). Lead efforts to eradicate detrimental animal and plant species from wildlife communities;

THEME III (cont'd)

where appropriate establish and promote opportunities to harvest detrimental species.

- b. Train Department employees in prohibited species identification. Increase awareness and enforcement of prohibited species laws.
- c. Seek legislation to reduce the number of exceptions in the law that allow prohibited species to be imported and to increase fines and penalties for the introduction of illegal species into the wild.

THEME IV: Organizational Vitality

Form follows function, therefore we must critically examine the function(s) of the Department established in the strategic plan and implement an organizational structure that fosters efficiency, clear designation of responsibility with attendant authority, clarity of purpose, adaptability, and leadership. An organizational structure which emphasizes ecosystems over species must by design incorporate multi-disciplinary teams who are informed of emerging issues and provided with a clear understanding of opportunities, policy direction, and how the Department makes and implements decisions. The organizational structure and leadership must foster timely communication, recognize and support initiative, recognize individual and team contributions, foster a safe working environment, and provide opportunity for professional advancement and diversity. Performance expectations must be clearly stated and employees must be provided the tools, training, and budget to perform their assigned tasks. Supervision must exhibit leadership and consistency in reviewing employee performance and recognizing quality performance as well as addressing substandard performance.

We must continue to implement a Comprehensive Management System to state clearly our expectations and to link strategic planning to the budget cycle. The Department will also operate more efficiently if we improve administrative support and services to regions and divisions and strengthen our leadership, management, and supervision through employee training programs aimed at developing future leaders.

GOAL

1. The Department will align its organizational structure and resources with the priorities of the strategic plan and will use the Comprehensive Management System to plan, conduct, and evaluate its actions.

STRATEGIES

- a. Evaluate the current organizational structure and make recommendations necessary to implement the strategic plan efficiently and effectively.
- b. Link the Department's budget structure to the strategic plan, and determine annual budgets through a sound operational planning process.
- c. State clearly to internal and external stakeholders what existing activities can and cannot be done when additional duties are assigned or budget reductions are made.
- d. Through the evaluation process of annual work planning, review the Department's activities for consistency with the strategic plan.

THEME IV (cont'd)

- e. Create a calendar and agenda for future management team meetings based on the legislative, budgetary, and regulatory cycles. Include dates in the calendar for operational planning, periodic monitoring of high priority projects, information technology (computer) planning, annual evaluation of progress toward meeting strategic goals, and updating the strategic plan.
- f. Conduct periodic reviews of all Department policies and procedures to ensure that they are consistent with our mission and the strategic plan.

GOAL

- 2. The Department will increase employee understanding of and participation in the resource decision-making process.

STRATEGIES

- a. Involve employees in the policy and decision-making processes. Before major decisions are made public, inform involved employees of the issues, considerations, and factors leading to the final decision by providing feedback on how and why their recommendations were modified.
- b. Communicate events, accomplishments, new policies, procedures, and laws (e.g., use the Wildlife Protection Division's training bulletin as a model, use electronic bulletin boards).
- c. Hold regular briefings for all employees where projects and accomplishments of all functions are reviewed and discussed.
- d. Soon after each Joint Executive/Management Team meeting, write a summary and distribute to appropriate offices/employees.
- e. Regional Managers and Division Chiefs should (1) regularly visit outlying offices and facilities, (2) conduct regularly scheduled staff meetings and communicate the results, and (3) establish discussion forums.
- f. Conduct Directorate (the Director and Deputies) visits at least annually to field offices.
- g. Circulate Department-wide monthly updates of active legislation, including the Department's recommended position.

GOAL

- 3. The Department will make the best use of available funds.

THEME IV (cont'd)

STRATEGIES

- a. Identify possible cost saving measures (e.g., set up a reinvestment process to recognize units that reduce cost and meet performance objectives. Create a working group to explore the feasibility of privatizing some elements of Department programs).
- b. Comprehensively evaluate and improve the current Department budget and financial systems (e.g., make better use of information technology and recognize and reward employees who meet performance objectives and stay within their budgets).
- c. Leverage existing funds through public/private and public/public partnerships (e.g., find sponsors to cover publication costs of the regulations booklets).

GOAL

- 4. The Department will strive to secure adequate funding from appropriate sources to achieve its mission.

STRATEGIES

- a. Gain the support of stakeholders to obtain adequate funding (e.g., form a "stakeholders group" to develop and support legislation that broadens the Department's financial base; inform the general public of funding needs, availability and sources, and of consequences of not funding programs).
- b. Develop new revenue sources (e.g., solicit and receive contracts and grants from private corporations, foundations, and other governmental agencies and seek funds to manage existing and new land acquisitions).

THEME IV (cont'd)

GOAL

5. The Department will recognize the value and reward the contributions of employees and teams.

STRATEGIES

- a. Expand or make better use of recognition programs (e.g., expand Officer of the Year Award to other functions in the Department and include additional training opportunities and temporary outside assignments as awards).
- b. Recognize significant accomplishments and outstanding performance of employees or teams through citations in the Department's newsletter.

GOAL

6. The Department will provide employees with the knowledge, skills, equipment, and information to be consistent, safe, and effective in their jobs, and also provide them effective leadership and guidance.

STRATEGIES

- a. Implement an orientation program for new employees and conduct interdisciplinary training annually for all staff.
- b. Fully implement the Field Training Biologist program.
- c. Develop a training program for all Department employees similar to the Field Training Biologist and Field Training Officer programs and provide Department employees with temporary training assignments that will expose them to different Department functions.
- d. Make technical training available to staff and provide for attendance by appropriate staff at scientific conferences and symposia.
- e. Require that work plans and other appropriate tools/techniques be used by all supervisors to ensure that clear expectations exist and that objective information is available to evaluate employee performance.
- f. Develop a comprehensive program to train supervisors and middle managers to prepare them for increased responsibility. Explore the feasibility of developing a "Management Academy."

THEME IV (cont'd)

- g. Expand the current evaluation process for supervisors beyond the practice of an annual review by their supervisor to include an evaluation by their subordinates.
- h. Dedicate a portion of each employee's work-time for continuing education and specific training.
- i. Improve managerial knowledge and skills by encouraging managers to rotate to different programs on a short-term (six months or less) basis.
- j. Recognize safe behavior by discussing safety on performance reports, and in exceptional cases, with safety incentive awards.

GOAL

- 7. The Department will provide problem solving and administrative support and services to its employees.

STRATEGIES

- a. We will improve all customer-oriented services using Total Quality Management or similar methods to improve our responsiveness to both Department staff and the public.
- b. Delegate more administrative authority to regions and divisions to process routine transactions.
- c. Link regions/divisions/administration with a wide area computer network to make all applicable data readily accessible.

GOAL

- 8. The Department will develop short, mid, and long-term recruitment programs to maintain a diverse, high quality work force.

STRATEGIES

- a. Project current and future needs for job skills and broaden the academic disciplines (planning, economics, geology, etc.) utilized by the Department to meet the objectives of the strategic plan.
- b. Emphasize employment opportunities to urban/changing ethnic populations with the intent to make all segments of the public aware of Department employment opportunities (e.g., make public presentations in

THEME IV (cont'd)

urban settings about the Department and employment opportunities and develop a program to financially assist potential candidates through college in exchange for a work commitment).

- c. Conduct more open examinations; simplify and speed up the exam process with spot exams and continuous testing.
- d. Participate in job fairs throughout the State.
- e. Develop and implement role model/mentor and internship programs.
- f. Work with the Department of Personnel Administration to develop and implement strategies to bring pay and benefits to competitive levels with other state agencies and the private sector.
- g. Provide opportunities for career advancement to specialists who do not want to manage or supervise.
- h. Provide incentives for promotions and lateral (new but generally equivalent position) transfers. Work with the Department of Personnel Administration to eliminate salary range overlap and ensure that salaries reflect promotional status.

CHAPTER 3: PLANNING THE NEXT STEPS

The Comprehensive Management System (CMS)

The CMS cycle generally includes the following four steps:

Inventory - Where are we?

Inventory is an assessment of the current status of the Department to identify issues and opportunities. This phase includes identification of existing department assets, mandates, efforts, and constituents. Systematic gathering of input from employees and constituents is vital. This step was accomplished primarily through the efforts leading to the Vision Document, published in January 1993, and through the products resulting from area, region, and division team meetings that occurred prior to beginning work on the strategic plan.

Strategic Planning - Where do we want to be?

Strategic planning is statewide, department-wide, and general; it leads to a mission statement, department values, identified goals and issues, and strategies to address issues and accomplish goals. A strategic plan is dynamic, usually with a three to five year life. Periodically, a strategic plan is reviewed and revised. No part of the plan is static.

Our mission, vision, and values were developed previously as part of the Vision Document. The strategic plan includes the goals and strategies aimed at moving the Department in a direction consistent with the preferences of our employees and other stakeholders. This is where we are now in the cycle.

Operational Planning - How do we get where we want to be?

Operational planning is more detailed and focused. Operational plans include projects or objectives that are short-range, specific and measurable. Operational plans differ from year to year and may not address all of the strategic goals in any given year. The Executive Team, with recommendations from the Management Team, makes a decision annually regarding which goals to pursue based on the resources available to achieve them. The Executive Team then requests that operational plans be developed to meet their stated focuses.

This will be our next step in the CMS process. Plans will be created by project teams in the next year to address specific issues (focuses). In future years we expect to develop operational plans with more of a "bottom up" approach. Operational plans will ultimately include work plans for each employee and for each organizational unit. Once operational plans have been approved, management will provide the necessary resources, monitor and record actions and progress, and suggest adjustments to the plans as necessary.

Evaluation - How did we do?

Evaluation determines whether operational plans were successful, on time, and within budget. It involves diagnosing the reasons why some objectives may not have been met and determining what needs to be changed. Once the evaluation phase is complete the process begins anew.

Approach

The long-range goal of Departmental planning is to have the "program drive the budget." At present, the budget is approved as a block and program managers divide the budget to see what can be funded which, in a very real sense, allows the budget to drive the program. Utilizing the Comprehensive Management System process and teams as described herein, our goal is to develop a plan that shows what ought to be done, develop projects to accomplish that work, and propose a budget to get the work done.

How we approach the planning cycle is of vital importance to the future of the Department. The Department's roles have changed dramatically in the past 20 years. Even greater changes are anticipated during the next 20 years. We have evolved into an organization with a wide variety of environmental responsibilities that are interrelated and demand a more comprehensive approach. CMS institutionalizes the ability to respond to change and embrace a variety of issues and concerns simultaneously through an annual cycle of implementation, evaluation, and adaptation.

To make this happen will require a concentrated effort to move from a reactive to a proactive mode, a change in how workloads are assigned and monitored, and a change in the way the Department communicates, both internally and externally. It will also require that we set achievable goals with an emphasis on wildlife communities. To be successful stewards of California's fish, wildlife, and plant resources, we must embrace these changes.

Teams

The full, ongoing implementation of CMS will probably make use of functioning teams within the Department. Those teams are envisioned as follows:

Executive Team

The executive team determines annually which strategic goals to pursue; it also reviews and approves the annual Department operational plan and any revisions to the strategic plan. It is made up of members of the Directorate.

Management Team

The Management Team recommends to the Executive Team the Department strategic plan, annual strategic goals to emphasize, and the annual operational plan. This team brings a Department-wide perspective to the planning and management system; it is where differences are resolved. This team is composed primarily of Regional Managers and Division Chiefs.

Division Teams

Division teams will provide coordination and technical expertise on statewide issues. They: 1) provide the directorate with advice and support on programmatic issues; 2) develop and oversee statewide policies, goals, plans, and objectives; 3) identify important statewide needs and issues and make recommendations for change; 4) convene and facilitate some project teams; 5) facilitate the flow of products and information from other teams; 6) assist all other teams by providing key technical expertise, applied research, study and sampling design and standardized methodologies, design of information systems and computer applications; 7) form partnerships with other public agencies and private interests, the scientific community, and the general public; and 8) develop and review statewide legislation and regulations.

Division teams include all employees of a division, except those who work outside of the division headquarters and are on area teams.

Administration Teams

Administration teams provide support for implementation of the Department's strategic and organizational plans. Each office and branch within administration has a team which develops an annual operational plan, meets as necessary to coordinate administrative programs, and makes recommendations for improving services.

Regional Teams

Regional teams will coordinate efforts among the area teams, review and compile area plans into region plans, and recommend prioritized region plans to the Management Team.

The regional team provides planning and coordination to ensure that all projects within areas meet the needs of the entire region.

Area Teams

Area team members are all the employees who work within area boundaries or who have some of their workload within (or adjacent in the case of marine positions) the boundaries. There are now four to seven area teams in each of the existing regions.

Most of the time area team members of various functional specialties (e.g., fisheries, wildlife, plant ecology, law enforcement, etc.) would probably continue to work within their specialties. Projects requiring cross-functional representation are expected to occur; however, assembling all the members of an area team to work together briefly on a specific issue or task would probably occur only on rare occasions.

Area teams will facilitate better communication within the Department and with our customers in local government and the general public. They should establish a personal point of contact for service issues. They can foster partnerships by developing better working relationships with local land use planning agencies, and they are intended to allow issue resolution at the earliest stage and at the lowest possible level.

Area teams identify important local needs, assist in projects to develop watershed or landscape conservation plans, and then help implement them. They contribute to regional and statewide conservation goals, providing the Department's primary on-the-ground implementation.

Project Teams

Project teams are temporary teams, designed to work across functional, organizational, or geographic boundaries on specific issues. They: 1) are sized and prescribed for a specific period of time to produce a specific product; 2) operate at the state, regional, or area level, including members of other agencies and the public as necessary or appropriate; 3) provide expertise on certain species/habitats, programs, or project types; 4) compile and analyze issue-specific information; 5) recommend priorities and policy changes to resolve issues; or 6) develop conservation plans.

Like area teams, project teams will build partnerships with other agencies and the public. They will also ensure Department accountability across the organization and break down "turf" problems that can develop geographically. They facilitate ecosystem planning by their design. They can respond to our customers concerning complex problems over large areas and multiple jurisdictions.

Responsibility

Many of our strategic goals identify work we are already doing; others give our work new emphasis. Two new emphases are to improve communications and to focus on service to all of our customers. Another new emphasis is to be more consistent in our actions, such as in how we implement laws, regulations, and policies, and in the conservation guidelines we recommend. We are committed to meeting these challenges in all that we do throughout the Department.

Our collective challenge is to pursue our vision with as much honesty, courage, and intensity as we can generate. How successful we are in meeting this challenge will require a commitment of the Department's leadership, but ultimately it is each employee's responsibility.



The Department of Fish and Game

The 1990's and Beyond

A VISION FOR THE FUTURE

*The Department of Fish and Game
Its Mission, Values, and Goals
To Meet the Challenge of the Future*



State of California
The Resources Agency
Department of Fish and Game
January 28, 1993

The Department of Fish and Game
Administrative Report No. 93-1
1993

OUR VISION

We seek to create a Department of Fish and Game that:

... acts to anticipate the future.

... approaches management of our wildlife resources on an ecosystem basis.

... bases its resource management decisions on sound biological information and a clear understanding of the desires of the public.

... is based on teamwork and on open and honest internal communication.

... empowers its employees to make most of the "how" decisions.

... is committed to extensive external communication and education programs.

... creates and promotes partnerships; coalitions of agencies, groups, or individuals; and any other collaborative efforts to meet the needs and management of wildlife resources.

The Department of Fish and Game

The 1990's and Beyond

A VISION FOR THE FUTURE

State of California
Pete Wilson, Governor

The Resources Agency
Douglas P. Wheeler, Secretary

The Department of Fish and Game
Boyd Gibbons, Director

January 28, 1993

The Department of Fish and Game
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THE DEPARTMENT OF FISH AND GAME

THE 1990's AND BEYOND

A VISION FOR THE FUTURE

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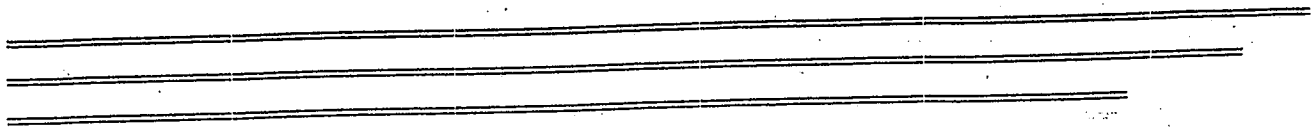
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A VISION FOR THE FUTURE



DIRECTOR'S FOREWORD

A state rich in wildlife is a state rich indeed. Yet as ecologically diverse as California is, its population growth and demands on habitat continue to challenge the ingenuity of this Department in finding ways to protect wildlife.

In response to this challenge, the Department took a fresh look at the direction and management of its people and programs. Our Vision for the Future is but a first step in determining where we are going, deciding how we will get there, and measuring how well we do. Our continuing process of planning, acting, and measuring results will demand participation from all our constituents throughout California, from the public sector and the private sector.

This vision embraces our traditional mission related to hunting and fishing--for which many Californians, myself included, have a deep and abiding passion--within the broader values of wildlife conservation. We are committed to fulfilling this mission by providing the highest quality of service.

The challenge now is to change in ways that make us a better team and enlist all Californians in a stewardship of wildlife that enriches all our lives.

Boyd Gibbons, Director
January 28, 1993

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A VISION FOR THE FUTURE

EXECUTIVE SUMMARY

In October 1990, an Organization Committee composed of nine managers within the Department of Fish and Game began the process of developing and articulating the future direction of the Department.

Major Conclusion

The major conclusion of the Organization Committee is:

The Department needs a more effective system for anticipating and responding to change and carrying out its mission.

The Committee's consensus was that the Department has been reacting instead of acting. The Department lacked an effective and systematic method of anticipating change or for reworking programs and budgets as priorities change.

Major Recommendation

To remedy this, the Committee recommends:

The Department adopt a comprehensive, formal planning system to include both strategic (long-range) planning and operational (short-range) planning.

A strategic planning process will allow the Department to look to the future, anticipate needs, and plan for meeting those needs. An operational planning process will allow employees to participate in setting work plans, and will allow management to determine if plans are being met. Both strategic and operational planning are essentially priority setting and communication devices. A comprehensive planning system will allow the Department to match resources to planned programs, and to set the priorities that determine what gets done and what does not get done.

First Steps

As first steps toward realizing this commitment to change, the Organization Committee proposes a Vision Statement, a Mission

THE DEPARTMENT OF FISH AND GAME - THE 1990's and BEYOND

Statement, and a set of Department Values. These are the cornerstones upon which the Department of the 1990's will be built.

VISION STATEMENT

We seek to create a Department of Fish and Game that:

... acts to anticipate the future. In order to be effective stewards of the state's diverse wildlife resources, we must put in place a system to set priorities, manage conflict, and deal with change.

... approaches management of our wildlife resources on an ecosystem basis. Intrinsic and ecological values of these resources are of primary importance, but healthy resource populations to meet human needs are also necessary.

... bases its resource management decisions on sound biological information and a clear understanding of the desires of the public. We must ensure that allocation of these resources is supported by sound information, research, and publicly supported policies and processes:

... is based on teamwork and on open and honest internal communication. Only in this kind of working environment can we have mutual respect, understanding, and a sense of pulling together to meet established goals.

... empowers its employees to make the most of the "how" decisions. Goals and objectives will state the "what," but our employees are in the best position to determine "how" best to do their jobs. The Department is responsible for providing the support necessary to get the job done, and the individual employee is responsible to perform it in the most professional manner possible.

... is committed to extensive external communication and education programs. Public awareness of the environment begins with preschool children; we must reach these children now and throughout their formal education. We must also be a more responsive source of information on fish, wildlife, and plants to the general public. Finally, we must improve our communications with our historical constituencies and with those individuals or groups that are less likely to embrace traditional resource values.

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VISION STATEMENT (Continued)

... creates and promotes partnerships; coalitions of agencies, groups, or individuals; and any other collaborative efforts to meet needs and manage wildlife resources. As our vision of the Department does not require a major increase in the size of our workforce, we must work hand in hand with other organizations and individuals who are willing to share the load.

MISSION STATEMENT

The mission of the Department of Fish and Game is to manage California's diverse fish, wildlife, and plant resources, and the habitats upon which they depend, for their ecological values and for their use and enjoyment by the public.

DEPARTMENT VALUES

The Department of Fish and Game believes that:

Wildlife resources are vital to human existence, and are an essential element and provide an index to the quality of life and the health of our environment.

We hold the state's living natural resources in trust for the public, will always treat the public with courtesy and respect, and will perform the public's business in an honest and forthright manner.

We should develop interdisciplinary teams to deal effectively with the intricate inter-relationships of wildlife resources.

Careful planning allows the Department to deal with basic problems rather than symptoms, so that program needs shape the Department's budget priorities, and not vice-versa.

To ensure appropriate use of employees and funds in understanding and setting priorities, we must work closely with the public, both individuals and organizations.

New programs should be adequately funded from appropriate sources.

To assure credibility at all levels and maintain internal harmony and mutual respect, we should strive for the consistent application of policies and procedures.

THE DEPARTMENT OF FISH AND GAME - THE 1990's and BEYOND

DEPARTMENT VALUES (Continued)

To manage wildlife we have to know what shape they are in, and this requires using the best research for making decisions.

All resource management decisions should be based on sound biological information. While other considerations affect decisions, they should be secondary to the needs of the resource.

As our mission can be accomplished only with the acceptance and support of the public and our employees, we must be prepared to explain all sides of an issue.

Our dedicated and experienced employees are our number one asset. They need the necessary authority, tools, and support to do their jobs effectively. This involves adequate training, equipment, and budgets.

We must recruit the most qualified employees and foster professionalism at all levels.

The happiness and satisfaction of all employees depends on how well management listens to and involves them in making decisions and solving problems.

Our employees have limits. They should have reasonable workloads and deadlines.

We make sounder decisions on behalf of wildlife by fostering an atmosphere of excellence in our work, even though this may result in fewer things getting done.

All personnel must be open to change and be willing to try new ideas.

Being creative means taking risks and learning from our mistakes.

We will be more effective if information flows freely, team work is encouraged, and outstanding work is recognized and rewarded.

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The Planning Process

The Organization Committee felt very strongly that any organizational changes should come only after a thorough review and affirmation of the Vision, Mission, and Values, and after the planning process had outlined what the Department would be doing in the 1990's and beyond.

Two teams, the Strategic Planning Team and the Vision Implementation Team have begun the planning process.

The Strategic Planning Team

Building upon the Vision Statement, Mission Statement, and Department Values, the Strategic Planning Team drafted Departmental Issues and Strategies, a major component of the Strategic Plan. It identifies the issues facing the Department in the next decade and the strategies which the Department can use to resolve those issues.

Vision Implementation Team

The Vision Implementation Team published a report which outlines the support services which will be needed by the Department over the next decade to make the Vision Statement a reality.

Other Conclusions and Recommendations

The Vision Document makes recommendations for action in seven subject areas.

I. COMPREHENSIVE MANAGEMENT SYSTEM

Major Recommendation

The Department should implement a comprehensive management system to develop strategic and operational planning so that the Department can anticipate the needs of wildlife resources and those who enjoy them.

II. FUNDING

Major Recommendation

Establish a task force to examine all spending priorities, funding alternatives, and needs as related to strategic

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plans for the Department. Although progress has already been made in this endeavor, it must be formalized and pursued.

III. INTERNAL COMMUNICATION

Major Recommendation

The Department conduct an audit of internal communication that examines problems and recommends solutions. Communication processes to be examined should include verbal problems as well as written ones; and those involving chain of command, newsletters, etc.

IV. EXTERNAL COMMUNICATION

Major Recommendation

The Department should develop a communication plan. This may require an audit by a qualified consultant. We need to identify public support groups and assess problems and appropriate solutions for more effectively communicating with a wide range of public groups. This may necessitate re-organizing the Department's public affairs/conservation education staff.

V. STEWARDSHIP

Major Recommendations

1. With continuing public participation, develop and implement plans for threatened and endangered species, and land and aquatic management plans. These plans should be developed on a drainage or ecosystem basis wherever possible. Establish statewide priorities on each, so that management actions can be carried out efficiently and effectively. An interdisciplinary team approach should be used in developing the plans and setting action priorities.
2. Based on priorities, develop a plan and continue an aggressive land and water management and acquisition policy to protect the state's important wildlife resources.
3. Establish and appropriately fund a comprehensive program of resource assessment based upon statewide priorities.

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4. Expand coordination and cooperation with the public (particularly volunteer groups) and federal and state agencies. The job of wildlife stewardship cannot be accomplished alone, and many individuals, organizations, and agencies are willing to cooperate with landowners who have valuable resources on their property.

VI. TRAINING

Major Recommendations

1. Implement the Field Training Biologist (FTB) Program. The FTB Program is patterned after the highly successful Field Training Officer (FTO) Program. Planning and design are completed and the program only awaits implementation.
2. Make a concerted effort to train future supervisory and managerial candidates. Too often, functional supervisors and managers simply learn on the job, rather than being trained with specific skills as they climb the organizational ladder. The core and priority training program already in place should be expanded to emphasize developing supervisory and managerial skills, especially communication skills. The responsive management training program, (for example) could be available to more employees.
3. Improve cross functional awareness. Keeping in mind existing funding constraints, this can be accomplished in two ways. First, cross functional training sessions which have been extremely useful should be given a higher priority. A second way is through Training and Development assignments. While difficult to implement widely throughout the Department because of moving expenses, it could be implemented intra-regionally or at headquarters at very little cost.
4. Revitalize the Department's training committee, which has been inactive since the implementation of the core and priority training program. The committee membership is still in place and could implement other recommendations.

VII. ORGANIZATIONAL CRITERIA

Major Recommendations

The Department's organizational structure should be based on the following criteria:

THE DEPARTMENT OF FISH AND GAME - THE 1990's and BEYOND

1. A clear definition of the role, responsibility, and function of each element of the organization.
2. The ability to develop and consistently implement strategic and operational planning at all levels of the organization. This means providing personnel with the necessary support and time to finish their work.
3. Clear and consistently applied policies with employees at all levels held accountable to goals, budgets, and operational plans.
4. The use of self-directed and interdisciplinary teams which more equitably allocate the workload; make decisions at the lowest practical organizational level.
5. Insist that all elements of the Department talk to one another and our various constituencies.
6. The staff should be kept informed in an environment of openness, teamwork, creativity, and innovation.
7. Eliminating duplication of effort; improving efficiency; adjusting the allocation of funding and staff; linking operational plans to strategic plans.

NINE CHAPTERS

This report contains nine chapters. The first six chapters explain where the Department is today and how it got there.

The seventh chapter, Our Vision, conveys a picture of where the Department should be by the end of the 1990's.

The eighth chapter, Issues, Conclusions and Recommendations, discusses items which the Department can act immediately upon to streamline operations and achieve the Department's Vision and Values.

The last chapter, The Process Begins, describes how the Department will carry out its vision of the future.

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The Department of Fish and Game, The 1990's and Beyond

A VISION FOR THE FUTURE

INTRODUCTION

The California Department of Fish and Game has launched a major review of its mission. This review examines the constituencies it serves and what it needs to accomplish its responsibilities.

Broad mandates assigned the Department, the level of its current funding and California's rapid social and economic changes make this review necessary.

This is the first of a series of planned documents on the Department's vision for the management and protection of fish, wildlife, and plants into the 21st Century.

The Organization Committee

In October 1990, an Organization Committee was formed to examine the Department's organizational structure. Consisting of 14 upper level managers, the committee was directed to draft a report envisioning the Department's role in California's future.

A 12 member advisory committee of Department employees was also formed to provide ideas and suggestions to the Organization Committee. Names and titles of the Organization Committee and Advisory Committee are found in Appendices A and B.

Framework for the Future

The Organization Committee concluded that the Department must be structured to its mission, values and goals. However, before a comprehensive organizational structure could be recommended, the Department needed to write a mission statement reflective of its values and goals.

The Organization Committee also recognized the need to seek employee participation and comment as the Department's vision was being developed.

Methodology

The Organization Committee met 11 times in October through December, 1990. The committee secured a consultant to act as a meeting facilitator to make the most of limited time. In early December the Advisory Committee heard these ideas and suggestions, which were discussed with the Committee during a joint meeting the following day. Various members of the Organization Committee encouraged suggestions from employees not on the Advisory Committee. A draft document was completed on January 9, 1991.

Despite the urgency to proceed with the planning process, the Organization Committee decided first to hear the Department's employees reaction to a draft Vision Document and their suggestions to make it better. Therefore, more than 40 employee meetings were held between February and April, 1991, at which at least one member of the Organization Committee attended.

Written comments were solicited from Department employees and interested individuals and groups. Drafts of the document were discussed at meetings of the Department's Management Team and their comments are also reflected in the final version.

The Organization Committee put all comments in categories and spent considerable time analyzing and discussing them. In one form or another, the most pertinent comments were incorporated into the final Vision Document. This included the Mission Statement, which was reviewed by a large number of interested parties. The comments of Department employees were remarkably similar to those of groups outside the Department.

Consensus

Although consensus is never easy, the Organization Committee and Advisory Committee built consensus into all meetings and discussions so that nothing was included in the draft document without support from all members. If there was disagreement, the item was discussed and modified until a consensus was reached. The conclusions and recommendations are more than just a majority viewpoint. They are powerful statements that all the members of the Organization Committee, representing diverse programs and opinions, are united in their basic vision for the Department's future.

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THE DEPARTMENT OF FISH AND GAME -- THE 1990's and BEYOND

The Department's Director and Management Team have adopted this Vision Document, and it is now, by consensus, the vision for the entire Department.

The Document

The body of this report contains nine chapters.

The first six chapters explain where the Department is today and how it got there.

The seventh chapter, Our Vision, conveys a picture of where the Department would like to be by the end of the 1990's.

The eighth chapter, Issues, Conclusions, and Recommendations contains a discussion of items on which the Department can act immediately to streamline operations and make more effective the Department's Vision and Values.

The last chapter, The Process Begins, describes the process set in motion to achieve its vision of the future.

Definitions

Some of the words and phrases used in this report have special meanings.

Wildlife - Whenever this word is used alone in a general sense, it is meant to include all plants and animals, aquatic and terrestrial.

Conservation - The wise use of wildlife resources.

Enhancement - Actions which increase (although occasionally a decrease is desirable) the numbers of a species or change habitat to encourage such an increase.

Preservation - The maintenance of existing conditions in the wild to ensure wildlife survival in perpetuity.

Recreational Use - All the lawful ways in which the people enjoy wildlife resources.

Commercial Use - The lawful taking of wildlife resources for a profit, such as commercial fishing, trapping, etc.

The Department's Mission, Historical

In 1879, Commissioners for Fisheries of the State of California took the first step toward protection of wildlife by compelling owners of dams to permit free passage of fish to their spawning beds. That action was followed in 1895 by the first regulations requiring protection of game.

From that small start, California has developed a sophisticated system for the cultivation, protection, and enhancement of the state's fish, wildlife, and plants.

In 1966, the Department issued a fish and wildlife plan, which laid out the Department's general duties as follows:

1. To maintain and enhance the fish and wildlife of the state and the habitat upon which they depend.
2. To achieve and encourage the optimum beneficial uses of these fish and wildlife resources, recognizing recreational, commercial, scientific, and educational uses.
3. To recognize that fish and wildlife have great value, some of which is not measured in economic terms.
4. To give priority to recreational uses where a species or species-group under state jurisdiction is incapable of supporting both the reasonable requirements of the sport fishery and the existing or potential commercial harvest. Where the optimum sustainable harvest of a species or species-group is insufficient to support both the recreational and commercial demands, first priority should be given to satisfying the reasonable and legitimate demands of the recreational fishery; the commercial fishery should be encouraged to use any harvestable surplus remaining after the recreational demand is satisfied.
5. To encourage the growth of local commercial fisheries, consistent with other uses and resources to foster the full use of unused living resources, and to encourage the development of distant water and overseas fishery enterprises.

THE DEPARTMENT OF FISH AND GAME -- THE 1990's and BEYOND

6. To manage, on the basis of adequate scientific information, the fisheries under the state's jurisdiction, and to participate in the management of other fisheries in which California fishermen are engaged, to maximize the sustained harvest and promote economic efficiency.

Formal Mission Statement, 1982,

It wasn't until 1982, however, that the Department in the Director's Report to the Fish and Game Commission first clearly stated its mission.

"Broadly speaking the mission of the Department of Fish and Game is to ensure that fish and wildlife are preserved to be used and enjoyed by the people of the State, now and in the future."

The Department's Mission, 1988

This was followed in 1988 by a more expansive mission statement:

"The mission of the Department of Fish and Game is to ensure that fish and wildlife are preserved for use and enjoyment by the people of this State, now and in the future. This requires the maintenance of all species of fish and wildlife for their ecological value as well as their benefits to the public. Species maintenance is an integral part of fish and wildlife conservation and is essential to providing human environmental necessities."

The Department of Fish and Game Operations
Manual, Sec. 100, 1988

Although this Mission Statement is found in the Department Operations Manual, it is little known within or outside the Department, and is seldom referred to in official documents, plans, or decisions.

A mission statement should look to the future. It should be distinctive, yet broad; inspirational, yet realistic. It should help shape decisions; define how the organization should do its job; and be memorable.

THE DEPARTMENT OF FISH AND GAME -- THE 1990's and BEYOND

Legislative Mandates

The foundation for the Department's mission statement is contained in policies articulated by the Legislature over the years 1968 to 1981.

Statute Year	Chapter Title	Fish & Game Code Sections
1968	Fish & Game Management	1580, 1584

The Legislature declared that it is state policy to protect threatened or endangered native plants, wildlife, or aquatic organisms or specialized habitat types, both terrestrial and aquatic, for future use of mankind by establishing ecological reserves. These areas are to be preserved in a natural condition for the benefit of the general public to observe native flora and fauna and for scientific study.

1970 Conservation of Aquatic Resources 1700

It is a state policy to encourage the conservation, maintenance, and utilization of the living resources of the ocean and other waters for the benefit of all the state's citizens and to promote the development of local and distant-water fisheries based in California. Six objectives are delineated for carrying out this policy.

1974 Native Species Conservation and Enhancement 1755

It is state policy to maintain sufficient populations of all species of wildlife and native plants and the habitat necessary to ensure their continued existence at optimum levels so that the state's citizens may beneficially use and enjoy them, and that this will be done for the intrinsic and ecological values of said wildlife and plants as well as for any direct benefits they provide. Aesthetic, educational and nonappropriative uses are to be provided for as well.

1974 Conservation of Wildlife Resources 1801

It is the policy of the state to encourage the conservation and maintenance of birds, mammals and reptiles (wildlife) with all the objectives described in Section 1755. In addition, it is a policy objective to maintain diversified recreational uses of wildlife, including sport hunting, and recognize that wildlife is a renewable resource that can

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provide for economic contributions which can accrue through regulated management. Economic losses or health or safety problems created by wildlife shall be alleviated consistent with the objectives of Section 1755. This policy does not provide any power to regulate resources except as specifically provided by the Legislature.

1976 Fish & Wildlife Protection and Conservation 1600

The Legislature declares that fish and wildlife resources protection and conservation are of the utmost public interest. This is so because they are the property of the people, and provide a major contribution to the state's economy and a significant part of the people's food supply.

1977 Native Plant Protection 1900

The Legislature intends to preserve, protect and enhance endangered or rare native plants of this state and finds that many are endangered because their habitats are threatened with destruction, drastic modification or severe curtailment. This section does not authorize regulation of agricultural practices and limits the Department to salvaging plants, in specific time periods, on areas where known land use changes will occur.

1981 Significant Natural Areas 1930, 1931, 1932

The Legislature found that areas in the state containing diverse ecological characteristics are vital to the health and well being of natural resources and of its citizens. Further, that many habitats and ecosystems constituting the state's natural diversity are in danger of being lost and that there is little incentive for landowners to maintain such areas and efforts to preserve them are fragmented. The Department shall record where significant natural areas are, share that information, and seek to maintain and perpetuate them in the most feasible manner.

The Department's Goals

While an organization's mission statement should not necessarily change each decade, much less each year, its goals should interpret that mission in one to three-year blocks. In order to be effective, a goal should (1) identify administrative or programmatic emphasis for a specific time and (2) express the results desired.

THE DEPARTMENT OF FISH AND GAME -- THE 1990's and BEYOND

In January 1988, the Department's management gathered to plan for the future. This effort resulted in the formulation of five strategic goals.

GOAL I. Begin addressing fish and wildlife habitat needs for now and the future, especially key habitat threatened by California's population growth.

GOAL II. Increase the awareness among our external and internal publics of the Department's responsibilities and importance of fish and wildlife to the state while identifying and educating our specific constituencies.

GOAL III. Continue the development of a stable funding base to help ensure adequate resources are available for the enhancement and protection of all fish and wildlife.

GOAL IV. Develop an aggressive training program to ensure that Department personnel are prepared to address the challenges of the future.

GOAL V. Ensure that Department programs in areas of personnel, recruitment and retention reflect societal changes and meet state equal employment opportunity targets.

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THE DEPARTMENT OF FISH AND GAME -- THE 1990's and BEYOND

CHAPTER 2 IMPACTS ON WILDLIFE AND THEIR HABITATS

"...a land ethic changes the role of homo sapiens from conqueror of the land community to plain member and citizen of it. It implies respect for his fellow members, and also respect for the community as such."

Aldo Leopold, 1949

Wildlife today is most threatened by the loss or degradation of habitat.

Habitat is the environmental setting in which an animal or plant lives, grows, and reproduces. Healthy habitat is vital for the survival of wildlife populations.

Habitat loss and modification have caused many species of plants and animals in California to be listed as threatened or endangered. At least 15 percent (15,400,000 acres) of California's lands and wet areas have been modified to the extent that few values remain for wildlife.

California will continue to be intensively developed. A desirable climate, an increasing human population, advanced technology, and a healthy economy will combine to generate greater demands to modify California's lands and waters. These changes may adversely affect wildlife and their habitat.

Natural conditions such as ocean currents, drought, flooding, lightning-caused fire, strong winds, predation and diseases also affect fish and wildlife resources. Some events are to the advantage of one species while to the disadvantage of another.

The following are most responsible for affecting wildlife and its habitat.

Agriculture

Much of the broad expanses of marshlands, riparian forests and grasslands which characterized many of California's valleys and flood plains have been converted to agriculture or other uses. This has reduced both the natural diversity and amount of wildlife.

Some traditional agricultural practices reduced or degraded habitat and wildlife. Modern attitudes and practices now encourage land use principles that accommodate the needs of the farmer, habitat, and wildlife.

Development

Historically, the areas which supported the greatest diversity and abundance of wildlife resources were the first to be settled. While urban developments today occupy less than five per cent of the state's land area, their impact on wildlife resources is proportionately much greater. Most wildlife species are displaced by development, although some, including songbirds, migrate into and adapt to urban conditions.

The movement of large numbers of people into rural areas is expected to have a significant future impact on wildlife. Six of the 14 Sierra foothill counties are among the top 10 growth counties in the state.

Timber Management and Harvest

The demand for forest products has accelerated logging on California's 16 million acres of timberland. Practices that speed establishment of a new stand, accelerate tree growth, and shorten the rotation period, may improve timber production but reduce the diversity of plant species, and, thus, wildlife habitat.

Logging roads and site preparation, if not done properly, cause soil erosion and siltation of fish habitat.

Replacing the natural mixed forest with single species timber farms reduces diversity and the value of the land as wildlife habitat.

If considerations for wildlife are made an active part of logging plans, habitat can be protected and in some circumstances even improved for wildlife.

Water Development and Management

The construction of dams and the diversion of water to other areas has had an immense impact on wildlife. Reservoirs behind dams destroy the natural habitat for some species but may provide better habitat for other species. Dams have largely eliminated downstream seasonal wetlands and the seasonal flooding that replenishes gravel spawning beds. Estuaries also suffer from salt water intrusion.

By pumping water out of the South Delta, the state and federal water projects have altered the hydraulics of the estuary and

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THE DEPARTMENT OF FISH AND GAME -- THE 1990's and BEYOND

Contributed to the decline of many estuarine dependent species. Water diverted from the north to the Central Valley and Southern California has made possible large scale development and agriculture in arid country, but at a cost to wildlife, especially anadromous fish cut off from their spawning grounds and dependent on flows in the rivers. In many areas desert habitat and wildlife have largely been replaced by irrigation and "urban wildlife".

Water conservation practices, such as rip-rapping, necessitated by greater demand for a limited supply and increasing prices for water, reduce wildlife values by eliminating wetland habitat.

Water development, however, can improve conditions for wildlife. Reservoir releases that increase the naturally low summer and fall stream flows can increase habitat for trout and other fishes, and cause riparian vegetation to flourish. And there has been a tenfold increase in the amount of lake/reservoir habitat in California.

Flood Control

Unfortunately, flood control often brings development to land, and thus habitat, that has been floodproofed.

Dams and realigned streams destroy riparian habitat as do canals and levees which must be cleared periodically of vegetation.

Acid Rain

Aquatic life, especially the smallest plants and animals, is the environment most vulnerable to acid rain and the first to show damage. When the bottom of the food chain disappears, the rest of the food chain slowly starves.

Until recently, California had no acid rain problem because of the coast and its air quality standards. However, California Air Resources Board studies in Northern and Southern California found rainfall from 10 to 500 times more acidic than unpolluted rain. Lakes in the Sierra Nevada are particularly vulnerable to acid rain. Several Sierra lakes show a slight but steady increase in acidity over the past 25 years.

Mining

Surface mining at least temporarily strips the area of wildlife habitat and may permanently eliminate native plants. Placer

mining, particularly, requires a large amount of water and can send silts and contaminants into the stream.

Well designed mitigation plans for sand and gravel operations can offset some of the negative impacts on streambed configuration and gravel recruitment and can create additional wetland wildlife habitat.

Introduced Species

The introduction of foreign plants and animals to California has been a blessing and a curse. More than 1,000 species of plants have been brought into California in the past 200 years. Many of these out-compete native plants for space and nutrients.

Exotic fish species have seriously depleted many native fish species. However, we wouldn't have striped bass and shad fishing had they not been imported here.

Collisions

Automobiles and trains kill a variety of wildlife in California. Losses increase as country roads gradually grow into freeways. Between 15,000 and 20,000 deer are estimated to be killed annually by automobiles. Fences, power lines, and canals can also significantly affect wildlife.

Toxicants and Contaminants

California applies huge volumes of chemicals to the land, many of them potentially hazardous to fish and wildlife if not applied properly.

Oil and other hazardous materials, pollution, particularly spills into the water, usually kill wildlife.

Altered Competition

Removing one species can permit a competitive species to dominate. For example, removal of only largemouth black bass from a lake also containing bluegill often allows the bluegill to overpopulate, eventually reducing the bass reproduction. Reducing coyote numbers can allow bobcats to increase. Conversely the termination of coyote control and resultant increase in coyotes has depressed bobcat numbers.

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Disease

Fish, birds and mammals are susceptible to a variety of diseases. Some diseases are controllable if discovered early and properly managed. Severe disease outbreaks have been responsible for losses of hundreds of thousands of waterfowl. When stressed by poor environmental conditions, many mammals, such as deer and bighorn sheep, are particularly susceptible to deadly diseases. Wild animals may contract some diseases from domestic animals. Fish diseases in private aquaculture facilities or government hatcheries can result in severe losses.

Natural Catastrophes

Most natural catastrophes such as wildfires, floods, droughts and high surf are detrimental to wildlife and habitat; some are beneficial. Fires in old growth timber are harmful to wildlife species found there, but advantageous to species favoring the new growth that follows a fire. Wildfires in large stands of decadent brush usually improves wildlife habitat as the brush regenerates and provides food and cover.

Prolonged surf dislodges various nearshore invertebrates either directly by wave force or from rolling boulders that disrupt the substrate. In 1983, following prolonged high surf, abalone and sea urchins were reported to "litter the beaches" between Westport Landing and Elk, Mendocino County.

Poaching

Hunting and fishing regulations are established to allow a controlled take of wildlife and yet maintain self-sustaining populations. The illegal take of wildlife is a serious threat to some species, particularly those threatened or endangered. Commercial poaching usually shrinks the animal population in any given area. Poaching of some species, such as abalone and bear, can be very lucrative, but very expensive to police.

Recreational and Commercial use

Sound management of recreational and commercial fishing, and hunting can minimize consequences to fish and wildlife, and in many cases, improve populations by balancing their size where habitat is limiting. User fees help the Department to maintain and improve wildlife populations and their habitats.

CHAPTER 3 FACTORS AFFECTING THE USE OF WILDLIFE

Population

California's population has just passed the 30 million mark--nearly double the population in 1960.

The greatest absolute growth has occurred in the metropolitan areas of the state, where people are increasingly separated from the natural environment. But the highest rates of growth are in prime wildlife habitat: the Sierra foothills.

Cultural Differences

The composition of California's population is changing as well. By the year 2000, the state's population is expected to be 36 million and at least 50 percent ethnic minorities. Because much of this growth is through immigration, the Department will have to better educate the public on the values of fish and wildlife and the importance of hunting and fishing regulations.

Aging

California's population is also growing older. The implications of this trend are varied--hunters tend to drop out of the sport as they enter their 40's, but anglers continue fishing well into retirement.

Family Structure

Families today tend to be scattered and few now live on farms, ranches, and rural areas where hunting and fishing is the norm. Children now have less experience with wildlife and may think differently toward such issues. Counterbalancing this trend, for nearly 20 years, all California school children have been exposed to mandatory environmental education and these students advance into adulthood with a different awareness of the natural world than their parents.

Leisure

Today there may be less leisure time, and certainly more demands on it: computers, television, tennis, jogging and the whole range of health related activities. When those who used to fish were asked why they dropped out, nearly 60 percent said they lacked the time. The second most common reason was that good fishing places were too far from home.

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Cost

Even if there were more leisure time available, many citizens can't afford recreation. Many quit hunting and fishing because of the cost, particularly travel. Although people do complain about the rising price of fishing and hunting licenses, a study of "dropout" hunters found no correlation between rate of dropout and increases in license fees.

Lowered Expectations

Many hunters and anglers are frustrated by a diminished experience in the field or on the water, and simply lower their expectation of success. Most bag limits are lower than they used to be, the "good" places to hunt or fish are "too crowded," and private lands are increasingly posted.

There are numerous examples of crowding: congested boat launch ramps, elbow-to-elbow anglers in the tail-waters below dams, shooting over other people's decoys at public waterfowl areas. Boaters, water skiers, and white-water rafting can interfere with fishing; sport vs. commercial fishing can conflict on the ocean; and off-highway vehicles don't make for happy hikers or bird watchers.

Changes in Attitudes

The environmental movement of the 70's and 80's continues to flourish as a significant constituency of the Department. Although most who hunt and fish care deeply about the environment, and many environmentalists hunt and fish, a reflection of shifting attitudes is evident in the growing participation in nature walks, wildlife photography, bird watching, etc.

Environmental awareness has been accompanied by a major movement to set aside more public lands for outdoor recreation. Chiefly through the Wildlife Conservation Board, the State over many years, has acquired valuable wildlife habitat. An urban fishing program in the Department is just beginning and has the potential to become popular. The Department's interpretive services at ecological reserves, wildlife areas, and at fish hatcheries has expanded public appreciation of wildlife. And while regulatory programs to protect habitat can produce friction, many ranchers and farmers have cooperated with the Department to improve habitat on their lands in exchange for the benefits of hunting.

THE DEPARTMENT OF FISH AND GAME -- THE 1990's and BEYOND

The public demand for seafood has resulted in significant commercial pressure on coastal fish stocks. Regulation of these fisheries is costly to the Department and can sometimes lead to commercial and recreational competition for the same fish populations.

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CHAPTER 4 CONSTITUENTS, THE TRADITIONAL AND THE NEW

The General Public as Constituent

Wildlife of this state are the property of all the people, consequently the general public is this Department's ultimate constituency. In everything we do, we benefit the public at large. When we protect a wetland, we increase ducks for the hunter, bring shorebirds to the bird watcher, expand the "sponge" to absorb floods, and satisfy everyone who loves the beauty of marshes.

Traditional Constituents

Hunters, anglers, and the commercial seafood industry, including private aquaculture, have been the Department's historical constituencies and they continue to play a major role in the Department's activities today. They have supported the Department financially through the purchase of hunting and fishing licenses, fish landing taxes, the donation of funds, and volunteer programs.

Through the support of hunters and anglers, the Department has been able to protect and manage large areas of land which provide habitat for nongame as well as game species.

Emerging Constituents

In recent years, changing public attitudes and a changing population have created new and growing constituencies. Foremost among these constituencies are individuals and groups that promote natural area conservation and who enjoy activities such as nature photography, birding, whale watching, and animal rehabilitation.

Another growing constituency, commonly referred to as stakeholders, are those whose actions could in some way impact wildlife or its habitat.

Some of these new constituencies are recognized in AB 3158 (Chapter 1706, Statutes of 1990) which expanded the Department's definition of wildlife resource "user."

Constituents and Funding

Historically the principal support for the Department budget came from the sale of hunting and fishing licenses and fish landing

taxes. In recent years, the Department has received additional funds through environmental license plates, the State Tax Check-Off Program, the Wildlands Program, and several acts of the Legislature related to salmon and steelhead habitat restoration.

Nontraditional fund sources have been developed on an ad hoc basis, frequently in response to a crisis or emergency situation and not as a result of a long-range plan based on the Department's stated program goals.

As human development has pushed aside wildlife, the Department has seen the emphasis of its workload shift away from direct support for hunting and fishing toward activities aimed at habitat protection.

This change in emphasis has caused traditional constituencies to express concern that their interests are not being addressed proportionate to the financial support they are providing.

Advisory Committees

Funding support is not the only way constituencies influence Department activities. Advisory committees, which are growing in number and provide a sounding board for ideas and future Department directions, can exert considerable influence. However, they have not been used systematically to fulfill the Department's mission and program goals.

Constituents and funding are inseparable. Hunters and anglers who contribute to the Department budget rightfully expect to get something for their money and they tend to resent "their" money being spent to benefit other groups.

Groups which do not contribute directly to the Department's budget, but who are affected by the Department's activities, frequently find themselves at odds with the Department's budgeted priorities.

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THE DEPARTMENT OF FISH AND GAME -- THE 1990's and BEYOND

CHAPTER 5 A HISTORY OF THE DEPARTMENT

In The Beginning.....

The genesis of the Department of Fish and Game began in 1851 when the Legislature enacted a law concerning the right to take oysters and legislation on aquatic property rights.

Statutes outlawing water pollution and providing for upstream passage of fish were first codified in the Penal Code in the late 1800's.

The Board of Fish Commissioners

Wildlife management in California began formally in 1870 when the Legislature established a Board of Fish Commissioners. "to provide for the restoration and preservation" of fish in the state's waters. This was the nation's first wildlife conservation agency predating even the U.S. Commission of Fish and Fisheries.

In that same year, a state "hatching house" was established at the University of California Berkeley, and a fish ladder was built on a tributary of the Truckee River near Lake Tahoe.

The First Game Law

The first game law, enacted in 1852, for only 12 counties, protected certain species of animals, quail and waterfowl for six months of the year. The game laws were extended to the entire state in 1854. In 1861, nine years before the Board of Fish Commissioners, closed seasons for trout were established and fishing fees were first collected.

The First Wardens

In 1871, two wardens were appointed to patrol San Francisco Bay and the Lake Tahoe area. In 1878, the Fish Commission's authority was expanded to include game animals. The Commission established a Bureau of Patrol and Law Enforcement in 1883, and in 1885 it published the first compilation of California fish and game laws.

Licenses

Administration of fish and game laws was strengthened and expanded as the century ended. The first hunting licenses were issued in 1907, and money from license sales and fines deposited

THE DEPARTMENT OF FISH AND GAME -- THE 1990's and BEYOND

in a new Fish and Game Preservation Fund established by the Legislature.

The Fish and Game Commission

The name of the Board of Fish Commissioners was changed to the Fish and Game Commission in 1909, reflecting more accurately the scope of its responsibilities.

Today's complex fish and game administration dates from the early 1900's, when the Commission was given additional responsibilities. Legislative appropriations for fish and game administration were ended, and Commission activities funded by revenue from license sales and fines.

The Division of Fish and Game

In 1927, the Governor established within the Department of Natural Resources, a Division of Fish and Game to be administered by the Fish and Game Commission. A separate Fish and Game Code was enacted in 1933, replacing certain portions of the State Penal Code.

A constitutional amendment in 1940 provided for six-year staggered terms for the commissioners, with their appointments subject to Senate confirmation.

In 1945, the Pacific Marine Fisheries Compact was enacted. It provided for the formation of the Pacific Marine Fisheries Commission, involving west coast states, for the better use and management of marine shell and anadromous fish. Also that year, a constitutional amendment delegated responsibility to the Fish and Game Commission for enacting state fishing and hunting regulations.

The Wildlife Conservation Board

The Wildlife Conservation Board was established in 1947 to administer the capital acquisition and development program for conservation and recreational uses of wildlife resources.

The Department of Fish and Game

The Reorganization Act of 1951 elevated the Division of Fish and Game to Department status.

In 1952, the Department of Fish and Game's organizational

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structure was revamped, creating a line-and-staff system with five regional offices (Redding, Sacramento, San Francisco, Fresno and Los Angeles), and elevating the bureaus of Game Conservation, Inland Fisheries, Patrol and Marine Research to full branches of the Department. In 1953, Department headquarters was moved from San Francisco to Sacramento.

In 1958, a new federal law increased the scope and importance of the Department's water project activities. The Fish and Wildlife Coordination Act required full consideration of wildlife resources and coordination of federal project planning with state agencies. In 1959, the Department established the Water Projects Branch to handle impacts of water quality and land and water development on wildlife resources.

In 1961, the Department of Fish and Game became a component of the new state Resources Agency of California. The Delta Fish and Wildlife Study was established to gather data to ensure protection of wildlife in the Sacramento-San Joaquin Delta. That same year, the Davis-Dolwig Act declared that the preservation and enhancement of wildlife resources were purposes of the State Water Project and further provided for the Department's participation in the planning of the project's fish, wildlife and recreation facilities.

Statewide Master Plan

In 1966, the California Fish and Wildlife Plan, two years in the making, was completed on schedule. This was the nation's first statewide master plan for wildlife. This three volume document provided direction for the Department for the next five years and provided a basis for subsequent planning efforts.

Nongame Programs

In 1968 California and Arizona became the first state wildlife agencies to establish nongame wildlife programs.

Environmental Programs

The year 1970 marked the 100th anniversary of wildlife conservation in California. The Legislature enacted the California Endangered Species Act to protect wildlife whose survival is in jeopardy, with the Department to report biennially to the Governor and Legislature on the status of these animals.

The California Environmental Quality Act (CEQA), was also enacted

in 1970, which added further to the Department's responsibilities, requiring it to provide detailed analysis of thousands of environmental documents and to prepare extensive environmental impact reports on Department projects and programs. The Water Projects Branch was retitled the Environmental Services Branch and given additional responsibilities in environmental monitoring of both land and water projects.

Federal Laws

Changes in the state's management authority occurred in 1972 with the passage of the Federal Marine Mammals Protection Act. Under this law, the Federal Government assumed management authority for all marine mammals. A similar reduction in authority occurred in 1976, when passage of the Fisheries Management and Conservation Act established federal jurisdiction over management of fisheries resources from 3 to 200 miles offshore.

Several Federal laws have made substantial funding available to states: the Dingell-Johnson Act and its Wallop-Breaux amendment now called the Sportfish Restoration Act; the Pittman-Robertson Act; the Anadromous Fisheries Act; and the Bartlett Act-Aid to Commercial Fisheries.

Advisory Committees

A Citizens Nongame Advisory Committee was appointed in 1975 to define objectives for the Department's nongame programs, to review and recommend projects, and to suggest means of financing programs. Other advisory committees were subsequently created by the Department or through legislation.

Forest Practices

Amendments to the Forest Practices Rules in 1975 gave the Department, for the first time, a meaningful role in reviewing proposed timber harvesting operations on private lands.

Nongame Funding

In 1978 the Legislature provided for funding of nongame wildlife programs through the General Fund and sources other than the Fish and Game Preservation Fund - and established a funding advisory committee.

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The Significant Natural Areas Program was established by the Legislature in 1979 to protect the state's most significant natural areas. The Native Species Conservation and Enhancement Act requires maintaining and supporting all species of native wildlife and their habitats, and provides for general public funds to protect nongame species.

Habitat Acquisition and Enhancement

The Fish and Wildlife Enhancement Act of 1984 provided the financial means to correct severe deficiencies in wildlife habitat through a program of acquisition, enhancement, and development of habitat most in need of conservation. Fifty-five million dollars were appropriated for use by the Wildlife Conservation Board to carry out the provisions of this act. Over the years bond acts have provided funding for habitat acquisition or enhancement.

Aquaculture

An aquaculture development section was established by the Legislature in 1987 to assist private commercial hatcheries in the cultivation and production of freshwater and marine fish for commercial programs.

Natural Heritage

The Natural Heritage Division was established in 1989. Incorporated into the Division is the Significant Natural Areas Program, the Endangered Plant Program, the Natural Diversity Data Base, the Department's Lands Program, the Wildlands Program and coordination of the Department's threatened, endangered and nongame species programs.

Oil Spill Prevention and Response

In 1990, the Legislature created the Oil Spill Prevention and Response Unit in the Department. The Oil Spill Prevention and Response Unit is funded by the oil industry. The primary objectives of this program are to prevent and respond to oil spills affecting California's marine waters.

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CHAPTER 6 THE DEPARTMENT TODAY, 1991

The Department of Fish and Game is a large and complex government agency, little resembling the Board of Fish Commissioners of 120 years ago.

The Department's responsibilities today have been expanded from traditional fish and game management to include such diverse areas as oil spill controls, endangered species of both plants and animals, marine resources, management of ecological reserves, and trustee agency for the environmental review process.

In spite of this expansion, however, the Department continues to support recreational and commercial hunting and fishing.

Department Resources

The most important resource of the Department is its expert and dedicated employees. The Department currently has approximately 1,800 permanent and temporary employees. Many are scattered over the state, working out of their homes, while others are concentrated in offices or laboratories. There are 10 major offices, 20 hatcheries, 3 laboratories, 14 staffed and 64 unstaffed wildlife areas and 67 ecological reserves.

The Department owns and/or manages more than 520,000 acres of land, much of it critical wildlife habitat. The Department has 7 airplanes, 10 ocean going vessels, and a statewide radio communication system. The Department has the greatest storehouse of knowledge of wildlife resources in California.

Department Organization

The Director of the Department is appointed by the Governor. The Department has a basic line - staff organization.

Fish and Game Commission

The Fish and Game Commission is appointed by the Governor. The Commission has important policy and regulatory responsibilities but is not directly involved in the operation of the Department.

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Fish and Game Programs

The Department has nine major functions.

BAY DELTA PROJECT--Evaluates impacts of the Central Valley Project and State Water Project on wildlife and develops appropriate mitigation measures. The project also participates in the Interagency Ecological Study Program for the Sacramento - San Joaquin Estuary, a six-agency effort.

ENVIRONMENTAL SERVICES--Reviews projects and acts to ensure that wildlife resources are protected or enhanced in water or land development matters as well as other actions resulting in major land use changes. Reviews timber harvest activities, coordinates technical activities in water quality and pollution control work as it affects wildlife.

INLAND FISHERIES--Manages the inland waters of the state and recommends regulations for the protection and use of inland and anadromous fisheries resources, including amphibians, reptiles and invertebrates. Conducts a hatchery program for production and planting of numerous fish species to maintain recreational and commercial fisheries and to provide mitigation for various state and federal water projects. Reviews the potential impacts of a variety of activities on fisheries resources. Identifies and protects rare and endangered fishes, amphibians and reptiles. Restores and enhances fish habitat, especially for salmon and steelhead.

MARINE RESOURCES--Gathers information for the management and wise use of marine fisheries, both commercial and sport. Conducts extensive work to discover the extent and best uses of this great but not inexhaustible resource. Carries out a management program and recommends regulations.

NATURAL HERITAGE--Provides for the protection of the biodiversity of California by maintaining a current data base documenting significant natural areas, specific occurrences of species of special concern, and threatened or endangered fish, wildlife, and plants. Coordinates the development of species recovery plans and coordinates endangered plant conservation activities, Department land acquisition planning, and naturalist services to the public on Department lands.

WILDLIFE MANAGEMENT--Maintains a continuous survey of wildlife species, works on habitat improvement, preservation and acquisition. Reviews the potential impact of a variety of

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activities on wildlife resources. Prevents wildlife losses from pesticides and disease. Works on public land and access projects. Recommends regulations for protection and use of wildlife populations in accordance with modern wildlife management principles. Surveys and preserves threatened and endangered wildlife.

WILDLIFE PROTECTION--Enforces laws and regulations to protect fish, wildlife and habitat. This effort includes air, marine, and land patrols by uniformed officers, undercover operatives, and volunteer reserve officers. Responds to inland water pollution incidents. Inspects all types of licensed hunting clubs, facilities for housing wildlife, aquaculture facilities, fish markets, and restaurants. Provides conservation education programs for schools, community service groups, and sportsmen's expositions. Issues permits for falconry, licensed pheasant clubs, animal care facilities, scientific collection, possession of wildlife by zoos, exhibitors, and scientific and educational facilities. Manages, coordinates, and supervises the activities of over 1,200 volunteer hunter education instructors who provide training classes to over 25,000 students each year.

OIL SPILL PREVENTION AND RESPONSE--The 1990 Legislature passed SB 2040, the Oil Spill Prevention and Response Act, which formalized and provided funding for a responsibility which the Department has had for more than 100 years. The act provides for an oil spill prevention and response unit, with a resulting expansion of the Department's staff and responsibilities.

ADMINISTRATION--Provides overall direction for the Department and assists other programs in carrying out their mandates. The main functions are policy development, fiscal, budgets, personnel, public affairs/conservation education, legal affairs, engineering, data processing, audits, contracts, management planning, program evaluation, coordination of the analysis of proposed legislation, and licenses and revenues.

The Scope of The Task

California's 100 million acres represent a tremendous variety of wildlife habitat. The state includes more than 5,000 lakes, 30,000 miles of major streams and rivers, and 1,100 miles of coastline. California contains more than 1,100 species of birds and mammals, 175 species and subspecies of native fish, amphibians and reptiles, 5,000 species of native plants, and more than 275 distinct natural vegetation communities. Only about 10 per cent of the species are hunted or fished. Of the plants and

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animals, 240 species are threatened or endangered and the threats are growing as California's development escalates. The nearshore ocean contains more than 550 species of fish and several thousand species of invertebrates.

By the year 2010, the state's population is expected to exceed 37,000,000. This growth will add 41 per cent more drivers, increased traffic congestion, and a demand for 50,000 more miles of roadway. During these two decades, school populations will increase by 1.2 million and 3.3 million new homes will be needed. During the next 20 years the number of retirees will grow by 50 per cent. In addition, exports of food, natural resources, manufactured goods, and technological products from California will grow dramatically. All of these changes will increase the pressure on California's limited natural resources.

Funding

Funding for the Department grows more complex each year. For Fiscal Year 1992-93 the Department's funding was:

Fish and Game Preservation Fund	\$71,460,000
(from sale of various licenses and permits)	
California Environmental License Plate Fund	11,137,000
Federal Funds (from excise taxes on hunting, fishing and boating equipment)	26,575,000
California General Fund	3,438,000
California Wildlife Conservation Parkland Conservation Fund (Prop. 70)	3,156,000
Reimbursements (from government agencies and private organizations)	13,659,000
Cigarette and Tobacco Surtax Fund	7,010,000
Oil Spill Prevention and Administration Fund	12,193,000
Delta Flood Protection Fund	336,000
Outer Continental Shelf Land Act	5,902,000
Other	<u>1,076,000</u>
TOTAL	\$155,942,000

Source: Fiscal Year 1992-93, as of December '92, per DFG Budget Office.

The Fish and Game Preservation Fund consists of user-related fees segregated into dedicated and nondedicated funds. Dedicated funds have very specific limitations on how they may be spent, while nondedicated funds are less restricted.

Funding Trends

Recent downward trends have occurred in the number of fishing and hunting licenses. For example, fishing license sales dropped from 2,300,000 units in 1981 to 1,600,000 in 1989, a decrease of 30 per cent. Hunting license sales dropped from 500,000 units in 1981 to 375,000 units in 1989, a decrease of 25 per cent.

Because the number of fishing and hunting licenses has declined in recent years faster than the rate of increase in the license fees, since 1986 there has been an overall decrease in these revenues to the Fish and Game Preservation Fund.

Other sources of Department income include the General Fund, the California Environmental License Plate Fund, federal funds, Environmental Review fees, Cigarette and Tobacco Surtax funds, Oil Spill Prevention funds, as well as revenues from several other non-fishing or hunting related sources.

The Department's Role

The Department's role in wildlife management has changed dramatically over the years. In the beginning, the main function was law enforcement and control of predatory animals. Later, management and enhancement of game species were added. The Department continues to take an active role in producing fish and maintaining suitable habitat for recreational fishing and hunting. Since 1970, greater emphasis has been placed on protection of the environment. Mandates to the Department from the Fish and Game Commission and the Legislature have expanded Department responsibilities at a faster rate than its funding sources.

Citizens and special interest groups have lobbied for more and more of the Department's limited resources, resulting in laws providing dedicated funds to fulfill specific responsibilities.

Bond acts have provided funds to buy some very critical wildlife habitat, but no funds to operate and maintain the land once acquired.

The Department cannot meet the requests of all its constituents. As funding and efforts traditionally spent on fishing and hunting are redirected to new activities, anglers and hunters often express vehement concern.

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Through its "Common Ground for Wildlife" the Department is trying to unify the various groups with a stake in Department activities. This effort has identified four areas of concern - habitat, funding, law enforcement and outreach.

The California Wildlife Foundation was established so the Department could work with the private sector to secure funds. Previously, the Department had difficulty accepting private donations for specific purposes.

The ever increasing demands over the years on the Department's budget created such a controversy that in 1989 and 1990, the Department was reviewed by a Resources Agency Task Force, investigated by the Little Hoover Commission and reviewed by the Legislative Analyst Office. These various reviews and investigations have indicated basic problems with the level of Department funding and a concern for the Department's organization and budgetary system. Changes were suggested.

Because of this controversy and growing demands for Department services, the Department has often been in a reactive mode, fighting "brush fires," all to the detriment of maintaining its hatcheries and wildlife areas, acquisition of equipment, and its scientific research.

As the Department attempts to fulfill its role as the trustee agency for the wildlife resources of California, undoubtedly there will be additional controversy, but also additional opportunities for the Department to meet its mandate.

CHAPTER 7 OUR VISION, MISSION, AND VALUES

A vision is the context for strategic, long-term planning.

A vision must look beyond the day-to-day problems. It's neither a prediction of what we think will happen, nor a fantasy; instead, it is the answer to the question, "What is the future we prefer?"

The Department must confront the challenges of the 1990's with the organization formed around its vision. The vision should be a frame of reference by which everything is examined.

VISION STATEMENT

We seek to create a Department of Fish and Game that:

... acts to anticipate the future. In order to be effective stewards of the state's diverse wildlife resources, we must put in place a system to set priorities, manage conflict, and deal with change.

... approaches management of our wildlife resources on an ecosystem basis. Intrinsic and ecological values of these resources are of primary importance, but healthy resource populations to meet human needs are also necessary.

... bases its resource management decisions on sound biological information and a clear understanding of the desires of the public. We must ensure that allocation of these resources is supported by sound information, research, and publicly supported policies and processes.

... is based on teamwork and on open and honest internal communication. Only in this kind of working environment can we have mutual respect, understanding, and a sense of pulling together to meet established goals.

... empowers its employees to make the most of the "how" decisions. Goals and objectives will state the "what," but our employees are in the best position to determine "how" best to do their jobs. The Department is responsible for providing the support necessary to get the job done, and the individual employee is responsible to perform it in the most professional manner possible.

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VISION STATEMENT (continued)

... is committed to extensive external communication and education programs. Public awareness of the environment begins with preschool children; we must reach these children now and throughout their formal education. We must also be a more responsive source of information on fish, wildlife, and plants to the general public. Finally, we must improve our communications with our historical constituencies and with those individuals or groups that are less likely to embrace traditional resource values.

... creates and promotes partnerships; coalitions of agencies, groups, or individuals; and any other collaborative efforts to meet needs and manage wildlife resources. As our vision of the Department does not require a major increase in the size of our workforce, we must work hand in hand with other organizations and individuals who are willing to share the load.

MISSION STATEMENT

While the 1988 mission statement (see Chapter 1) reasonably described the purpose of the Department, it was somewhat lengthy and cumbersome.

The overwhelming response from Department employees and outside reviewers to the mission statement proposed in the draft Vision Document was that it was too complex - the words too flowery or bureaucratic - and that it needed to be simpler and easier to understand. Furthermore, it should stand alone and not require definitions or amplifying language. Many commenters also felt that there should be some focus on habitat in the statement.

The mission statement proposed in this document is:

The mission of the Department of Fish and Game is to manage California's diverse fish, wildlife, and plant resources, and the habitats upon which they depend, for their ecological values and for their use and enjoyment by the public.

DEPARTMENT VALUES

These values provide guidance for all Department employees, and set the tone for how the Department should operate.

The Department of Fish and Game believes that:

Wildlife resources are vital to human existence, and are an essential element and provide an index to the quality of

DEPARTMENT VALUES (continued)

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life and the health of our environment.

We hold the state's living natural resources in trust for the public, will always treat the public with courtesy and respect, and will perform the public's business in an honest and forthright manner.

We should develop interdisciplinary teams to deal effectively with the intricate inter-relationships of wildlife resources.

Careful planning allows the Department to deal with basic problems rather than symptoms, so that program needs shape the Department's budget priorities, and not vice-versa.

To ensure appropriate use of employees and funds in understanding and setting priorities, we must work closely with the public, both individuals and organizations.

New programs should be adequately funded from appropriate sources.

To assure credibility at all levels and maintain internal harmony and mutual respect, we should strive for the consistent application of policies and procedures.

To manage wildlife we have to know what shape they are in, and this requires using the best research for making decisions.

All resource management decisions should be based on sound biological information. While political or other considerations affect decisions, they should be secondary to the needs of the resource.

As our mission can be accomplished only with the acceptance and support of the public and our employees, we must be prepared to explain all sides of an issue.

Our dedicated and experienced employees are our number one asset. They need the necessary authority, tools, and support to do their jobs effectively. This involves adequate training, equipment, and budgets.

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DEPARTMENT VALUES (Continued)

We must recruit the most qualified employees and foster professionalism at all levels.

The happiness and satisfaction of all employees depends on how well management listens to and involves them in making decisions and solving problems.

Our employees have limits. They should have reasonable workloads and deadlines.

We make sounder decisions on behalf of wildlife by fostering an atmosphere of excellence in our work, even though this may result in fewer things getting done.

All personnel must be open to change and be willing to try new ideas.

Being creative means taking risks and learning from our mistakes.

We will be more effective if information flows freely, team work is encouraged, and outstanding work is recognized and rewarded.

CHAPTER 8 ISSUES, CONCLUSIONS AND RECOMMENDATIONS

This section includes issues, conclusions and recommendations for action in seven subject areas. Because this document sets the stage for the long-term vision of the Department, the specific recommendations for immediate action should be viewed only as a partial list of the potential changes that could or should be made to bring the Department into a more proactive role. The full spectrum of changes and refinement of the Department's mission, goals, and objectives should be determined through a comprehensive management process.

I. COMPREHENSIVE MANAGEMENT SYSTEM

Major Recommendation

The Department should implement a comprehensive management system to develop strategic and operational planning so that the Department can take the initiative in meeting the needs of wildlife resources and those who enjoy them.

Discussion

Perhaps the most frequently heard comment voiced by both the Advisory Committee and the Organization Committee was that employees are reacting ever-more frequently to outside forces without a clear understanding of where the Department is heading.

This first recommendation, to develop a Comprehensive Management System (CMS), is so central to the accomplishment of the mission that all of the other conclusions contained in this document are embodied in its implementation.

CMS Proposal

The Organization Committee has proposed a Comprehensive Management System for the Department. Work has already begun on implementing this system. The Director has appointed a Strategic Planning Team (SPT) and a Strategic Plan is now being created. The Vision Implementation Team (VIT) has been staffed to design systems and procedures necessary to implement CMS.

CMS Implementation

A comprehensive management system is a means of establishing program and funding priorities, and communicating internally and externally how the Department intends to meet its mission. Plans

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may also serve as criteria for measuring program performance and providing a basis for budgeting program activities. The Department can convince the public and the Legislature to support, and fund, specific program goals only by showing a systematic rationale to its funding proposals. The Comprehensive Planning System will provide that basis.

Strategic Planning

The Comprehensive Management System envisions two levels of departmental planning.

The first level is strategic planning. Strategic planning is a disciplined effort to produce fundamental decisions and actions that shape and guide what an organization is, what it does, and why it does it. Typically, strategic plans are updated every three to five years.

Basic to the functioning of any organization is the employee's and the public's understanding and support of the organization's mission, values, and goals. This is the essence of a strategic plan. It must be sensitive to public concern and opinion and provide for an organizational structure suitable to carry out the plan.

A strategic plan is a long-term tool that will require the patience and commitment of the Department's employees, management, and constituencies, as well as the Legislature, to ensure success. Certainly, we can solve many current problems with interim or short-term decisions, however, the Organization Committee heard the message that quick fixes to urgent situations will not serve the Department's long term goal nor achieve its mission.

Operational Planning

The second level of planning is annual operational planning, whereby all departmental activities are detailed to translate strategic plan objectives into action. Development of a strategic plan will prepare a foundation for operational plans that set priorities for goals, objectives, and procedures. In this way, the Department can monitor progress and provide accountability.

II. FUNDING

Major Recommendation

Establish a task force to examine all spending priorities, funding alternatives, and needs as related to strategic plans for the Department. Although progress has already been made in this endeavor, it must be formalized and pursued.

Discussion

Although adequate resources are essential to adequate performance, the Organization Committee decided that the Vision Document should concentrate on what the Department should be like, not how to fund it. The Department must articulate its mission, goals, values, and strategies, and achieve departmental consensus on its priorities, as a first step towards securing the funding necessary to attain the vision.

During the past decade the Department has experienced financial difficulties as traditional funding sources have held steady or declined, and responsibilities have increased.

The Legislature responded with AB 3158 that authorized the Department to impose new user fees to help fund its various responsibilities.

Over the years the Department has been assigned new responsibilities, which, while supporting wildlife, are not traditional hunting and fishing programs. As hunting and fishing license revenues have declined, these new responsibilities have forced the Department to seek alternative funds, such as the Environmental License Plate Fund, the Public Resources Account (P-99) and the General Fund. Our experience to date with these funds, however, is that they are also sought after by other state agencies and have not proven to be stable sources of money.

If the Department is to carry out its mission in the future, it must find more reliable sources of funding. To this end, the Department should pursue the following actions.

Other Recommendations

- 1. Establish a formal mechanism with the California Wildlife Foundation.

THE DEPARTMENT OF FISH AND GAME -- THE 1990's and BEYOND

2. Review and tap all federal funding programs potentially available to the Department, including but not limited to the expanded Sport Fish Restoration Program (wetlands) and nongame funding programs.
3. Expand funding by actively pursuing partnerships with public and private organizations.
4. Formalize and expand endowment programs.
5. Create a catalog of Department funding sources, identifying sources of funds, limitations on the uses and intended use of the funds, estimated amounts available each year, and statutory references creating each fund.

III. INTERNAL COMMUNICATION

Major Recommendation

The Department examine the problems of its internal communications - - both written and verbal, chain of command, newsletters, etc. - - and recommend solutions.

Discussion

Employees consider it highly important that they feel "in" on things. Out of 19 major issues on which the Advisory Committee focused, flow of information within the Department ranked seventh. Some of the matters the Organization Committee considered of high priority have important links with how well the Department's internal communication procedures work. The Organization Committee was particularly concerned that employees who must implement decisions be given timely explanations of how and why decisions are made. A general concern was expressed that there are points in our organization where the flow of information becomes unintentionally restricted. There was a general consensus that everyone needs to become a better listener.

The team approach to decision making, problem solving, planning, and even day-to-day tasks embodied in the organizational criteria section should help significantly to improve internal communication.

Other Recommendations

1. Reestablish the Employees Newsletter, ensuring that it contains current information, invites participation from the entire Department, and is distributed on a regular and timely basis.
2. Structure the Regional Manager/Division Chief (RM/DC) Meetings to ensure the following:
 - Reestablishment of monthly informational meetings for employees that precede the RM/DC Meeting. This can provide a forum to a wide audience for presentation of important regional, division, branch, program, or project ideas.
 - A manageable group size so that issues can be dealt with effectively.
 - A meeting environment which encourages candor and resolution of policy related issues.
 - Timely dissemination of highlights of the RM/DC Meetings to employees in the regions and divisions.
3. Consider using trained facilitators for selected Department meetings.
4. Ensure that program personnel are invited to be present and heard at meetings that lead to program decisions affecting them, and that after a decision is made, the rationale is explained to appropriate employees.
5. Encourage that Department executives and managers make more field visits to our installations.
6. Develop a formal system for submitting and receiving ideas from all levels within the Department. A good example is the system used by the Wildlife Protection Division.
7. Even before conducting the formal communication audit, begin to provide training opportunities and examine the various ways we can improve communication, such as electronic mail and training bulletins.

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IV. EXTERNAL COMMUNICATION

Major Recommendation

With the advice of professionals in the field, the Department should develop a communication plan. An audit should professionally assess communication problems and provide the Department with the most appropriate and cost-effective methods of identifying and communicating with a wide range of public groups. It should also include recommendations on organizing the Department's public affairs/conservation education staff.

Discussion

The Department recognizes that the best laid plans for conservation will little benefit wildlife unless there is support from the public. For the public to understand, care about, and support Department programs, all Department employees must effectively communicate. A technically sound wildlife program will get public support only if it is articulated in clear and simple English. Communication, of course, is a two-way street. To serve the public, the Department must listen to the public -- whether in formal meetings, small informal groups, or as individuals. And the Department must actively promote Department programs by demonstrating how they serve the public good by protecting wildlife. This means reaching out to all constituencies, and the broader public that fits no label as a constituency.

Other Recommendations

1. Continue the Common Ground for Wildlife meetings as a useful forum for various constituencies. These meetings have provided a good opportunity for people from a number of different organizations to exchange information and frank opinions, and approach consensus on some issues.
2. Structure constituency meetings to promote a two-way exchange of information.
3. Periodically distribute informative newsletters or pamphlets to the public and constituency groups.
4. Update the film or videotape library and create a library for scripted slide shows. Expand the number of conservation education programs such as Project Wild, Salmon In The

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Classroom, and naturalist-led field trips and tours.

5. Become more involved in "partnerships" or joint ventures with other agencies or with constituent groups, as a way of breaking down the "us" vs. "them" attitude.

V. STEWARDSHIP

Major Recommendations

1. With continuing public participation, develop and implement plans for threatened and endangered species, and land and aquatic management plans. These plans should be developed on a drainage or ecosystem basis wherever possible. Establish statewide priorities on each, so that management actions can be carried out efficiently and effectively. An interdisciplinary team approach should be used in developing the plans and setting action priorities.
2. Based on priorities, develop a plan and continue an aggressive land and water management and acquisition policy to protect the state's important wildlife resources.
3. Establish and appropriately fund a comprehensive program of resource assessment based upon statewide priorities.
4. Expand coordination and cooperation with the public (particularly volunteer groups) and federal and state agencies. The job of wildlife stewardship cannot be accomplished alone, and many individuals, organizations, and agencies are willing to cooperate with landowners who have valuable resources on their property.

Discussion

As reaffirmed in AB3158, the Department has a public trust responsibility and acts as a steward for the wildlife resources of California. It has become abundantly clear that the Department must become more effective in its stewardship role if it is going to be successful in protecting California's wildlife.

Successful stewardship requires protection of all of California's biological diversity through such programs as law enforcement, management of lands and wildlife, and compensation for loss of wildlife habitat.

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This can be accomplished by:

- (a) inventory of wildlife and their habitats;
- (b) analysis of current conditions and level of protection;
- (c) planning what and how actions need to be taken; and
- (d) taking action.

This process, if sufficiently funded and staffed, will provide for appropriate management and protection of wildlife.

Other Recommendations

1. Adopt effective procedures for the interim operation and maintenance of Department owned lands.
2. Provide appropriate funding and staffing to effectively participate in state and federal environmental protection processes. The Department has an important role as advisor and consultant on land and water development affecting wildlife habitat. Without proper staffing, the Department will be seen as a constraint in the process and much of California's remaining wildlife habitat will be lost by default.

VI. TRAINING

Major Recommendations

1. Implement the Field Training Biologist (FTB) Program. The FTB Program is patterned after the highly successful Field Training Officer (FTO) Program. Planning and design are completed and the program only awaits implementation.
2. Make a concerted effort to train future supervisory and managerial candidates. Too often, functional supervisors and managers simply learn on the job, rather than being trained with specific skills as they climb the organizational ladder. The core and priority training program already in place should be expanded to emphasize developing supervisory and managerial skills, especially communication skills. The responsive management training program, (for example) could be available to more employees.

3. Improve cross functional awareness. Keeping in mind existing funding constraints, this can be accomplished in two ways. First, cross functional training sessions which have been extremely useful should be given a higher priority. A second way is through Training and Development assignments. While difficult to implement widely throughout the Department because of moving expenses, it could be implemented intra-regionally or at headquarters at very little cost.
4. Revitalize the Department's training committee, which has been inactive since the implementation of the core and priority training program. The committee membership is still in place and could implement other recommendations.

Discussion

As it is fundamental to the effective operation of any organization, every effort should be made to provide timely and thorough training to Department employees.

Other Recommendations

1. Give more emphasis to career enhancement training.
2. Make a renewed effort to promote opportunities in our existing training programs.
3. Provide more support for attendance at professional conferences - in-and-out-of-state.
4. When appropriate, include elements in training classes which emphasize public service and which explain how, in relation to the course material, Department employees can best provide prompt and courteous service and convey a service attitude to the public.

VII. ORGANIZATIONAL CRITERIA

Major Recommendations

The Department's organizational structure should be based on the following criteria:

1. A clear definition of the role, responsibility, and function of each element of the organization.

THE DEPARTMENT OF FISH AND GAME -- THE 1990's and BEYOND

2. The use of self-directed and interdisciplinary work teams to develop and implement operational plans which seek to equitably allocate the workload at all levels; resolve issues and make decisions at the lowest

practical level of the organization. This means providing personnel with the necessary support and time to complete these tasks.

3. The use of clear and consistently applied policies and program evaluation mechanisms to ensure accountability at all levels related to budgets, goals, and operational plans.
4. Active communication between all elements of the Department and the public.
5. An environment of openness within which decisions are made, with emphasis on teamwork, creativity, and innovation. Emphasis should be placed on providing timely information to members of the organization affected by, or interested in, the decisions.
6. Eliminate duplication of effort; improve efficiency; make recommendations for adjusting the allocation of resources, including funding and staff; and ensure that operational plans are properly linked to strategic plans.

Discussion

In strategic planning -- that is, one that defines the mission of an agency, describes its values, and states its strategic goals -- the final step is to determine if the organization is structured effectively to carry out its responsibilities.

The Organization Committee did not complete this final step. Until the new mission statement, values, and goals were developed, accepted, and approved by the Director, it would have been premature to do so.

The Organization Committee focused its efforts on revising the Vision Document. After considering the comments received from both employees and interested groups and individuals, the Organization Committee revised the criteria proposed in the draft Vision Document for evaluating organizational structure.

THE DEPARTMENT OF FISH AND GAME -- THE 1990's and BEYOND

Some people have asked the question, "Well then, when are we going to reorganize?" There is no pat answer, but it is the consensus of the Organization Committee and the Management Team that the first priority should be to establish a comprehensive management system. This should generate ideas on organization based on what we are about and where our priorities lie.

Other Recommendation

The Director appoint a committee to suggest a name change to propose to the Legislature.

Although not related to organizational structure, the subject of changing the name of the Department continues to be raised. Many people feel that the Department's broadened responsibilities need to be reflected in a revised name.

THE DEPARTMENT OF FISH AND GAME -- THE 1990's and BEYOND

CHAPTER 9 THE PROCESS BEGINS

Changing the way a Department manages itself is neither an easy nor a short-term task. The Director has indicted his support for innovation by directing his top managers to begin the process of change.

The Department has already made its commitment clear by issuing this Vision Document, proposing a new Mission Statement, proposing a set of Departmental Values, creating a series of teams to implement the changes, setting long-term and short-term goals for those teams, and making a set of recommendations which can be acted upon to improve the Department.

THE DEPARTMENT OF FISH AND GAME

THE 1990's AND BEYOND

APPENDIX A MEMBERS OF THE ORGANIZATION COMMITTEE

Chair:

Mr. Peter Sakai, Chief, Office of Program Management and Control

Members:

Ms. Susan Cochrane, Chief, Natural Heritage Division

Mr. Banky Curtis, Regional Manager, Region 1

Mr. Tim Farley, Assistant Chief, Inland Fisheries Division

Mr. Eldridge "Red" Hunt, Chief, Wildlife Management Division

Mr. DeWayne Johnston, Chief, Wildlife Protection Division

Mr. Greg Laret, Deputy Chief, Wildlife Protection Division

Mr. Rolf Mall, Deputy Regional Manager, Region 5

Mr. Terry Mansfield, Assistant Chief, Wildlife Management Division

Mr. George Nokes, Regional Manager, Region 4

Mr. Al Petrovich, Chief, Marine Resources Division

Mr. John Schmidt, Executive Director, Wildlife Conservation Board

Mr. Fred Worthley, Regional Manager, Region 5

Technical Advisor:

Ms. Kathy Noia, Chief, Personnel Programs Branch

Staff:

Ms. Pat Oman, Chief, Management Planning Branch

Mr. Curt Sutliff, Editor

Mr. Michael Dues, Consultant

THE DEPARTMENT OF FISH AND GAME

THE 1990's AND BEYOND

APPENDIX B MEMBERS OF THE EMPLOYEE ADVISORY COMMITTEE

Members:

Mr. Ryan Broddrick, Oil Spill Prevention and Response, Deputy
Chief, Wildlife Protection ¹

Ms. Cindy Chadwick, Environmental Services Division, Associate Fishery Biologist

Mr. Patrick Coulston, Bay/Delta Division, Associate Fishery Biologist

Mr. Richard Davidson, Region 2, Fish and Wildlife Assistant I

Mr. Rich Elliott, Region 1, Regional Patrol Chief, Wildlife Protection ²

Ms. Judy Harn, Region 2, Fish and Wildlife Assistant I, Mokelumne River Fish Hatchery

Mr. Les Howard, Region 4, Wildlife Habitat Supervisor II,

Ms. Eva Kennedy, Region 5, Warden, Wildlife Protection

Ms. Karen Moreno, Administration, Staff Services Manager I, Personnel Programs Branch

Ms. Terry Palmisano, Region 3, Associate Wildlife Biologist ³

Mr. Ron Pelzman, Fish and Game Commission, Assistant Executive Secretary

Ms. Elena Tarailo-Scofield, Conservation Office, Project Wild Coordinator

Three members changed job classifications after appointment.

(1) Appointed while Captain, Region 2, Wildlife Protection

(2) Appointed while Captain, Region 1, Wildlife Protection

(3) Appointed while Wildlife Biologist

THE DEPARTMENT OF FISH AND GAME

THE 1990's AND BEYOND

APPENDIX C Related Publications and Colophon

Two reports are available documenting the Department's Organizational Development Project,
THE DEPARTMENT OF FISH AND GAME, THE 1990's and BEYOND

A VISION FOR THE FUTURE

*The Department of Fish and Game, Its Mission, Values and Goals, to Meet the
Challenge of the Future*

Prepared by the Organization Committee
Peter Sakai, Chairman

COMPREHENSIVE MANAGEMENT SYSTEM PROPOSAL

*A Comprehensive System for Stewarding Wildlife Resources, Managing
Change, and Serving the Public*

Prepared by the Organization Committee
Peter Sakai, Chairman

A limited number of these documents were printed and may be obtained without charge, as available, by interested persons and groups, by contacting:

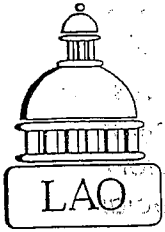
Department of Fish and Game
Office of Program Management and Control
1416 Ninth Street, 12th Floor
Sacramento CA 95814

COLOPHON

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The photo ready copy was made on a Hewlett Packard LaserJet III printer with a Postscript font cartridge.

The body text font is Courier 12 point. The cover font and footer font is Times Roman, Times Roman Bold, and Times Roman Italic.



A Review of the Department of Fish and Game Issues and Options for Improving its Performance

EXECUTIVE SUMMARY

For years, the Department of Fish and Game (DFG) has been plagued by chronic management and fiscal problems. In the Supplemental Report of the 1990 Budget Act, the Legislature directed the Legislative Analyst's Office to conduct this study so as to provide some background about and guidance in solving the DFG's fiscal and other problems. In it, we focus on three key issues that we found hamper the department's performance. These issues include: (1) the lack of clarity of the department's mission, (2) organizational problems, and (3) fiscal concerns.

Regarding its mission, the DFG historically has provided services and programs primarily for those that use or consume the state's wildlife and natural habitat resource, such as individuals who hunt and fish. As California's population has grown, leading to increasing urbanization, this traditional constituency group of the DFG has diminished steadily. Meanwhile, the responsibilities of the DFG relating to general habitat protection and endangered species protection have increased, requiring the DFG to expand services and programs that protect the overall resource base. Today, the department's mission statement reflects this dual and sometimes conflicting role. What is lacking, however, is a clear focus on exactly what the DFG's relative priorities are, and thus how it should allocate its fiscal resources among its competing objectives.

Regarding organizational problems, the DFG's organizational structure has drifted gradually away from its original, decentralized form to a more centralized organization. Communication problems pervade the organization, as staff struggle with balancing directives from headquarters and those from regional managers. These communication problems hamper the effectiveness of staff to implement programs.

Regarding fiscal concerns, the demographic changes that have affected the DFG's role over time also have translated into a significant change in the DFG's funding base. Whereas in the late 1950s hunting and fishing license buyers contributed nearly 100 percent of the revenues used to fund the DFG,

EXECUTIVE SUMMARY CONT'D

today these individuals contribute barely half. Replacing these sources are increasing amounts of environmental funds, such as the Environmental License Plate Fund and the Public Resources Account (Proposition 99). The DFG's fiscal problems include short-term difficulties in accurately estimating revenues, and a longer-term problem in that anticipated future revenues will be insufficient to keep pace with projected program demands. In addition, complex statutory and constitutional restrictions limiting the uses of the department's own special funds serve to distort the budgeting process and obstruct effective policy implementation. For example, some programs are funded because they have a special fund dedicated for that program's purpose, while other programs fail to receive funding due to a lack of a dedicated fund source, even if the unfunded programs are of a higher priority.

In order to address the DFG's fiscal and other problems, the Legislature and the administration should take a number of steps. Specifically:

- The Legislature should reconcile the dual missions that the DFG currently tries to implement simultaneously, setting a clear policy of priorities for those times when the resource use and the resource protection missions conflict.
- The DFG should re-evaluate how it structures its organization and allocates staff.
- The DFG should continue to make improvements in its revenue-estimating methodologies in order to avoid proposing the expenditure of funds not likely to materialize, thus creating short run "fiscal crises".
- The Legislature should, when appropriating funds for support of the DFG's programs, establish a policy of (1) considering the level of uncertainty in the department's revenue estimates and (2) establishing prudent reserves which reflect the level of uncertainty of these estimates.
- The Legislature should consider a number of options to address the DFG's long run fiscal problem of program demands exceeding available resources. For example, it could (1) reduce workload by eliminating or reducing some DFG operations, (2) expand the DFG's financial resource base, through greater use of broad-based funding and/or various user fees or "impact fees," and (3) improve the allocation of available resources through better priority setting.
- The DFG should institute a planning process in order to determine long-term objectives and set annual program priorities.
- The Legislature should (1) continue to support departmental operations primarily from special funds and (2) repeal various overly narrow statutory and constitutional constraints currently placed on the use of these funds. In combination with the previous step, this would enable the Legislature to establish priorities for the department and then fund the highest priorities first. ♦

INTRODUCTION

CHRONIC PROBLEMS HAVE PLAGUED THE DEPARTMENT

For years, the Department of Fish and Game (DFG) has undergone close scrutiny by both the Legislature and various state administrative control agencies in response to chronic management and fiscal problems that have plagued the department. Although this attention has led to periodic reforms in an attempt to address these issues, the department continues to have problems. In recent years, for example, the Legislature has been faced with a recurring annual problem of shortfalls in the revenues available to support the department's proposed budgets. Moreover, several plans previously adopted by the Legislature to provide new funding for the department have fallen well short of their initial revenue goals.

PURPOSE OF THIS ANALYSIS

In the Supplemental Report of the 1990 Budget Act, the Legislature directed the Legislative Analyst's Office to conduct a study that would provide some background about and guidance

in solving the DFG's fiscal and other problems. This Special Study has been prepared in fulfillment of that requirement. In it we (1) provide necessary background information about the DFG, (2) explore some of the causes of the apparent mismatch between program requirements and funding at the DFG, and (3) offer some avenues by which the Legislature could pursue resolution of the DFG's fiscal and other problems. We do not attempt to evaluate all of the major programs of the DFG, or offer a specific proposal for an institutional reorganization. Rather, we focus on the fiscal and various other aspects of the DFG's problems and, where possible, identify the fundamental policy issues the Legislature must resolve prior to implementing any funding and organizational solutions aimed at improving the DFG's efficiency and effectiveness.

In order to properly set the stage for this analysis, it is first important to provide background information regarding the Department of Fish and Game, especially regarding those factors which most appear to underlie the DFG's basic problems. This section provides this basic background information.

GENERAL BACKGROUND ON THE DEPARTMENT OF FISH AND GAME

KEY FACTORS UNDERLYING THE DEPARTMENT'S TROUBLES

As noted above, in order to identify possible reforms that offer potential for providing long-term relief to the DFG's fiscal and other prob-

lems, some of the key factors underlying the DFG's troubles need to be highlighted. Although many factors have led to the ongoing fiscal problems and other troubles facing the department, three major factors stand out. These include: (1) decline in the DFG's traditional constituency, (2) increased responsibili-

ties imposed on the DFG by the Legislature in response to growing demographic and environmental pressures on wildlife and natural habitat, and (3) constitutional and statutory restrictions on the use of the funds available to the DFG.

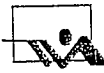
Decline in the DFG's Traditional Constituency

Historical perspective. The DFG can trace its roots back to 1870 when the Legislature created the Board of Fish Commissioners to provide for the restoration of fish in California waters. Initially focused on planting imported fish and operating hatcheries, the commissioners' authority was soon expanded to regulate hunting methods. By 1951, the Legislature expanded the scope of this original commission and created the present Department of Fish and Game. The major constituency groups of the DFG at that time included: sportsmen and commercial fishermen who derived direct long-term benefits from the department's activities; agricultural interests who relied on the DFG to mitigate damage to crops by migratory waterfowl and killing of livestock by mountain lions and other wild animals; and conservationists who were concerned generally with preventing the wholesale destruction of the state's wildlife resources. The department's major responsibilities initially included: enforcement of state fish and game laws; importation and propagation of fish and game; the establishment and maintenance of fish hatcheries; the operation of game farms, game management areas, and public shooting grounds; the control of predators; and research to support the above work.

Changes have taken place: Since those early days, many changes have taken place in the state. Figures 1 and 2 provide summary information on the apparent decline in hunting and fishing over the past decade and identify some of the likely causes for these changes. Figure 3 (next page) graphically illustrates the steady decline in fishing. The trend is especially striking when considered in the context of an ever growing population -- not only have the numbers of Californians hunting and fishing fallen

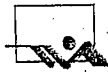
Figure 1

Changes in Hunting in California



Hunting Has Declined Significantly Since 1980

- From 1980 to 1989, the sale of hunting licenses decreased by 26 percent.
- In 1988-89, about 400,000 hunters (1.4 percent of the state's population) bought hunting licenses. This compares to 560,000 hunters (2.4 percent of the population) in 1980.



Possible Reasons for Declining Interest in Hunting

- Decreasing wildlife populations due to loss of open land.
- Declining rural population.
- Changes in cultural attitudes.
- High total costs (including expenses for licenses, equipment and transportation) for hunting activities.



Environmental Review Process Affects Hunting

- State Supreme Court decision in *Wildlife Alive v. Chickering* (1976) subjected the department's hunting season regulations to CEQA.
- Subsequent lawsuits showed that the department's environmental review was inadequate, resulting in the suspension of several hunting seasons.

"Not only have the numbers of Californians hunting and fishing fallen as a proportion of the overall population, but they have fallen in absolute terms as well."

as a *proportion* of the overall population, but they have fallen in *absolute terms* as well.

Why has this decline occurred? A variety of complex and interconnected issues have contributed to this decline. For example, population growth and increasing urbanization have put pressure on the habitat which in turn has reduced the availability of fish and game species, particularly near urban centers. As a result, hunters and fishers must travel farther to enjoy good hunting and fishing opportunities, thereby incurring greater time and expenses. Likewise, demographic changes in the state's population have given rise to a greater diversity of recreational interests causing hunting and fishing to face greater competition from recreational opportunities closer to home. Such factors suggest that the decline in hunting and fishing is (1) largely beyond the ability of the DFG to control and (2) unlikely to reverse itself in the foreseeable future. These declines have significant fiscal implications for the DFG because historically the department has relied heavily upon fees collected from hunters and fishers for a substantial portion of the DFG funding base.

Figure 2

Changes in Sport and Commercial Fishing in California



Overall, Sport Fishing Has Declined Significantly Since 1980

- From 1980 to 1990, the sale of yearly resident inland fishing licenses decreased by 29 percent.
- In 1989-90, about 1.6 million fishers (5 percent of the state's population) bought yearly resident fishing licenses. This compares to 2.3 million fishers (10 percent of the state's population) in 1980.
- Some of this decline has been offset by increased sales of the new yearly resident ocean fishing license and one-day inland fishing license.



Possible Reasons for Declining Interest in Sport Fishing

- Changing state demographics.
- Recent drought conditions.
- Increased cost of fishing licenses over time (for example, a yearly resident inland license now costs \$22.50 compared to \$5.75 in 1981).



Overall, Commercial Fishing Has Changed Significantly Since 1976

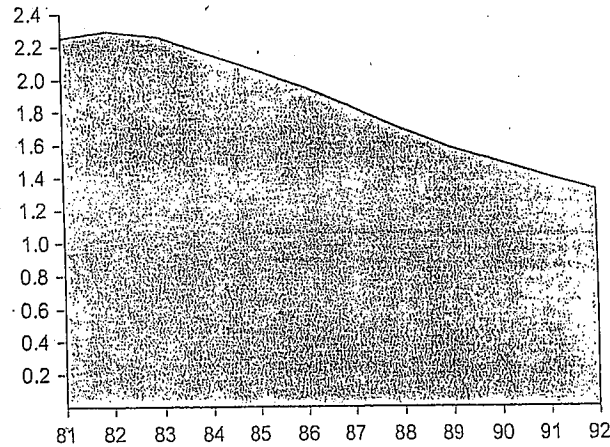
- From 1976 to 1989, the total number of pounds of commercial fish landed in the state declined by 47 percent.
- A major reason for this drop has been the decline of the tuna and anchovy fisheries in the state.
- During this same period, the number of commercial fishers has fallen from over 20,000 to about 15,000, a decrease of 25 percent.
- Catches of some specific fisheries, such as sea urchin, have increased in recent years due to the development of export

"The Legislature has gradually broadened the scope of legal responsibilities the DFG must uphold, including increasing responsibility for nongame programs and for general environmental protection."

Figure 3

**Department of Fish and Game
Resident One-Year Fishing License Sales**

1981 through 1992 (in millions)



Increasing Responsibilities Borne by the DFG

The second key factor underlying the DFG's difficulties relates to the increased responsibilities that have been given to it over time.

While the DFG has found its traditional recreation base steadily eroding over time, the Legislature has gradually broadened the scope of legal responsibilities the DFG must uphold, including increasing responsibility for nongame programs and for general environmental protection. Figure 4 details the evolution of this broadened mission.

Sufficient funding has not always been provided. As can be seen in Figure 4, since 1960 new laws have required the DFG to broaden its focus to include programs that protect rare, threatened and endangered species, and engage in public education programs for all Californians, including "nonconsumptive users" (that is, individuals who enjoy fish and wildlife but choose not to hunt or fish).

Adjusted for inflation, the department's expenditures grew by 62 percent during the 1980s. Despite this, funding has not kept pace with program demands.

In general, the Legislature has recognized that the department could not perform these expanded responsibilities solely with its historical level of resources. Consequently, resources have been expanded over time. Ten years ago, in 1981-82, the DFG received \$61 million and employed 1,494 personnel years. The 1991-92 Budget Act provides the DFG with \$152 million and roughly 1,850 personnel years with which to implement a broad range of support and capital outlay activities. Adjusted for inflation, the change in funding represents a 62 percent growth during this 10-year period.

Despite the past funding increases provided to the department, however, the legislation

Figure 4

Department's Evolving Responsibilities for Nongame Wildlife and Environmental Protection



Early Evolution

- Establishment of game refuges provided protected habitat for nongame as well as game species.
- Early laws designated protected species: for example, sea lions (1865) and certain species of birds, fish and mammals (1933).



Evolution of Responsibilities Since the 1960s

Protection and restoration of threatened and endangered fish, wildlife and native plants; management of endangered and other nongame species:

- Creation of Special Wildlife Investigations program (1968).
- Ecological Reserve Act (1968)
- California Species Preservation Act (1970)
- Endangered Species Act (1970)
- Statutory restrictions on possession and transportation of live wild animals (1974)
- Cooperative agreement with the U.S. Fish and Wildlife Service under the 1973 federal Endangered Species Act (1976)
- California Native Plant Protection Act (1977)
- Establishment of the Natural Heritage Division (1989)

Acquisition and management of lands to protect threatened and endangered species and unique ecosystems:

- Wildlife Conservation Act (1947); established the Wildlife Conservation Board to acquire and develop wildlife resources and provide public recreational access
- Ecological Reserve Act (1968)
- Creation of Significant Natural Areas Program (1981)

Public education and other services for "nonconsumptive users":

- Native Species Conservation and Enhancement Act (1974)
- Project WILD for K-12 students (1983)
- California Wildlands Program (1989)

CONTINUED ON
NEXT PAGE

implementing many of these added responsibilities did not include specific funding mechanisms to implement the measures, thus requiring (1) the Legislature to apportion scarce existing resources to support the new activities at the expense of other spending needs, or (2) the DFG to shift priorities and fund the new workload from its existing funding base. For example, implementation of the California Environmental Quality Act of 1970 (CEQA) imposed substantial (and steadily increasing) workload demands on department staff by requiring the department to review and comment on all development projects that could have a deleterious impact on fish and wildlife and their habitat. In order to meet this workload requirement, the DFG redirected the time of some fish and wildlife biologists away from traditional research and monitoring activities and towards reviewing development projects. The CEQA-related workload has risen dramatically as development pressures in the state continue to mount, particularly in areas like the Sierra foothills that provide extensive habitat to fish and wildlife and that are developing rapidly.

Figure 4 - CONTD



Evolution of Responsibilities Since the 1960s - CONTD

Review of environmental impact reports (and functional equivalents) under CEQA:

- California Environmental Quality Act (1970)

Protection and acquisition of water resources for fish and wildlife:

- Water project review and planning:
 - Creation of the Water Projects Branch, pursuant to federal law (1959)
 - Davis-Dolwig Act (1961)
 - Porter-Cologne Act (1969)
- Instream flow protection:
 - Recommendation process for state water board permit applications
 - Appellate court decision in *Cal Trout et al. v. Superior Court of Sacramento County* (1990)
 - Water Rights Permitting Reform Act (1988)
- Water habitat protection:
 - California Coastal Act (1976)
 - Suisun Marsh Preservation Act (1977)
- Stream protection:
 - Streambed alteration notification (1961)
 - Streambed alteration agreements (1970)
- Water quality protection:
 - Creation of the Water Projects Branch (late 1950s)
 - Fish and Wildlife Water Pollution Control Laboratory (1967)
 - Porter-Cologne Act (1969)
- Oil spill prevention and response:
 - State Oil Spill Contingency Plan; State Interagency Oil Spill Committee chaired by the department (mid-1970s)
 - Oil Spill Prevention and Response Act (1990)
- Water rights acquisition

Limits on the Use of Available Funds

A third key factor underlying the DFG's troubles relates to the constraints imposed on how its resources can be used.

Where do the department's revenues come from? Since the 1950s, the sources of funds for the DFG have changed significantly. Figure 5 compares the DFG's funding sources in 1958-59 to 1991-92. As the figure shows, the proportion of the DFG budget that comes from hunting and fishing licenses and taxes has declined significantly over time. Whereas in 1958-59, the DFG was entirely dependent on this revenue source, in 1991-92, only slightly more than half of the budget will come from these license revenues and taxes, including federal excise taxes on hunting and fishing equipment. The remainder will come from a variety of fund sources including taxes on crude oil, cigarette taxes (Proposition 99), personalized license plates, and the General Fund.

In the past, the department has successfully argued for hunting and fishing fee increases to (1) compensate for inflationary cost pressures, and (2) make up for revenue losses resulting from sales of fewer licenses. Although

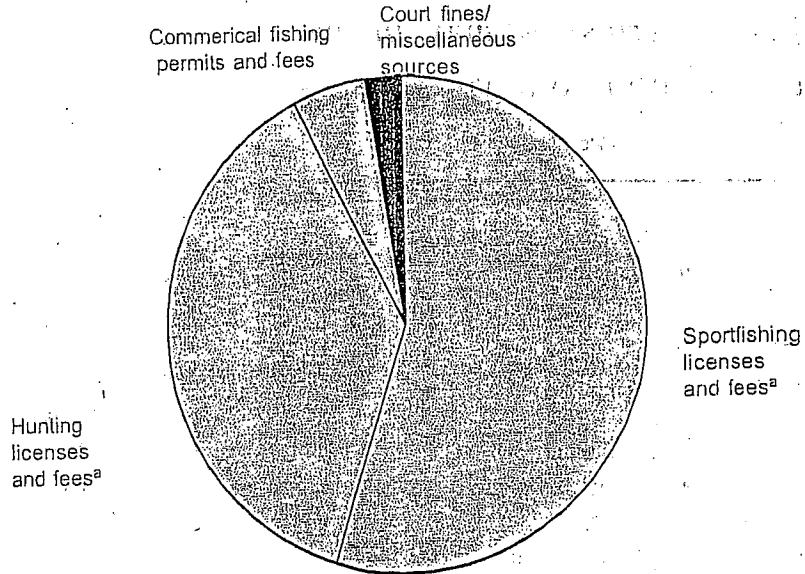
fee increases during the mid-1980s went beyond compensating for inflation and funded program growth, it is highly doubtful that the DFG will be able to maintain that level of revenue in the future, given the socioeconomic changes in the state's population as discussed earlier in this analysis. In fact, there is evidence to suggest that the higher the level of fees, the more future fee increases will contribute to a further reduction in license sales. License sales revenues currently are dropping in *real* (inflation-adjusted) terms and may, in the future, drop in *nominal* terms as well. Thus, this fund source can no longer be relied upon as the principal source of income for this department in the future. Nevertheless, as Figure 6 (next page) shows, there has been pressure to increase DFG funding and the department's budget has been increased fairly steadily in recent years, even after adjusting for inflation. To accomplish this and mitigate the erosion of the department's traditional funding base, the Legislature has appropriated a number of different fund sources for support of the DFG's programs.

The department's funding for 1991-92. In the 1991-92 budget the DFG will spend funds from over ten different sources totalling \$152 million. These funds include:

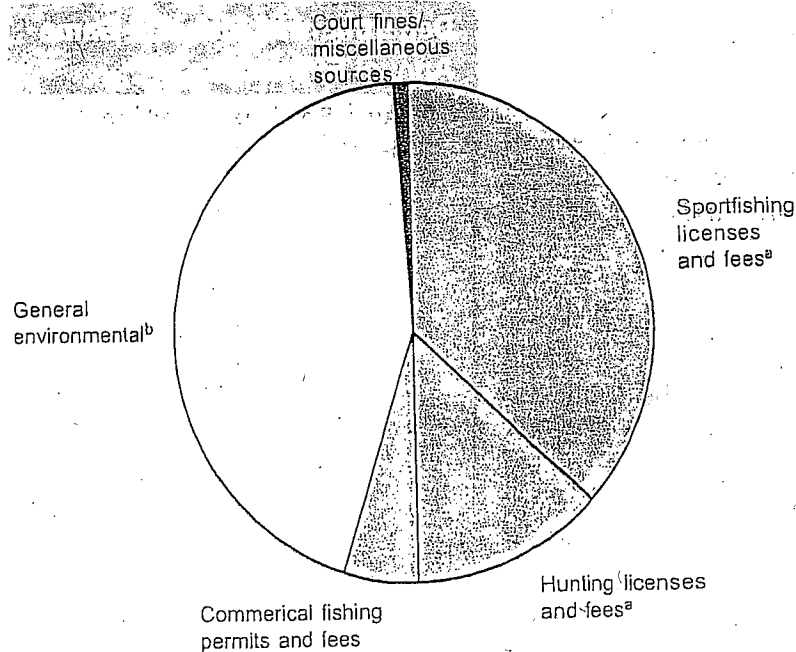
Figure 5

**Department of Fish and Game
Comparison of Sources of Funding Over Time**

1958-59 and 1991-92



1958-59



1991-92

^a Includes federal excise tax revenues.

^b Includes, among other things, Oil Spills Prevention and Administration Fund, Environmental License Plate Fund, Public Resources Account (Proposition 99), developer fees (AB3158), and General Fund.

Source: 1958-59 data from Department of Fish and Game report to the Governor, 1959. 1991-92 data from 1991 Budget Act, 1991-92 Governor's Budget, and DFG.

"License sales revenues currently are dropping in real (inflation-adjusted) terms and may, in the future, drop in nominal terms as well."

- *Statewide hunting and fishing revenues (\$64 million).* These revenues are deposited in the Fish and Game Preservation Fund (FGPF) and are made up of revenues from hunting and fishing licenses as well as commercial fishing permit fees. The funds in the FGPF are divided into (1) the *nondedicated* account, which may be used for a variety of hunting and fishing programs and (2) a series of *dedicated* accounts, which may be used only for specific purposes related to the special stamps and permits that fund the dedicated accounts.

- *A variety of "general environmental funds" (\$43 million).* These funds include, among others, the Environmental License Plate Fund (ELPF -- \$12.3 million), the Public Resources Account (PRA -- \$4.4 million), the Oil Spill Prevention and Administration Fund (\$14.7 million), Proposition 70 of 1988 (\$3.2 million), and a new fee totalling \$4.3 million imposed on developers by the Legislature in Ch 1760/90 (AB 3158, Costa).

- *Federal funds (\$25 million).* Most of the federal funds available to the DFG come from excise taxes levied on hunting and fishing equipment. In addition, the U.S. Army Corps of Engineers and the Bureau of Land Management provide funds for mitigation hatcheries. A small amount of funding comes from federal Endangered Species Act funds, but not on a consistent ongoing basis.

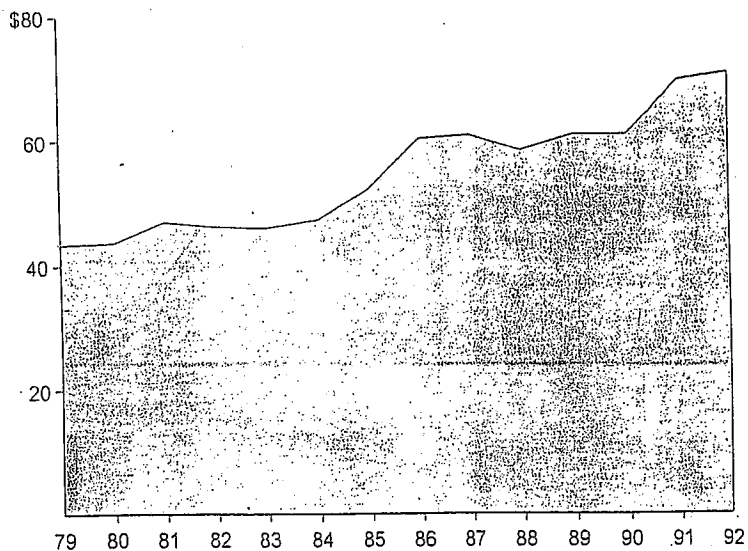
In addition to the special and federal fund sources discussed above, the DFG will receive approximately \$4 million from the General Fund and \$16 million in reimbursements in 1991-92.

As workload demands mount and new programs come into place, the trend toward diversification of fund sources will undoubtedly continue during the next decade, gradually further lessening the relative importance of hunting and fishing license revenues to the department's revenue base.

Figure 6

**Department of Fish and Game
Annual Expenditures^a**

All Fund Sources (in millions)
1978-79 through 1990-91



^a Data are adjusted for inflation using constant 1978-79 dollars, include reimbursements, and are for fiscal years ending in years shown.

Figure 7

Department of Fish and Game Constraints on Legislative Flexibility

California Constitution, Article 16, Section 9:

"Money collected under any state law relating to the protection or propagation of fish and game shall be used for activities relating thereto." (Added November 5, 1975 by Proposition 8)

Fish and Game Code Section 711:

"It is the intent of the Legislature to ensure adequate funding from appropriate sources for the department. To this end, the Legislature finds and declares that:

(a) The costs of nongame fish and wildlife programs and free hunting and fishing license programs shall be provided annually in the Budget Act by appropriating money from the General Fund and sources other than the Fish and Game Preservation Fund to the department for these purposes.

(b) The costs of commercial fishing programs shall be provided solely out of revenues from commercial fishing taxes, license fees, and other revenues, and from reimbursements and federal funds received for commercial fishing programs.

(c) The costs of hunting and sportfishing programs shall be provided solely out of hunting and sportfishing revenues and reimbursements and federal funds received for hunting sportfishing programs. These revenues shall not be used to support commercial fishing programs, free hunting and fishing license programs, or nongame fish and wildlife programs." (Added by Statutes of 1978, Chapter 855, AB 3416, Gualco)

Many funding restrictions exist. This department, primarily funded from special funds, faces an intricate and complex set of restrictions regarding how its funds must be used. Figure 7 summarizes the most significant of the restrictions on the DFG's use of its major fund source, the FGPF.

As Figure 7 shows, *constitutionally* the department must use money collected from hunters and fishermen to support programs benefiting game species of fish and wildlife. This generally has been interpreted by the department to mean programs that focus largely on species of fish and wildlife that can be hunted or fished, such as hatchery operations. The rationale for the constitutional restriction on the use of the department's hunting and fishing license revenue appears to be a widely held belief by hunters and fishers that, historically, the only money spent by the state to benefit hunting and fishing interests was the license revenue. Consequently, they saw strong reason to protect this source of support from being used for other state purposes. In fact, however, it appears that other state funds are providing a substantial portion of the support for hunting and fishing programs. Currently hunters and fishers actually receive extensive levels of service from a variety of fund sources. Included among these services is the Wildlife Conservation Board

"As workload demands mount and new programs come into place, the trend toward diversification of fund sources will undoubtedly continue during the next decade, gradually further lessening the relative importance of hunting and fishing license revenues to the department's revenue base."

which spends \$750,000 per year from horse racing fees (which otherwise would go to the General Fund), as well as multi-million dollar outlays of general obligation bonds for land

“... today hunters and fishers pay for only a portion of the hunting and fishing opportunities provided them by the state.”

acquisitions, most of which are designated for wildlife areas open for consumptive uses. The principal and interest expenses for these purchases are paid by the General Fund and thus taxpayers generally. In addition, large sums of money from the State Water Project have been expended over the years for hatcheries.

Overall, it is not clear exactly how much of total state expenditures beneficial to fish and game currently are actually contributed by their direct beneficiaries. In a 1964 study conducted by the Legislative Analyst's Office, the available data at that time suggested that only about half of the total state expenditures for programs beneficial to fish and game were derived from hunters and fishers. Given (1) the recent increase in bond expenditures, (2) the increase in the variety of new fund sources allocated to the DFG, and (3) the gradual decline in hunting and fishing revenues, it is safe to say that today hunters and fishers pay for only a portion of the hunting and fishing opportunities provided them by the state.

There are also *statutory restrictions* on the use of the FGPF. Specifically, the department cannot use nongame monies, or monies derived from sources other than federal funds and hunting and fishing revenues, to support hunting and fishing programs. Thus, the department theoretically must maintain “closed loops” for funding its programs — (1) the bulk of the FGPF may be used only for hunting and fishing

programs and (2) no other funds (with the exception of federal funds) may be used to fund hunting and fishing programs. These other funds must be used for general environmental and nonconsumptive programs.

In addition to the above restrictions on the use of the FGPF, the department also must manage its programs within the statutory restrictions placed on the use of its other major fund sources including the ELPF and the PRA (Proposition 99). For example, the PRA must be divided equally among programs and projects across state agencies that benefit fish, waterfowl and wildlife. Existing law further requires that the DFG use PRA funds only to *supplement* programs, not to supplant existing fund sources. This has the effect of constraining the department's flexibility in allocating its baseline expenditures if it is going to maximize the use of PRA funds.

Finally, the department receives funds from 18 different special *dedicated accounts*. Each of these accounts derives its revenues from a spe-

“... the various intertwined funding restrictions facing the DFG can serve to invert the budget process.”

cific group of individuals and each account must be spent in a narrowly defined manner, as established in the enabling legislation and implemented through the efforts of various advisory committees. Examples of dedicated accounts include the Herring Tax Dedicated Account, the Augmented Deer Tags Dedicated Account, and the Private Wildlife Areas Dedicated Account.

Efficient allocation of resources can be impaired. As discussed below in greater detail, the various intertwined funding restrictions facing the DFG can serve to invert the budget process. Normally, for departments supported by funds

“The DFG’s funding restrictions tend to constrain both the executive branch as well as the Legislature in exercising their responsibility to set priorities based on actual program needs.”

which are relatively unrestricted in their uses — for example, General Fund departments — the Legislature first establishes priorities and then funds the priorities to the extent that funds are available. In the DFG, on the other hand, we have found that the requirements that funds be used for specified purposes tends to dictate the Legislature’s priorities. This means that there may be certain activities which are urgent and pressing but may lack available funds, thus

precluding their implementation. Thus, the DFG’s funding restrictions tend to constrain both the executive branch as well as the Legislature in exercising their responsibility to set priorities based on actual program needs.

With this general overview and background information in mind, we now turn to a more detailed examination of the DFG and its problems. We first discuss in more detail the issue of what the DFG’s mission is. We then examine how effective the DFG is in meeting its objectives, and what the issues, options, and strategies are for improving its effectiveness.

During our review of the department’s programs and policies, we focused on three broad issue areas that we found hamper the DFG’s efforts to meet its objectives. These issue areas, which our analysis indicates clearly warrant attention, include: (1) the need for greater clarity of mission, (2) organizational issues, and (3) fiscal issues.

THE EFFECTIVENESS OF THE DFG: HOW WELL DOES IT MEET ITS OBJECTIVES?

WHAT IS THE DFG’S MISSION?

As one of the oldest agencies in state government, the DFG has evolved slowly over the past century. Over the years, the department has struggled to develop a mission and identity consistent with the needs of the state as the state changes and grows, and to develop programs and policies to achieve its mission. Today the DFG essentially has a dual mission. First, there is its *historical* mission of promoting and regulating traditional resource use activities such as hunting and fishing for a game species. Examples of programs and activities supporting this mission include operating fish hatcheries and supervising and managing hunting

events. Second, there is the department’s *newer focus* of promoting resource protection for all California native plants, fish and wildlife through such programs as reviewing the impact of development on habitat and maintain-

The issue areas clearly warranting attention include: the need to reconcile the dual mission of the DFG; various organizational problems; and fiscal issues.

"In actual practice, the dual missions of the DFG can in many instances both be met through the same programs . . . however, some activities that promote one objective can conflict with and undermine efforts to promote the other."

ing a centralized data base on threatened, rare, and endangered species. The key to evaluating the DFG involves assessing (1) its effectiveness in succeeding in its dual mission and (2) how its effectiveness can be improved.

The Basic Problem — Balancing Different Objectives

Both of the dual objectives of the DFG — resource use and resource protection — are reflected in the department's mission statements over the past decade. For example, the 1991-92 Governor's Budget stated that the mission of the DFG is "to ensure that fish and wildlife are preserved to be used and enjoyed by the people in the state, now and in the future," suggesting the DFG gives equal weight to protection and use activities. Given the competition among the department's programs for scarce financial resources, however, some of these activities receive more funds and attention than others, thereby taking implicit priority over these other activities. Recently, the DFG widely circulated to interested parties a new draft mission "to ensure that California's wildlife resources flourish in their natural habitats — first for their intrinsic and ecological values, and second, so that they can be enjoyed by the

citizenry of this state now and in the future." This draft (1) recognizes that conflicts may exist between resource protection and resource use activities and (2) establishes priorities for these activities by placing ecological values *above* use values. It is our understanding, however, that the department now is considering modifying this draft statement to remove the explicit priorities, leaving the DFG with much the same mission statement and dilemma as before — that is: what specific criteria should the department meet in allocating scarce dollars between programs primarily focused on resource use versus programs primarily focused on resource preservation?

Different Objectives May Conflict

In actual practice, the dual missions of the DFG can in many instances both be met through the same programs. For example, activities that protect or restore habitat for the maximum diversity of species can further the objectives of both resource protection and resource use. Since game and nongame species coexist in habitats, protection of habitat or restoration of native habitat improves the ecological health of the area as well as providing better hunting and fishing opportunities.

In other cases, however, some activities that promote one objective can conflict with and undermine efforts to promote the other. An example of such a situation is the enhancement and propagation of non-native species such as brown trout and striped bass. Such species, although highly valued from a recreational point of view, compete for food and habitat with native plants and animals which the department also is trying to enhance and recover through various programs and studies.

The Department Lacks a Clear Mission Focus

We recommend that the Legislature (1) determine the primary mission of the department and (2) direct the department to implement its programs and allocate its resources consistent with this primary mission.

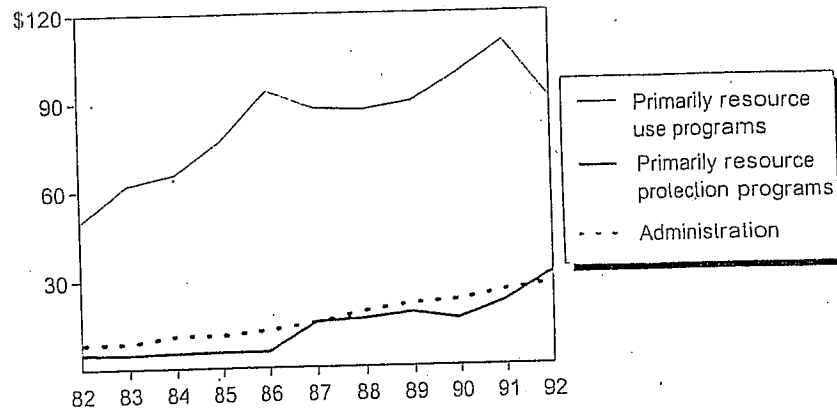
In our discussions with departmental staff and our review of the department's programs and protocols, we found no evidence that the DFG formally makes explicit choices between resource use activities and preservation activities. However, we did find that the department's expenditures over time reflect an orientation towards resource use activities by emphasizing the consumptive aspect of the DFG's overall mission. Figure 8 illustrates this, showing that consumptive (resource use) programs grew steadily during the past decade, whereas environmental programs experienced comparatively less growth.

How Does the DFG Spend Its Money?

Figure 9 (next page) shows the relative level of support expenditures in each different program within the department, including the administrative costs that are distributed among programs. As the figure shows, the DFG spends more funds on inland (and anadromous) fishing programs than any other purpose, followed by wildlife protection or law enforcement activities. Third is the wildlife management program. These programs tend to emphasize consumptive uses of wildlife, although each division devotes some staff time toward habitat-oriented activities that are focused on general habitat needs of all species. For example, our analysis of the time allocations reported by the Wildlife Protection Division staff (that is, wardens) in 1989-90 indicates that only 9 percent of the wardens' time was spent specifically on habitat-focused activities including (1) response to spills and other pollution-type occurrences and (2) environmental review for streambed alteration agreements. In contrast, most of the wardens' time was spent on sport patrol (37 percent) and administration (16 percent). The

Figure 8

Department of Fish and Game Program Growth



^a Data are for fiscal years ending in years shown.

remaining time was split among other patrol and law enforcement activities, and training.

Obviously, a clean line cannot always be drawn as to whether an activity is oriented toward resource use or resource protection. Some of the staff time and activities devoted to resource use programs (certain of which do focus on habitat) also further the objectives of

"The distribution of resources among these programs suggests that, in general, the DFG places a higher priority on resource use oriented programs. . . and a lower priority on general resource protection activities."

the protection-oriented programs. By the same token, the activities of the resource protection programs, which often focus on habitat, also contribute to furthering the objectives of the resource use programs. These inevitable "spill-over effects" make it difficult to cleanly divide the various expenditures between resource use programs and resource protection programs. Nevertheless, the distribution of resources among these programs suggests that, in general, the DFG places a *higher* priority on resource use oriented programs -- that is, those programs related to its historical mission -- and a *lower* priority on general resource protection activities.

Conclusion

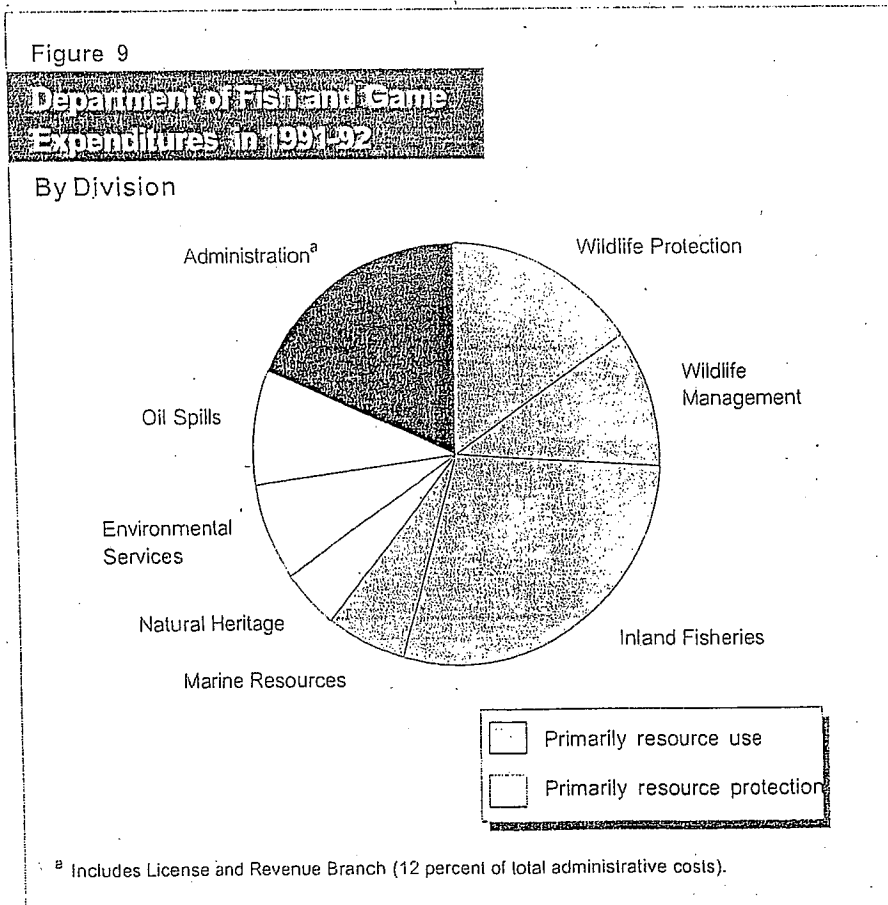
As discussed earlier, although the DFG emphasizes resource use in its expenditure mix, it continues to struggle with the dual and sometimes conflicting missions of resource use and resource protection, and experiences internal conflicts over these issues. Without an explicit

ordering of the department's priorities, and clearly specified objectives that are consistent with these priorities, there is inadequate basis on which to evaluate how well the DFG is implementing its programs to meet the department's objectives.

"Until the department establishes clear priorities within its dual mission, there will continue to be internal conflicts within the agency."

Until the department establishes clear priorities within its dual mission, there will continue to be internal conflicts within the agency. Constraints on overall funding levels and funding flexibility, coupled with the competing expenditure

priorities within the DFG, means that the annual fiscal problems confronting the Legislature regarding this department (discussed below) will continue. Accordingly, we recommend that as a first and most important step, the Legislature specify a basic direction that the DFG should take regarding where to place the emphasis in carrying out its dual mission. Among other things, the Legislature will need to (1) make a determination as to how each mission benefits the population of the state, (2) assess the relative values of these benefits, and (3) direct the DFG to implement a set of programs that reflects the Legislature's policy.



ORGANIZATIONAL PROBLEMS AND ISSUES

Current Organization of the DFG

The DFG currently is organized under a plan whereby the director is head of the department with four assistants: a chief deputy director, a chief deputy for oil spill administration, and two deputy directors. These officials oversee a department that includes five regions and seven divisions, plus the Office of Oil Spill Prevention and Response.

The overall organizational configuration of the DFG, in place since 1953, is known as a "line and staff model." In its early years prior to 1953, the department had been a centralized line organization in which the equivalent of division chiefs directed and supervised field activities from department headquarters. In 1953, the department decentralized to the "line and staff model" in order to better respond to the varying conditions around the state. The centralized system had hampered quick and appropriate responses to local situations and emergencies.

How Does the Organizational Structure Actually Work?

Under the "line and staff model", the regional managers supervise personnel in the field, providing direction, and coordinating and administering programs to implement the director's policies. Although field staff are assigned to various divisions, the regional managers have direct supervisory control over lower level supervisors, who in turn control the activities of individuals in the field. This regional structure is known as the "line" structure in that program directives flow down a line of command.

The "staff" structure aspect relates to the various divisions located at headquarters who advise the director on program and policy development. Division chiefs and division branch supervisors also interact with the field staff

"Over time, the divisions' headquarters staff have grown, creating new sections and programs, often with no corresponding field staff."

designated in each division to provide policy guidance and advice. Division supervisors do not, however, directly supervise field staff, as these field staff report to regional managers. Organizationally, division chiefs have the same rank as regional managers. Over the years, as new responsibilities have surfaced, the department has actually evolved to somewhat of a hybrid configuration of the line and staff model. Whereas in the past there was a clearly visible distinction between the roles of the regional manager and the division chief, today, those distinctions appear less clear. Over time, for example, the divisions' headquarters staff have grown, creating new sections and programs, often with no corresponding field staff.

Traditionally, the regional managers controlled the budgets for each region. In response to legislative direction seeking greater fiscal control and better management, the department has shifted budget control to the division chiefs. This will enable division chiefs to control the allocation of resources in the field among regions and, implicitly, the priorities of those staff. Consequently, this may result in the department giving emphasis to priorities determined on a statewide basis, rather than to local needs.

Finally, the department has designed the new office of Oil Spill Prevention and Response along the line model. Field staff will answer directly to new supervisors in the oil spill division, rather than incorporating new staff into the regions under the direction of the regional manager.

Communication Problems Exist Within the DFG

We recommend that the department (1) conduct a thorough internal analysis of its organization, (2) revisit the organizational recommendations made in a 1958 external consultant's report, and (3) implement organizational changes to increase the department's effectiveness.

As we investigated the department's effectiveness and the nature and causes of the problems it currently faces, one of the most common complaints we heard from staff about the DFG is the lack of communication (1) among regions, (2) among divisions, and (3) between Sacramento and the field. These communication problems tend to contribute to and exacerbate departmental coordination problems and undermine the ability of the DFG to respond consistently and effectively to legislative priorities. For example, it can mean that the intent of a policy directive from Sacramento will not always translate into an appropriate action at the field level.

This communication problem does not appear to be an inherent problem with the line and staff model, given that the Department of Parks and Recreation and the California Department of Forestry and Fire Protection both use this model and appear to effectively communicate policies from headquarters down to the field level, and receive communication back from the other direction. It is quite possible that the evolution of the DFG away from a pure line and staff model to a more hybrid form has contributed to this communication problem. On the other hand, this communication breakdown could also stem from the bifurcated mission of the department and the different priorities of various staff.

The Problem is Not New

The DFG's organizational structure has undergone close scrutiny before, largely due to many of the same problems and complaints

"Communication problems tend to contribute to and exacerbate departmental coordination problems and undermine the ability of the DFG to respond consistently and effectively to legislative priorities."

that prevail today. Most notably, in 1958 the Legislature authorized \$500,000 (1991 dollars) for an extensive review of the DFG which was prepared by the management consulting firm of Booz, Allen and Hamilton. The resulting report, based on the work of five nationally recognized specialists in fish, game and wildlife resources management, contained an extensive review of the department's programs, both from an analytic/scientific perspective, and from an organizational point of view.

At the time of this study, the consultants observed a lack of teamwork and communication among DFG staff. In the consultants' view, the functional separation of the field personnel into wardens, game managers and fisheries managers tended to contribute to and perpetuate this problem of disunity. As a solution, the report recommended that the department maintain the "line-staff" model, but further decentralize field operations down to a district level, beneath the regions. They also recommended that field staff assigned to a district manager should be generalists. The consultants envisioned the creation of a "conservation officer"; that is, an individual that was both a warden and a biologist who would engage in a broad range of activities. Currently, some other states apply such an approach. Both Missouri and Colorado staff field positions with individuals that have both a four-year degree in biological sciences and full peace officer training. This broad training enables staff to respond to a range of diverse and complex problems that arise in the field.

Although the DFG adopted many of the report's recommendations relating to the management of fish and wildlife, it did not adopt the recommendations that related to the organizational structure. Given that many of the problems that currently face the DFG match those identified in 1958, we recommend that the DFG conduct a thorough internal analysis of its organizational structure using this previous study as a guide, and implement changes to its structure aimed at solving communication difficulties and enhancing overall program effectiveness.

FISCAL PROBLEMS AND ISSUES

This department has repeatedly been the subject of legislative concern and attention for years because of the perception that there is a DFG fiscal crisis. Our analysis of the department's revenues and expenditure patterns suggests that the DFG faces both short-run and long-run fiscal challenges. In the short-run context, inattention to developing accurate revenue estimating techniques has resulted in frequent revenue shortfalls attributable to faulty revenue estimates. There are strategies available to address this problem, as discussed below. In the long-run context, however, the department faces fundamental, more difficult-to-solve fiscal troubles similar to many other state agencies. These primarily include a growing gap between program demands and available resources. Compounding this problem, there are funding restrictions which limit the ability to allocate special fund resources effectively. In the next section we outline both the short-run and the long-run fiscal issues and

problems facing the DFG, and suggest possible solutions to each.

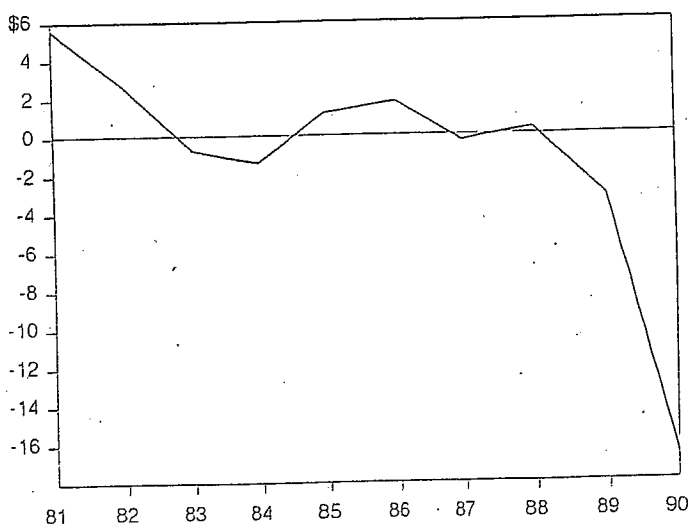
Short Run Fiscal Problems

The problem of estimating license revenues

Over the past decade, the department's performance has been mixed in estimating the revenues that it will receive from state hunting and fishing license sales and which it will deposit in the Fish and Game Preservation Fund (FGPF). Figure 10 shows the difference between actual and estimated FGPF revenues. As the figure shows, the department's estimated revenues were less than what actually materialized more often than not through the mid-1980s. However, even though license estimating was an exercise the department was experienced in undertaking each year as part of its baseline budget development, the ability of the department to predict revenues accurately began to deteriorate in recent years, with increasingly large revenue overestimates becoming the rule.

Figure 10

Fish and Game Preservation Fund Difference Between Actual and Estimated License Revenues^a



^a Data are for fiscal years ending in years shown.

The department appears to have solved a portion of its short-run problem by learning how to more accurately estimate its base revenues, but has replaced this problem with one of estimating revenue from new sources.

Thus, not surprisingly, by fiscal year 1989-90 the DFG ran a substantial deficit. The Legislature rectified this problem by passing legislation that loaned (1) \$3.6 million from the Environmental License Plate Fund (ELPF) and (2) \$3.3 million from the Off Highway Vehicle Account (OHV). (At the time this program review was written, legislation was pending that would forgive the ELPF loan and extend the OHV repayment deadline by two years -- AB 1941, Kelly).

It should be noted that the data shown in Figure-10 mask some of the revenue estimating problems that have occurred. In particular, fiscal year 1985-86 is an example of this. During the 1985-86 budget review process, our office identified a \$7.1 million gap between planned expenditures and anticipated revenues for that budget year. In response to this shortfall, the Legislature (1) provided a \$2 million General Fund Loan, (2) passed legislation that appropriated \$1.2 million from the General Fund to the nondedicated portion of the FGPF, and (3) raised a variety of license and tag fees for hunting and sportfishing including increasing the fishing license from \$13.75 to \$18.00. These actions by the Legislature served to augment the FGPF substantially, thereby exceeding the DFG's revenue expectations for 1985-86.

Steps taken to eliminate revenue overestimates

Recognizing the need to break out of the recent cycle of revenue overestimates, the department revised down its January 1990 budget revenue projection by \$11.2 million in Spring 1990, reflecting a change in estimating methodology. This new methodology reversed the traditional assumption of the department that license sales would rebound the next year following a decline, and instead, projected a downward trend for future years, based on past experience. To date, the monthly estimates appear to correspond closely to actual monthly receipts, suggesting the department has found a better way to predict future revenue flows. In fact, none of the fiscal problems which faced the Legislature regarding this department's 1991-92 budget stemmed from inaccurate estimates for hunting and fishing revenues, as had been the case for the last few years. Rather, these problems stemmed from the department's inaccurate estimates of revenue which would accrue from new fees and programs, as discussed below. In effect, the department appears to have solved its short run FGPF license revenue *base* problem by learning how to more accurately estimate these revenues. However, as the Legislature seeks to find new ways of financing the department's activities, the base estimates problem has been replaced with an equally serious problem of accurately estimating revenues from new sources.

The problem of estimating revenues for new programs and sources

We recommend that the Legislature establish a policy of (1) considering the level of uncertainty in the department's revenue estimates when appropriating funds from new revenue sources and (2) providing initial reserve levels for these revenues that are consistent with the level of uncertainty in the estimate.

During the 1980s to the present, the DFG also overestimated the potential revenues from (1) the new California Wildlands program, Ch 1539/88 (AB 3873, Costa), (2) new environ-

mental review fees imposed by Ch 1706/90 (AB 3158, Costa), and (3) increased commercial fishing fees authorized by Ch 1703/90 (AB 2126, Felando). In all of these cases, the department had to estimate revenues prospectively, working without a past history of revenue performance. In each case, the department substantially overestimated revenues. For example, the DFG projected that the California Wildlands program would generate up to \$5 million annually. In fact it generates less than \$200,000 per year. Likewise, the DFG estimated that AB 3158 fees would generate \$10 million annually, and later had to reduce that amount to \$4.3 million. Finally, the department overestimated AB 2126 revenues by \$2.3 million.

Why are accurate revenue estimates important? Understanding the implications of overestimating revenues requires an understanding of the DFG budgeting process. First, the DFG estimates revenues for the forthcoming year. Based on such estimates, and perceived program needs, the DFG then prepares a budget. If funds are increasing, and the DFG can identify appropriate ways to spend those funds, the DFG will submit budget change proposals that will expand existing programs or create new programs. Program expansions can result in new staff and other support services and/or increased administrative workload, and hence expands the base level of expenditures. Once the DFG develops its program expenditure plan, the Legislature reviews the plan, approving programs that are consistent with legislative priorities.

If the DFG misses the target and *overestimates* revenues, and it budgets those funds that subsequently do not materialize, then the DFG must (1) draw down fund reserves, (2) freeze expenditures and take emergency cost saving measures, and/or (3) file for a deficiency appropriation. Clearly, none of these outcomes is desirable.

Given the budgetary impacts of revenue overestimates, the DFG's poor revenue-estimating track record, and the very difficult task of

estimating revenues from new fees prior to having any revenue history, we recommend that the Legislature consider the level of uncertainty in the initial estimates of new revenue sources when appropriating funds from these sources. We further recommend that the Legislature adhere to a policy of establishing conservative reserve levels commensurate with the degree of uncertainty in the revenue estimates. This policy would (1) eliminate the annual problems of mid-year budget adjustments through the deficiency process and (2) generally reflect a continuation of the approach taken by the fiscal committees with respect to the department's 1991-92 budget.

Long Run Fiscal Issues

Merely estimating and budgeting accurately will not solve the basic underlying fiscal problems the department faces in the long run, largely because the DFG is being confronted with problems of habitat management caused by increasing population pressures virtually in every area of the state. The cumulative effect of human activities such as land conversion for agricultural and urban uses, water diversions, livestock grazing, and resource extraction (such as logging and mining) have led to substantial habitat losses. The most dramatic is the loss of 94 percent of the state's original wetland habitat, primarily from water diversions and drainage for agricultural uses. Habitat losses have translated into an ever-lengthening list of rare, threatened or endangered species. In 1971, the Fish and Game Commission first declared 43 species of animals as threatened and endangered. Twenty years later, the department reports that the list has increased to 72 species of animals and 140 plants. Of these listed species, 70 percent continue to decline, signaling further degradation of California ecosystems. In addition, the department has identified an additional 58 animals and 600 plants that presently meet the criteria for listing, but have not been reviewed and listed formally by the commission.

Funding is not keeping pace with program pressures

These and other statistics suggest that the DFG's financial base is not keeping up with the demands being imposed on it. For example, rather than actually reversing the problem of species loss, the department has largely been involved in documenting the demise of hundreds of plant and animal species. With a few notable exceptions of potential recovery (such as the bald eagle, the peregrine falcon and the California condor), most threatened and endangered plant and animal species live in small, fragmented populations with no guarantee that they will survive.

Another area where staffing and resources have failed to keep pace with workload is the department's implementation of CEQA. The CEQA requires the DFG to review and comment on environmental documents (such as environmental impact reports) which are required of any state or local project that might have a significant potential impact on the environment (including "cumulative impacts" -- the impacts over time of additional projects). The CEQA, when implemented as intended, allows the DFG the opportunity to review a project, identify negative impacts on fish and wildlife, and recommend mitigation measures. Staff levels in the department have not, however, kept pace with the rate of economic and urban development in the state. Some striking statistics for the period 1980 to 1990 which indicate this problem include:

- State population increased by 26 percent.
- Residential and nonresidential construction units increased by 83 percent.
- The number of projects reviewed by the DFG increased by 78 percent.
- The number of staff the DFG allocated to project review increased by only about 8 percent.

In fact, our review of the department's staff indicates that the department has not increased the number of biologists in the field in the inland fisheries division or the wildlife manage-

ment division for over 20 years. Further, not only has the department not changed the *number* of staff, it also has not changed the *distribution* of staff among regions, even though some areas of the state have experienced greater development pressures than other areas of the state. These staff conduct much of the biological review that leads to the department's assessment of the impact of a project, as well as collecting baseline data that leads to the establishment of hunting and fishing regulations. These are but two illustrations of how the

In the long run, the DFG's financial base is not keeping up with the demands being imposed on it due to problems of habitat management caused by increasing population pressures.

increasing human population and the activities of humans have served to increase the workload of department staff. Other examples include increasing poaching problems, increases in general law enforcement violations, and an increase in the number of pollution spills.

Options for the Legislature for addressing long run fiscal problems

The ongoing and expanding environmental problems resulting from California's continued human population growth pose a significant challenge to the department. When coupled with the decline in the department's traditional funding base, these problems become even more severe. In our view, matching a reasonable funding base with the state's habitat preservation and enhancement objectives is the underlying challenge facing the DFG in the decade of the 1990s.

Figure 11

Options for Resolving the DFG's Long Run Fiscal Problems

- Reduce the DFG's workload to fit existing declining revenue base.
- Enhance the DFG's financial resource base such as through increasing broad-based funding and/or user fees.
- Improve the DFG's priority setting, so as to use existing resources most effectively.

The Legislature has three broad options from which to choose in making sure that a long run balance is achieved between the DFG's fiscal resources and the demands placed on them. Specifically, as summarized in Figure 11, these are: (1) reducing the workload placed on the department so as to enable it to live within its existing revenue base, (2) enhancing the existing revenue base, and (3) improving the allocation of available resources through better priority setting. Of course, these approaches are not mutually exclusive.

1. Reduction of existing and/or future workload

As the number of individuals who hunt and/or fish declines, the Legislature could direct the DFG to reduce its support services for these activities in order to help keep spending and resources in balance. Much of the existing activities of certain divisions -- most notably the inland fisheries division -- relate to recreational interests. Such a downscaling of support services for existing activities could include, among

other things:

- *Reducing hunting activities.* This might include cutting back on the amount of time staff spends collecting data for the purpose of setting bag limits and establishing hunting seasons. It also might mean reducing the level of time spent on managing hunts in various parts of the state. Such measures could result in a closure of some hunts due to the inability of the DFG to collect adequate data to justify hunts pursuant to CEQA requirements. If that took place, it could have a negative revenue impact.
- *Reducing recreational fishing activities.* This could include warm water "put and take" activities (planting fish to be caught rather than to reproduce and expand the fish population) including hatcheries, as well as reservoir management activities. The Legislature could consider reducing the scale of these activities. If the Legislature chooses to do this, however, it could also have the effect of reducing fishing license revenues, to the extent that people purchase licenses in order to fish in "put and take" areas. The DFG has asserted on a number of occasions that hatcheries ultimately "sell" licenses. The department has not, however, ever conducted a study to confirm that assertion. Consequently, we are unable to determine what effect pursuing this option would have on revenues, and thus what its net impact on the DFG's fiscal situation would be.
- *Reducing commercial fishing regulatory activities.* This could entail spending fewer

"In our view, matching a reasonable funding base with the state's habitat preservation and enhancement objectives is the underlying challenge facing the DFG in the decade of the 1990s."

hours on inspections and audits, as well as less effort tracking the condition of fisheries. While this would reduce DFG expenditures, it also might result in overfishing of the resource which, in the long run, could reduce incomes to fishermen. This also could eventually result in a decline in revenues to the department.

In all of the above cases, reducing DFG program activity levels, while reducing expenditures, also could potentially exacerbate the fiscal situation the department faces by hurting revenues. What is not clear, however, is to what extent such moves would accelerate the revenue declines already taking place. As a result, it is unclear whether such revenue losses would actually exceed the savings incurred from the reduction in workload, and thus what the net impact on the DFG's fiscal situation would be.

In addition to reducing existing workload, the Legislature could consider reducing anticipated future workload associated with land acquisitions. Currently, the DFG has accumulated approximately 522,000 acres of habitat for wildlife management areas and ecological reserves. Over the past five years, the Wildlife Conservation Board (WCB) has spent approximately \$145 million and plans to spend an additional \$47 million in 1991-92 on habitat acquisitions. These expenditures translate into extensive acreage; over the past five years, the WCB has purchased over 84,000 acres and plans to add on 24,000 acres in 1991-92. Once purchased, the DFG takes over the operations and maintenance of the property. In many cases, simply leaving the land alone cannot suffice, as the habitat has already been disturbed. Wetland properties often require intensive management to ensure that water is diverted onto the land at the proper time. For 1991-92, the DFG has budgeted \$5.2 million for habitat management, a level which the department believes is insufficient for adequate protection of state lands. If the Legislature restricted these acquisitions, this would reduce the DFG's future ongoing operations and maintenance expenditure needs.

2. Expanding the DFG's financial resource base

As an alternative to program reductions, or in conjunction with them, the Legislature could consider increasing the level of funds available to this department. In this section, we identify and discuss a number of the different funding source options. These include, among others, broad-based General Fund support, the use of general environmental funds, and the use of specific user or so-called "impact" fees.

The option of using a broad-based funding approach

In thinking about how to go about providing for increased DFG funding, if that is an avenue the Legislature is interested in pursuing, it is useful to first consider who the direct and indirect beneficiaries of the department's activities are. Generally speaking, we believe the DFG should continue to rely primarily on special funds for its funding, given that so many of its activities directly benefit those who do or can be required to pay user fees. However, it also is important to consider the extent to which the DFG's activities are what economists refer to as "public goods." The term "public good" refers to a good or service that benefits the entire population, whether or not they paid directly for it. For example, national defense is considered a public good, as is a substantial portion of the benefits accruing from K-12 public education. Even if only certain individuals were taxed for national defense, or to support schools, the entire population would benefit from protection of the armed forces, or from having an educated citizenry. Economists typically argue that, for this reason, a strong case can be made to fund such goods using broad-based general tax dollars, as is generally done.

Within the DFG, the protection of fish and wildlife habitat (as opposed to species-specific activities related to recreational or commercial activities) would seem to fall under the category of "public good" because the public benefits from maintaining the natural diversity and ecological health of the state. An unhealthy

"There are some activities related to native fish and wildlife preservation that could appropriately be funded from the General Fund, or from general environmental funds . . . Another approach the Legislature could consider is to increase or extend user or "impact" fees."

ecosystem inevitably results in an unhealthy environment for humans. As such, there are some activities related to native fish and wildlife preservation that could appropriately be funded from the General Fund, or from general environmental funds such as the ELPF or the PRA. Such activities might include (1) the protection and enhancement of rare, threatened and endangered species, as the benefits of such programs accrue to the general public as well as future generations, or (2) general habitat protection or restoration activities, especially where the orientation of the habitat program is on an ecosystem basis rather than a species-specific basis as has been the common past practice. Of course, any determination by the Legislature to use some form of broad-based funding, such as the General Fund or general environmental funds, to support these activities should be based on the extent to which these activities are consistent with the Legislature's overall priorities for spending General Fund and environmental fund resources.

The option of user or "impact" fees

Another approach the Legislature could consider is to increase or extend user or "impact" fees, sometimes referred to as "polluter pays" fees, beyond the groups currently paying these fees. Impact fees require individuals or firms

who use or degrade a resource to pay all or a portion of the social costs imposed by their use. Chapter 1706, Statutes of 1990 (AB 3158, Costa) requires developers to pay a resource impact fee to reflect a portion of the costs to the rest of society from destruction or alteration of natural habitat, and deposits these fees in the FGPF. Rather than setting the fee at a level to reimburse the department for the costs it incurred in reviewing a specific project under CEQA, the bill set fees generally to pay for a variety of habitat restoration activities in which the department engages. The fee thus acts as a "proxy" for the cost of using the resource -- in this case, the taking of habitat for development.

The Legislature could consider a number of specific impact and/or user fees to increase the funding base of the DFG. As summarized in Figure 12, illustrative examples of possible fees include:

- *Mining fees.* Current mining operations in the state, particularly for gravel and open pit mining, can have a significant impact on the state's fish and wildlife. Gravel mining from streambeds can degrade spawning

Figure 12

Illustrative Examples of Possible Impact Fees

- Mining fees
- Nonpoint discharge fees
- Water use fees
- Wastewater discharge fees
- Highway-related fees
- Recreational fees and/or taxes
- Population impact fees

areas for fish, and open pit mining can eliminate acres of habitat and interrupt migration patterns for a wide variety of terrestrial species.

Until recently, the state did not know the number and location of all mining operations in the state. However, Ch 1097/90 (AB 3551, Sher) requires that each mining operation provide to the state by July 1, 1991 detailed information on its activities. Mining operations must submit this information to local lead agencies (counties) for review as well as to the state Mining and Geology Board. This will enable the counties and the state to develop a data base of mining operations, as well as ensure that the mining operator has a plan to reclaim the mine once it shuts down.

Using this data base, counties could charge an annual fee based on the volume of minerals removed to reflect the annual ongoing impact of mining operations on the natural habitat. After deducting all administrative costs of levying the fee, the balance could be deposited in the FGPF. The DFG would have to monitor the program, just as it does AB 3158.

- *Nonpoint discharge fees.* Nonpoint discharges -- pollution that does not pour from a single point, but rather originates from a variety of sources difficult to identify -- negatively affect wetlands and other aquatic habitat areas, particularly estuaries and bays. Major sources of nonpoint discharges include (1) agricultural runoff contaminated with pesticides and fertilizers, (2) urban stormwater runoff, and (3) runoff from forestry activities (specifically, erosion from timber harvesting and road building).

Because nonpoint pollution originates from such a large number of sources, levying a fee on each polluter could be administratively difficult. Currently, nonpoint dischargers pay no fee to mitigate the impact of the pollution on habitat. (An exception to this is the fee charged timber harvest operators pursuant to AB 3158 to offset the DFG's

costs of reviewing and mitigating the impact of timber harvest operations.) To institute a charge for the pollution effects, the Legislature could consider a variety of specific fees. These could include:

- *Levying a surcharge on the annual licensing and certification fee currently imposed on individuals that apply pesticides, such as pesticide dealers, pesticide applicators, and crop duster pilots.* The surcharge revenues, collected by the California Department of Food and Agriculture (CDFA), would then be transferred to the DFG.
- *Taxing fertilizers at their point of sale.*
- *Increasing the cost of stormwater discharge permits.* The federal Clean Water Act already requires stormwater discharge permits for most urbanized areas. In California, municipalities will be required to pay a fee for these permits. This fee could be increased by the Legislature to include a charge for the environmental costs of the discharges. The state levy would then be passed on to the DFG.
- *Water use fees.* The use of water from rivers, streams, and the Delta for agricultural, industrial, and municipal purposes has greatly reduced fish populations as well as waterfowl populations. The loss of aquatic, riparian and wetland habitat continues to place strain on these populations and threatens some species with possible extinction.

To mitigate these impacts, the Legislature could, for example, impose a fee on each acre foot of water used. Such a volume-based fee would charge more to those that use more water (and thereby presumably contribute most to the reduction of fish and waterfowl populations). At the current levels of water use in the state, a one cent per acre-foot charge would generate approximately \$220,000 annually. This fee could be collected by the State Water Resources Control Board and then be remitted to the DFG

for use in mitigating the impact of water use on fish and wildlife.

- *Wastewater discharge fees.* The state currently charges permit fees to dischargers of wastewater in order to pay for a portion of the State Water Resources Control Board's water quality regulatory program. These fees could be increased to reflect the impact of wastewater discharges on wildlife species and habitat. The additional revenues could then be transferred to the DFG for use in preserving habitat and mitigating the effects of pollution on native species.
- *Highway-based fees.* Roadkills account for a substantial death toll of many mammals, particularly deer. In addition, multi-lane highways fragment habitats, limiting the movement of various species. Over time, the fragmentation of habitat causes (1) the loss of area-sensitive species, (2) the loss of migratory species, (3) the domination of non-native species, and (4) extensive inbreeding which leads to low levels of fertility, low rates of successful reproduction, low weight of offspring, and high rates of infant mortality.

Chapter 106, Statutes of 1989 (AB 471, Katz) states legislative intent to allocate \$10 million of increased gas tax revenues annually for 10 years, beginning July 1, 1991, to the Environmental Enhancement and Mitigation Demonstration Program Fund. Current law directs the Resources Agency to evaluate grant proposals for using these funds and submit a list of recommendations regarding them to the California Transportation Commission (CTC). The Commission then reviews and makes decisions about funding the list. These funds are to be used for mitigation of the direct and indirect environmental impacts of modifying existing transportation facilities or for the design, construction or expansion of new transportation facilities. To date, the Resources Agency has developed its decisionmaking criteria, and submitted the first list to CTC.

This list included grants to some state agencies including the Department of Parks and Recreation, Caltrans and the DFG. The DFG could continue to apply for these funds in future years.

Second, the Legislature could consider levying a surtax on gasoline and diesel fuel to reflect the ongoing, annual impact of roads on wildlife and habitat. The California Constitution allows the use of gasoline taxes for environmental mitigation related to the impact of road construction and operations. The DFG would have to show how specific mitigation work related to a specific highway or road. At current levels of usage, a one cent per gallon tax would generate approximately \$150 million annually.

- *Recreational fees and/or taxes.* Currently, only hunting and fishing recreational users pay annual fees for a license. The Legislature could consider charging annual use fees or taxes for a number of other recreational activities such as hiking, birdwatching, white water rafting, boating, and skiing. These users, although not consuming the resource in the same sense as do hunters and fishers, can and do have an impact on the habitat. When hikers and campers make use of sensitive areas in large numbers, for example, such as at some of the popular parks, they can seriously disturb habitats and animal species. Likewise, sports such as downhill skiing cause destruction of forests and increase erosion.

Because these user groups represent a large and diverse number of individuals, the process of charging and enforcing individual fees could prove administratively infeasible. Consequently, an alternative way of applying the user fee concept could be a special sales tax on the equipment used for these activities, such as camping and ski equipment.

- *Population impact fees.* At the root of the department's long term challenge to preserve and protect the state's wildlife re-

“Regardless of whether or not the Legislature chooses to alter the workload levels of the department and/or the level and mix of its funding, the Legislature should take action to ensure that the DFG does the best possible job of setting priorities.”

sources is the inherent conflict between the coexistence of a large human population and other species. Consequently, a broad-based fee — coupled with appropriate exemptions for economically disadvantaged groups if desired by the Legislature — could provide the department with a funding base that would grow as population pressure increased. There are a variety of means for implementing such a “population-impact fee” concept, including (1) a flat-rate surcharge on annual state income tax liabilities, (2) a surcharge on auto registrations, or (3) an increase in the sales tax on auto sales which would be used for this purpose. For instance, Florida currently charges a \$4 fee for every new car registered in the state to act as a proxy for the additional resource pressure that will be imposed by that new individual and that automobile.

3. Improve priority setting in using financial resources

The third basic option for addressing the long-term fiscal problems faced by the DFG is to improve the efficiency with which it expends its resources, so that it can get “more bang for the buck” or “the same bang for less bucks.” In fact, regardless of whether or not the Legislature chooses to alter the workload levels of the

department and/or the level and mix of its funding, the Legislature should take action to ensure that the DFG does the best possible job of setting priorities. Our review indicates that improvements are needed in this area. In order to improve its priority-setting and efficiency of resource use, the department requires (1) better planning and (2) more flexibility in the use of funds to enable the department to fund the highest priorities identified in the planning process.

Better Planning

We recommend the Legislature direct the DFG and the Resources Agency to focus the department’s planning efforts, so as to develop a strategic and operational planning process to guide department operations.

Our review of agencies like the DFG in other states found that the Florida Game and Fresh Water Fish Commission (GFWFC) has a planning process in place that works very effectively in establishing priorities and providing direction for the commission. The Florida Legislature was so impressed with this system that they required other agencies in their state to implement a similar system.


How the Florida planning process works

As summarized in Figure 13, the Florida system consists of four components or phases: an inventory of needs and problems, a strategic plan, operational plans, and an evaluation phase.

Inventory. The inventory is designed to answer the question: “Where are we and what problems do we face?” The GFWFC compiles data on fish and wildlife populations and their use to set objectives in the strategic planning phase and to evaluate past operations. This first stage is necessary to assess where problems lie that must be addressed, as well as providing a foundation to measure progress later.

Strategic plan. The strategic plan must answer the question: “Where do we want to go?”

Figure 13

Florida Game and Fresh Water Fish Commission's Annual Four-Phase Planning Process to Establish Program and Budget Priorities 			
	Activity	Question	Purpose
Phase I	Inventory	What problems do we face?	Problem assessment
Phase II	Strategic plan	Where do we want to go?	Goal, objective, and strategy definition
Phase II	Operational plans	How will we get there?	Program and activity plans
Phase IV	Evaluation	How did we do?	Efficiency and effectiveness measurement

This overall plan, which includes a mission statement for the commission, formulates the goals, objectives and strategies that identify where the commission wants to be in the next five years. The GFWFC updates the strategic plan each year, and then fully re-evaluates the plan every three years.

Operational plans. The next stage involves the development of operational plans. These plans answer the question: "How will we get there?" Operational plans give life and meaning to the strategic plan and state specifically what the GFWFC will do in a given budget year. Operational plans are annual documents composed of division-level project documents and the legislative budget request for funding the operational plan.

The GFWFC uses this system as an integral part of its annual budget request process. Staff must rank projects based upon the priority of the programs, and the problems that proposed projects would address. Thus, by internally ranking programs based on the severity of the problem that a program addresses, the GFWFC

staff can rank specific projects based on where these projects fall programmatically. The GFWFC's Executive Director uses this ranking in approving projects for submission to the Legislature for funding.

Evaluation. The GFWFC closes the loop of its planning process with annual evaluations. The evaluation answers the question: "Did we succeed?" Evaluations enable the GFWFC to determine how efficiently and effectively the department met its objectives. The results of the evaluation phase form the basis for revisions to strategic and operational plans.

To facilitate the evaluation process, the GFWFC documents the costs and benefits of each project and program in terms of progress toward strategic plan objectives. Florida captures project costs using a program cost accounting system. The GFWFC also tries to document benefits achieved by its activities, although this is more difficult to document than are costs, due to the subjectivity of measurements. Staff do try to quantify benefits to the extent possible, however.

Currently, the DFG has no planning system on a departmentwide basis to ensure that priorities are properly established and efficiently addressed.

Benefits from Planning. Florida has found that this planning system offers a number of important benefits beyond increased efficiency and better use of scarce resources. The GFWFC has found, relative to the agency's effectiveness prior to implementing a planning process, that they have improved coordination among divisions and offices, and have better communication within the agency. They now can provide clearer direction for their programs. The Commission also finds that it can communicate its mission with the public and with other governmental bodies better and therefore improves its accountability.

DFG efforts to date

Currently, the DFG has no analogous planning system to Florida's on a departmentwide basis to ensure that priorities are properly established and efficiently addressed. Some divisions or branches within divisions of the DFG do require planning, but the planning efforts do not create a coordinated management information system that provides information that can be evaluated for future budget requests.

Recently, the DFG began a planning process that may eventually provide a system similar to Florida's, if the DFG completes the process. To date, a steering committee of various individuals within the department have developed the beginnings of a strategic plan entitled "The Department of Fish and Game -- the 1990's and Beyond." The department steering committee will be receiving feedback about this planning

document from the staff of the department, and use this information to develop a revised consensus document before it proceeds further.

Creating the strategic plan is only the first step facing the DFG. The department must eventually translate this strategic plan into a working system that provides the necessary information, direction and communication channels to coordinate its actual implementation. To this end, we recommend the Legislature direct the DFG and the Resources Agency to continue the department's planning process and to focus the planning efforts on the development of a strategic and operational planning process to guide the department in setting priorities and making operational decisions. Without such a system, the department will not have the accountability or the credibility it needs to effectively proceed into the future.

Achieving Needed Funding Flexibility to Meet State Priorities

We recommend continuation of support for departmental operations primarily from state special funds and the elimination of the constitutional and statutory restrictions which currently dedicate DFG revenues for limited purposes within the department.

As noted earlier and discussed further below, continued support of the DFG primarily from special funds makes sense to us, although a case can be made for funding a portion of the DFG's activities from broad-based revenues. Greater flexibility is needed, however, in the exact way these special fund monies can be used.

An important characteristic of any effective planning process is flexibility to adapt to changing circumstances in order to reflect changing priorities. Since one critical factor necessary for implementation is funding, the need for flexibility extends to the funding area. Plans should identify programs in a particular priority, and then funding levels should dictate how far down the list of programs an agency may go in its implementation activities. Although funding needs generally outpace funding availability, thus restricting the level of implementation,

ideally the amount of funds should not affect the order of implementation. Unfortunately, over the years, restrictions on the use of funds available to the DFG has resulted in severely constraining the flexibility of the DFG and its ability to meet legislative priorities. Such a situation can greatly undermine planning efforts, no matter how good their potential.

Florida's GFWFC enjoys far more flexibility in the uses of its funds than does the DFG. The GFWFC has no constitutional restrictions, nor any statutory restrictions on the use of the bulk of its funds. Although the Commission must allocate certain of its funds in specific ways (such as the \$4 car registration fee exclusively for nongame programs, pursuant to the enabling legislation for that fee), the Commission may allocate most of its funds for a variety of programs. This flexibility allows the Commission to first plan priorities and then fund programs in order of priority to the maximum extent that total availability of funds allows.

California's funding restrictions obstruct effective policy implementation

In contrast, in California a labyrinth of funding source restrictions obstruct such a process. Even if the DFG identified program priorities through a planning process, the DFG would have to re-order certain of them according to fund restrictions. A thorough planning process with legislative oversight that translates into action in the field would greatly improve the accountability and effectiveness of the department. Yet, unless the plans were implemented in the order identified through the planning process, that accountability and effectiveness would be diminished--perhaps significantly. Specifically, funding restrictions inevitably alter priorities and cause reversals or modifications of policy direction.

Enhancing ability to fund priorities

Because hunters, fishers, and other recreational outdoor enthusiasts benefit more directly from most of the department's programs than does the general public, a significant por-

"So long as the current narrow constraints remain on the uses of the FGPF, the department and the Legislature will be unable to ensure that programs that provide the greatest benefits to fish, wildlife, and habitat are those that are funded first."

tion of the department's funding has been through "user charges" that seek to link the amount of support provided with the amount of benefits derived. In our view, this linkage of greater direct benefits with greater share of the cost through special funds — most significantly the FGPF — continues to make sense, and thus should be continued. However, so long as the current narrow constraints remain on the uses of the FGPF, the department and the Legislature will be unable to ensure that programs that provide the greatest benefits to fish, wildlife, and habitat are those that are funded first.

Accordingly, in order to enhance both the planning potential of the department and its ability to ensure that the highest priorities are those that are funded, we recommend that the department continue to be funded primarily from special funds, but that the constitutional and statutory funding restrictions currently placed on the use of the DFG's special funds be eliminated so as to ensure that the department and the Legislature have the greatest flexibility possible in meeting program priorities within the broad parameters of wildlife preservation and enhancement. The recommended steps include (1) repealing the constitutional provisions restricting the use of the the bulk of the FGPF solely to programs of benefit to hunting and fishing, (2) repealing Section 711 of the Fish and Game Code, (3) abolishing dedicated accounts, and (4) continuing the current practice

of depositing license and related revenues in the FGPF. Adoption of this recommendation would not change the special fund status of the FGPF.

Constitutional restrictions. The current constitutional restrictions on the use of hunting and fishing license revenues requires that the department maintain a species-specific focus in planning its activities. Consequently, the department may end up managing a specific property to enhance a specific game population rather than to enhance the overall habitat for the diversity of wildlife that live there. Our review of the wildlife/habitat management programs in other states and our review of the department's programs indicate, however, that there is *no need* for this conflict in mission: managing habitat optimally for the diversity of species that occupy it will result in the optimal balance of general benefits to habitat and direct benefits to consumptive users. Removing the constitutional restriction that hunting and fishing revenues be used only for activities directly related to protecting or propagating hunted and fished species would allow the Legislature greater flexibility in funding the highest wildlife and habitat priorities first. While our analysis indicates that outright repeal of the constitutional limitations on expenditure of hunting and fishing revenues is justified, the Legislature may wish instead to take the approach of broadening the restriction so that *any wildlife, fish, or natural habitat purpose* could be funded from these revenues.

Section 711. Deletion of Section 711 of the Fish and Game Code would enable the Legislature to further free up funds from a variety of fund sources currently available to the department and apply them toward the highest prior-

ity programs within the department, regardless of whether these priorities are use-focused or preservation-focused. Section 711 reflects the current constitutional restriction by limiting the use of hunting and fishing revenues to hunting and fishing programs. In addition, it limits the use of other funds to nongame programs. Deletion of the section would allow the Legislature to establish priorities and then fund them in priority order.

Dedicated accounts. Deletion of all dedicated accounts would further enhance the DFG's flexibility and thus its effectiveness. These accounts generally are set up because a particular interest group desires a specific set of activities accomplished. The DFG then implements these activities, even if they are not consistent with the DFG's highest priorities. Moreover, sometimes the enabling legislation places an artificial cap on the amount of money the department can charge for administrative overhead. This often means that other fund sources must subsidize the costs of managing dedicated fund programs. Thus, dedicated accounts can both distract the department from its highest priorities and drain the department's funds by subsidizing lower priorities.

The objective of repealing the constitutional and statutory restrictions and eliminating the dedicated accounts should be threefold. First, these steps should eliminate the current incentives to fund low-priority programs at the expense of higher-priorities just because funds are available. Second, eliminating funding restrictions should maximize flexibility for the Legislature when setting program priorities for and funding activities of the department. Third, these steps should enable the Legislature and the administration to manage the activities of this particular department more effectively.

CONCLUSION

In the preceding analysis, we have focused on the major problems facing the DFG, both in the short run and in the long run. In our view, as long as the DFG continues to operate with a

dual and often conflicting mission, the Legislature and the department will not be able to solve the department's fundamental long-run problems, including how to effectively allocate

Figure 14

Summary of Action Steps to Resolve Ongoing Problems within the Department of Fish and Game

The Legislature should:

- Determine the primary mission of the department so that conflicts between programs focused on resource use and programs focused on resource protection can be resolved.
- Implement programs and allocate resources consistent with the primary mission in order to reflect overall legislative goals and priorities.
- Establish a policy of considering the level of uncertainty when appropriating funds from new revenue sources in order to ensure that adequate reserves exist to fund shortfalls.
- Direct the DFG and the Resources Agency to focus the department's planning efforts so as to develop a strategic and operational planning process to guide the department's operations.
- Eliminate statutory restrictions and pursue elimination of constitutional restrictions placed on departmental revenues, in order to fund highest program priorities.

The Department of Fish and Game should:

- Re-evaluate its organizational structure and staff allocations in order to solve ongoing communication problems and to enhance program effectiveness.
- Continue improving accuracy of revenue estimates to avoid proposing expenditure of funds not likely to materialize.
- Periodically modify allocation of field staff to respond better to pressures placed on California's wildlife resources by increasing population and development.
- Continue the current planning process and integrate ongoing planning into annual budget development to improve priority setting and accountability.

funds to different programmatic needs that are expanding at a rate faster than the resources available. Figure 14 summarizes the action steps we believe are needed to address this and the other basic problems confronting the Legislature with respect to the DFG. As the figure

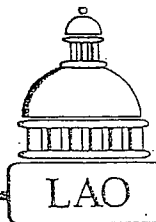
shows, the Legislature should, as a first step towards resolution of the department's problems, establish priorities for the overall mission and objectives of the DFG. In addition, the department must improve its estimates of revenues and, in turn, and budget expenditures

reasonably and conservatively in order to live within its means. Repealing constitutional and statutory restrictions also is necessary in order to allow the DFG to move away from a narrow focus driven by the requirements of specific funding sources and broaden its perspective to meet the fish, wildlife, and habitat challenges of today and the next century. Eliminating these restrictions, coupled with increased planning efforts on the part of the department and the Resources Agency, would enable the Legislature to establish priorities and fund the highest priorities first.

Finally, the Legislature should consider a wide range of policy options to address the long-term workload and funding problems faced by the DFG. As human population pressures on habitat mount, the workload demands placed on the DFG increase and will exceed available resources. The Legislature should consider reducing programs it deems less critical and/or increasing the revenue base of the department through a variety of impact fees and broad-based fund sources such as the General Fund or general environmental funds based on its assessment of program beneficiaries.❖

This Special Study was prepared by Ruth Coleman under the direction of Sarah Reusswig Olsen, (916) 445-5616. Diana Canzoneri and Michael Zelter provided invaluable assistance. Others contributing to the study were Carol Daniel, Kate Hansel, and Paul Navazio. For additional copies, please contact the Legislative Analyst's Office, State of California, 925 L Street, Suite 610, Sacramento, California 95814, (916) 445-2375. Permission is granted to reproduce this study as needed.

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Little Hoover Commission

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REPORT ON CALIFORNIA'S FISH AND GAME COMMISSION AND DEPARTMENT OF FISH AND GAME

JANUARY 1990

REPORT ON CALIFORNIA'S
FISH AND GAME COMMISSION
AND
DEPARTMENT OF FISH AND GAME

LITTLE HOOVER COMMISSION

JANUARY 1990

Executive Summary

The concept was simple when it was first written into the California Constitution: Policies governing the state's fish, game and wildlife habitat are the responsibility of the Fish and Game Commission.

But in a world where ever-mounting growth pressures on land, water and air compete with heightened awareness of the fragile nature of California's diverse ecology, the issue of wildlife management is growing increasingly complex.

The Little Hoover Commission has reviewed the performance of the Fish and Game Commission and the agency that carries out its policies, the Department of Fish and Game, within the context of their broad mandate to protect California's natural resources. The key focus of the study is the capability and performance of both the Commission and the Department in meeting these increasingly complex demands.

By law, the general charge of the Fish and Game Commission is to formulate policies for the conduct of the Department of Fish and Game. The Commission carries out its activities, which include at a minimum eight public meetings a year, on a budget of \$429,000 (FY 1989-90) and with a staff of two professionals and five clerical workers. The Department, with 1,568 personnel years, has a budget of \$118.9 million (FY 1989-90).

Within the purview of the Commission and the Department are:

- * Preserving, protecting and managing California's fish, game and native plants, without respect to their economic value.
- * Conserving California's wildlife and wildlife habitat.
- * Acquiring land, water and water rights to ensure game and fish propagation.
- * Acquiring land, water and water rights to ensure ecological preserves.
- * Conserving and protecting aquatic resources.
- * Identifying, inventorying, supporting and managing special programs for endangered and/or rare species.
- * Monitoring all dams of water containing fish.

With these far-flung responsibilities, it is not surprising that intense scrutiny and frequent controversy are no strangers to the two entities. However, based upon contact from the Legislature, the general public and private organizations, the Little Hoover Commission became concerned about the widespread perception that the Fish and Game Commission and the Department of Fish and Game have isolated themselves from the major groups concerned with the preservation of fish, game and habitat, while at the same time frequently straining relations with other government agencies, sporting groups and developers.

After a 10-month investigation, two public hearings, numerous meetings with the widest possible variety of constituent groups and in-depth interviews with Department and Commission officials, the Little Hoover Commission is issuing the following findings:

A. Composition of the Commission: There are no clear or publicly understood criteria for selection and appointment of Fish and Game Commissioners. The Fish and Game Commission's mandate and related activities have grown far beyond the time when the good intentions and honest opinions of five sportspersons could be relied on to mold the state's natural resources policies. To give the Commission the external (i.e., outside of the Department of Fish and Game) expertise that it needs, as well as badly needed credibility with all competing constituencies, the Commission needs to be stocked with broad-based representation, including biologists, environmentalists, developers, ranchers and sportspersons.

B. Commission Viability: The Commission has not, and as presently structured, cannot adequately exercise its statutory authority over the Department of Fish and Game. The Commission's independent, constitutionally authorized structure places it outside the Executive Branch, thereby undercutting the ability of the Commission to exercise administrative control over the Department's implementation of policy. Without a unity of perspective and a unity of operation, the Commission has little authority over the Department and no formal relationship with the Resource Agency, which houses the Department.

C. Commission Operations and Decisions: The Commission has difficulty meeting its mandate because of external pressures and factors outside of its control. The Commission increasingly is incapable of withstanding the pressures upon it both to protect natural resources and to allow hunters and fishermen their traditional access to fish and game. This is particularly true in cases where scientific evidence is either sparse or non-existent, or where scientific revelations develop more quickly than the Commission can adjust.

D. Departmental Negotiations With Related Agencies: The Department of Fish and Game has exercised inappropriate bargaining tactics with respect to habitat mitigation. There is compelling evidence that the Department, either through lack of cohesiveness or by intent, has reneged on and/or demanded changes in what affected agencies were led to believe were completed mitigation negotiations. This has slowed the progress of projects with little or no justifiable cause and has led to the Department's reputation as a bad-faith bargainer.

E. Departmental Acquisition and Stewardship of Land: The Department has been unsystematic and inconsistent in its acquisition and maintenance of State refuge lands. There are charges (and in some cases, evidence) that the Department has not notified surrounding landowners about its intent to purchase land, has bought unsuitable lands or lands at inflated prices, and has failed to maintain the lands once purchased because of the separation by budget years of acquisition funds and maintenance funds.

F. Departmental Internal Administrative Capacities: The Department has no comprehensive management information system. This lack has made it difficult, if not impossible, for the Department to provide, upon request, information to the Legislature and other entities, to properly track its funding and taxing mechanisms, and to adequately monitor fish and game species counts, hunting and fishing takes and illegal depredation of wildlife.

G. Departmental Internal Allocation of Resources: The Department is not capable of appropriately allocating resources. The Department cannot provide the required level of monitoring, enforcement and timely expertise and research consistent with the requirements of its mandate. The lack of enough resources leads to policy decisions that must be made based on incomplete or dated information.

H. Departmental Oversight and Authority Over Fish and Game Regional Administrators: The Department does not have adequate oversight and authority over Fish and Game Regional administrators. There exists within the Department of Fish and Games' field operations a lack of consistency with respect to Regional enforcement practices and regulations. This inconsistency makes it difficult for those who interact with the Department on a statewide basis, as well as blocking the implementation of a cohesive, top-to-bottom, statewide policy.

Flowing from the above findings, the Little Hoover Commission is making the following recommendations for corrective actions:

1. Composition of the Commission: With the assistance and advice of the Legislature, the Governor's Office and representatives of appropriate State control agencies, the Resources Agency should convene a special task force to develop criteria for membership on the Fish and Game Commission. Once agreed upon, these criteria should be placed in law.

2. Commission's Viability: The Commission should become part of a formal Resource Agency Oversight Task Force, composed of one executive member from each of the major resource-related commissions and departments within the agency. Chaired by the Resources Agency Secretary, this task force would serve to unify policy and practice with respect to all significant aspects of California's fish and game, water and habitat-related issues, while forging a closer relationship between the constitutionally independent Fish and Game Commission and the Executive Branch.

3. Commission's Operations and Decisions: The Resources Agency, Legislature and the Governor's Office should assess the Commission's future performance in light of its recent stated rededication to fulfilling its mandate. The Commission should concentrate on effectively monitoring the Department of Fish and Game, responding to public input and making full use of scientific analysis before deciding issues before it, and working in a committed fashion with the new Resource Agency Oversight Task Force.

4. Departmental Negotiations With Related Agencies: The Department of Fish and Game should create a separate staff unit, to provide timely and consistent identification of issues and practices related to mitigation actions involving external agencies.

5. Departmental Acquisition and Stewardship of Refuge Lands: There are three recommendations for action:

A. State acquisition of property should be made dependent on public notice of the intent to purchase the land, as well as specific notification of surrounding property owners.

B. The Department should require at least two appraisals of land value, including the residual value to the current owner of any rights not included in the property sale.

C. Legislative and Executive branch budgetary policies should be modified to provide for a direct tie between land acquisition funds and maintenance funds in the year the land is purchased.

6. Departmental Internal Administrative Capacities: There are three recommendations for action:

A. The Department's management and fiscal information needs should be analyzed (either by the state Office of Information Technology or an independent analyst) and a plan formulated to improve the department's management information system.

B. The Resource Agency should reconcile expenditures to dedicated fund sources for FY 1990-91 and report to the Legislature on the results and on the future viability of the present system of dedicated fund sources.

C. The Department should be directed to set up empirically defined, consistent systems for measuring legal and illegal taking of game and fish by both sporting and commercial agents.

7. Departmental Allocation of Resources: The Resource Agency should push for greater resources for the Department, especially in the Department's Environmental Services Division, and should promote better relationships between its own commissions and departments.

8. Departmental Oversight and Authority Over Fish and Game Regional Administrators: The Department should tighten its control over the Regional operations and continue its recent commitment to systematic training of field staff.

The Little Hoover Commission believes that implementation of the above recommendations would give both the Fish and Game Commission and the Department of Fish and Game the improved capability to cope with the demands of safeguarding California's natural resources in a time of explosive growth and development, while at the same time improving the credibility of both entities with the diverse and competing constituencies they now face.

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Parish
Hunter

REPORT ON SURVEY

DEPARTMENT OF FISH AND GAME

SACRAMENTO, CALIFORNIA

Report of
BOOZ, ALLEN and HAMILTON
Management Consultants
to the
JOINT LEGISLATIVE BUDGET COMMITTEE

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SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS

Senate Concurrent Resolution No. 126 stated that this survey should include but not be limited to studies of five defined subjects as follows:

- (1) Determination of relative levels of department effort for artificial propagation and improvement of natural habitat.
- (2) Appraisal of departmental administration.
- (3) Evaluation of department conservation education programs.
- (4) Consideration of the effectiveness of Federal Aid expenditures.
- (5) Survey of predatory animal control.

The second subject, that of departmental administration, inevitably led to a general survey of the department's activities and of the Fish and Game commission as any appraisal of administration is improved by an evaluation of the needs of the activities being administered. Hence, the chapters of this report have been organized largely around the functions performed by the department.

Material pertinent to the five defined subjects may, therefore, appear in several chapters. Here the conclusions and recommendations are regrouped under the five subject headings.

The necessary evaluation of activities other than those specifically listed produced several other sets of conclusions and recommendations. Here these are summarized under the following headings: Wildlife Protection, Marine Fisheries Management and Deer Management.

Action paragraph headings in the sections below present the summary recommendations in the major areas studied during the survey. Key recommendations are included under the headings. Some, more detailed recommendations, do not appear in this summary but are presented in the chapters. Chapter numbers in parenthesis at the end of paragraphs indicate the location of the detailed analysis and discussion behind the summary statements.

ARTIFICIAL PROPAGATION VERSUS IMPROVEMENT OF NATURAL HABITAT

Senate Concurrent Resolution No. 126 specified that the survey include:

"(1) An evaluation of the artificial propagation programs of the Department and of Fish and Game with the aim of establishing levels of emphasis and expenditure for these programs in relation to the emphasis and expenditure that should be accorded improvement of habitat and natural conditions."

Careful study devoted to this phase of the survey produced the following key points:

1. INCREASE THE EMPHASIS AND ATTENTION GIVEN TO IMPROVEMENT OF HABITAT AND NATURAL CONDITIONS BUT HOLD ARTIFICIAL PROPAGATION PROGRAMS AT PRESENT LEVELS

Over all, the conclusion reached is that California should concentrate on improving its natural habitat for wildlife. Many specific recommendations proposed that the development enlarge the wildlife-supporting capacity of the State.

At the same time, strong recommendations are presented to hold the artificial propagation programs at their current production level and not to expand production. The "put-and-take" pheasant program is questionable from a game management point of view. If it is decided to continue this program, it should be on a "pay its own way" basis. Furthermore, specific plans were advanced to reduce the cost of these programs. (Chapters III, IV, V and VII)

2. IMPROVE THE HABITAT OF PRESENT LAND AVAILABLE AND ACQUIRE MORE LAND FOR HUNTING

Present department programs to increase hunting land are regarded as initial steps which must be enlarged and refined to achieve proper results. Full-scale concerted efforts are proposed to improve and add to the land now available for hunting.

More public lands should be set aside for recreational purposes and additional land should be acquired for pheasant and waterfowl. Increased opportunities for the unattached hunter to hunt should be given emphasis.

Land improvement programs are encouraged with continued emphasis on wise use of controlled brush burning, brush reseeding and on construction of access roads to areas now inaccessible. (Chapters III and IV)

3. TAKE STEPS TO ENLARGE THE FISH-PRODUCING CAPACITY OF RESERVOIRS, LAKES AND STREAMS

Expansion of fish-producing capacity of California's present and proposed bodies of water is recommended to take precedence over increased hatchery production of catchable trout. As discussed in Chap-

ter XV, Cost Reduction Opportunities, the potential for this approach is larger than the present catchable trout program. But action is needed to realize the potential since projects to develop the proper fishery for each body of water must be completed before the benefits can be received.

In addition, it is proposed that the department stream improvement and water development program should be strengthened and accelerated. A comprehensive program to place fish screens at water diversion outlets is suggested to keep fish out of irrigation canals. Increased use of fish management tools such as water impoundment, flow maintenance dams, chemical elimination of trash fish and stream improvement devices is recommended. (Chapter V.)

4. IMPROVE ABILITY TO HANDLE WATER PROJECTS AND POLLUTION

Applications to use California water for industrial and agricultural purposes must be processed by the department if wildlife needs for the water as natural habitat are to be recognized and protected. More applications are being received than the present staff can effectively handle. More staff is recommended to process water projects. Investigation of possibilities that the cost of department water projects work be shared by the agency constructing the water project is suggested. (Chapter VII.)

Water pollution problems require time-consuming work to detect sources of pollution, the kinds and amounts of fish affected, and the corrective action needed. Pollution control now is not effective due to the lack of manpower. More staff is proposed to handle the problem of pollution control. Present pollution laws do not allow the department to correct all known pollution violations. Enactment of more workable pollution laws is recommended. (Chapter VII.)

5. REDUCE ARTIFICIAL PROPAGATION PROGRAM COSTS

Present pheasant and catchable trout production at game farms and fish hatcheries can be maintained, but operating costs can be reduced by consolidating a number of high-cost operations at more efficient installations and by improving operating methods. Recommendations are to:

- Consolidate all pheasant production at Yountville and Los Serranos.
- Reduce the number of hatcheries producing trout from 14 down to seven.
- Increase use of dry feed at fish hatcheries.

Plans for partially consolidating game farms in accordance with the recommendation would reduce operating costs for present production by \$80,000 a year

after capital outlays costing \$200,000. This rate of annual savings would pay back the capital outlay in two and one-half years. Plans for consolidating fish hatcheries and using more dry feed allow reductions in operating costs of \$310,000 each year after capital outlays of \$333,000. This rate of annual savings would pay back the capital outlay in 13 months. Note also, that after the pay-back periods, the annual savings accrue each year as a continuing economy. (Chapters IV, V and XV.)

These savings could be used to support habitat improvement programs recommended in previous paragraphs.

6. IMPROVE SALMON AND STEELHEAD PROGRAMS

Critical reductions observed recently in salmon and steelhead runs require intensive department attention. A new salmon-steelhead research and management section is recommended. Suggestions are made that stream clearance and barrier removal programs for salmon and steelhead be accelerated.

In view of the emergency, it is also suggested that raising salmon and steelhead at inland fish hatcheries and in water impoundments be considered. (Chapters V, VI and VII.)

* * * * *

Many department personnel recognize the worth of the recommendations discussed above. But factors both inside and outside the department have prevented concerted action. Recently the department has moved to create the salmon-steelhead section as recommended in preceding paragraphs. This action is commendable.

DEPARTMENTAL ADMINISTRATION

Survey study specifications included:

“(2) A review of the methods and procedures of administration of the department both on the headquarters and regional levels to determine if general business functions are operating with all possible efficiency and to ascertain if there is a possibility of effecting any consolidation of regional administrative operations.”

During the survey much attention has been directed to departmental administration. Recommended action for simplifying the relationship of the department with the Fish and Game Commission are found in Chapter XVI. Each of the wildlife consultants has included recommendations for improving department administration in his chapters. In addition, Chapters X, Evaluation of Departmental Administration; XI, Planning; XII, Departmental Organization; XIII, Teamwork Among Department Personnel; XIV, Management Controls; and XV, Cost Reduction Opportunities, analyze administrative conditions and

develop recommendations for improvement. Summaries are found in the following sections.

1. CLARIFY THE FISH AND GAME COMMISSION ROLE AS A POLICY-FORMULATING BODY FOR THE DEPARTMENT

Under present statutes, the commission occupies a complex position in California fish and game conservation. There are real opportunities to simplify the commission's position and to improve its effectiveness in guiding state wildlife conservation programs.

Need no longer exists for the Wildlife Conservation Board as a separate body, to control annual expenditures of \$750,000 in capital improvements and acquisitions. It is recommended that the present board be dissolved and that the commission assume present board responsibilities. Also it is strongly urged that the department assume the responsibilities of the present board's staff group to eliminate duplication of effort and expense. Annual savings of \$40,000 are possible.

There is definite need for the Marine Research Committee research program to be co-ordinated with that of the Marine Resources division in the department. It is recommended that the commission and the committee provide this co-ordination by arranging joint meetings every two years and more often as necessary to discuss all marine research projects.

Responsibilities of the commission should be clarified and strengthened so that it would be the recognized and accepted wildlife conservation policy making body in California. As such it would be a "board of directors" as in an industrial or commercial enterprise. Suggested wording of several sentences accomplishing this purpose is set forth in Chapter XVI.

Action on above recommendations for improving the position of the commission is important. The commission itself needs greater knowledge about the department. It is recommended that the commission hold more informal meetings with department personnel and that its members make more inspection trips to department field operations.

Further, a recommendation is made that the relationship between the director and the commission be strengthened by eliminating the assistant to the commission. The director and his department staff would assume the assistant's responsibilities. Savings due to elimination of the assistant and services rendered for him would amount to \$15,000 per year.

Finally, it is believed that the commission should have a voice in the selection of the director. The position is one best occupied by a dedicated professional conservationist. The department will profit by continuity of professional administration. However, this administration assuredly must be sensitive to the needs and feelings of the sporting public.

Previous recommendations should assist in giving the commission greater insight into the problems and proficiencies of the administration of the department. Presumably members of the commission will have an acquaintanceship among leading figures in conservation circles nationally. Therefore they will know both the needs of the department and people qualified to be director.

The commission is appointive, however, and on a staggered basis. The Governor is the elected head of the State and presumably reflects the will of the public. We therefore recommend that the director continue to be appointed by the Governor, but from a list of candidates submitted by the commission, and with the advice and counsel of the commission.

Chapter XVI presents a number of questions on the future of hunting and fishing opportunities in California, on the future status of artificial propagation programs, on who should pay for artificial propagation programs and on the part commercial enterprise should play in these programs. It is recommended that the Legislature act on these questions after the department and commission have presented the facts on the questions for legislative consideration. The Legislature, representing the public, can best answer these basic questions.

2. IMPROVE DEPARTMENT PLANNING ACTIVITIES

Planning in a large organization is the first step toward success. It provides the vehicle for focusing department resources of money, manpower and facilities toward accomplishment of definite goals. It furnishes the detailed assignments for various groups of department personnel to carry out. It allows co-ordination of the various groups through time schedules. It establishes standards or yardsticks of performance against which results can be measured and poor performance corrected.

Short-range planning may extend over one or two years and be in considerable detail. Long-range planning may extend over 10 or 20 years and lack the detail which can only be supplied as the immediate future comes into better focus.

Lack of a formal, organized and integrated long-range plan has hindered the department in accomplishing its goals. In many instances, department goals or objectives are not stated in written form and prevent adequate planning. Responsibilities for developing plans are not clearly placed on individuals in the organization.

Due to the lack of complete and timely plans, the department has failed to be an effective leader in molding public opinion. Many department activities are emergency actions on controversial matters. Better planning could have avoided the controversies and emergencies.

Conversion of public and private land to agricultural and industrial use is reducing the natural habitat for wildlife. Greater need for department planning to provide for required future wildlife conservation programs is apparent. The Fish and Game Commission has a strong role in conservation planning.

Recommendations for improved department planning are:

- (1) Set specific objectives for the department.
- (2) Establish clearly defined general and operating department policies.
- (3) Consolidate planning responsibilities in the department.
- (4) Give adequate attention to developing both long- and short-range planning.
- (5) Develop realistic plans through co-ordination with people in the field.
- (6) Secure approval of objectives, policies and plans from the Fish and Game Commission.
- (7) Use approved plans as standards against which to evaluate operational performance.
- (8) Carry department planning to the public.
- (9) Provide for budget flexibility to meet natural emergencies.

Discussion of planning is contained in Chapter XI. Organization changes to implement planning recommendations are contained in Chapter XII.

3. REVISE DEPARTMENTAL ORGANIZATION FOR FURTHER IMPROVEMENTS

Since 1953, the departmental organization has been geographically decentralized on a line and staff basis. The present departmental organization form is based on sound principles which can be further applied to produce additional improvement.

Under the present plan, headquarters staff personnel have not been allowed to perform their jobs of advising the deputy director on the control of their functions in the field. This difficulty can be corrected.

The present responsibility of the deputy director for handling both headquarters planning and regional operations is too big a task for one man. Establishment of a new associate director—plans is recommended to allow the deputy director to concentrate on operations. All of the branch chiefs and the water projects co-ordinator will report to the new associate director. The newly recommended top organization reporting to the director will consist of the deputy director—operations, associate directors—plans and control, and the assistant director—information.

The associate director—control replaces the present administrative officer, and the assistant director—information replaces the present conservation education officer.

Within the regions, further decentralization of operations is recommended. Wildlife conservation is

largely field work. Field personnel must have essentially the same basic qualifications whether performing law enforcement, game management or fisheries management duties. Knowledge and proficiency in the one category assists in carrying out another category of work.

Generally, the department has no large concentrations of people in the field, and consequently considerable travel is involved at present by the various functional personnel who must each cover the same areas.

Recommendations are made in Chapter XII that the regions be divided into districts and that most field personnel be assigned to work under district managers as generalists. The generalists would be composed of present law enforcement, game management and fisheries management personnel reclassified after adequate training to be conservation officers. Each would be qualified to perform all functions in the field.

By dividing the State into 22 districts and eliminating one or more layers of functional supervisors, it is possible to reduce the number of regions needed to manage field activities from five down to four. Functional supervision is retained at each regional headquarters to manage the game farms, waterfowl management areas and fish hatcheries, and to provide functional guidance for the regional and district managers.

Greater public acceptance of wildlife programs can be achieved through the unity of effort possible under the district plan. Placement of decision-making authority closer to the point of action in the field eliminates delays and improves the decisions. The district plan reduces the number of supervisory levels over the field man from four to six, under the present organization structure, down to three and vastly improves communications between the director and field personnel.

Modern organization planning utilizes to advantage the principle of decentralizing operations and centralizing services. Centralizing regional business services at headquarters under the associate director—control can reduce the number of people processing and handling paper work.

Primary regional business service functions consist of processing accounting and personnel records and of handling license administration. Most field personnel and license agents are widely scattered and mail papers and forms to the regional offices for processing. This material can be mailed to Sacramento as easily as to a regional office. Material originating in the regional offices need only be assembled and sent to headquarters. Processing of the various reports and records can be handled more economically at a central location with extensive use of mechanical equipment. Summary reports can be prepared quickly and sent back to regional management for action.

Centralized business services have been recommended. Business service officers are then no longer needed in the regions since clerical services remaining in the region can be supervised by the secretary to the regional manager. The regional manager would look to specified positions in the control division at Sacramento for necessary advice on accounting and fiscal matters.

Reduction in the number of regions and creation of the new districts will require concentrated attention by the deputy director in establishing workable boundaries for each. Recommendations for criteria to use in establishing the proposed boundaries are contained in Chapter XII.

The four new regions have been named the northern region, the north-central region, the south-central region and the southern region. All four of the new regions run from the coast across to the eastern state lines. This arrangement permits flexibility for interchanging personnel to meet workload fluctuations.

Region III under the present regional plan has been eliminated and Region V reduced in size.

In addition to all other benefits, the revised organization plan permits cost reductions which may be as great as \$186,000 per year. Since the survey has been made for the Legislature, these conclusions and recommendations were not discussed with department personnel.

4. IMPROVE TEAMWORK AMONG DEPARTMENT PERSONNEL

Department personnel are sincere, capable people dedicated to conservation, but there has been a lack of uniformity among the regions and of teamwork among functional groups in the field. Differences in policy and program interpretation have resulted in diverging effort and action. Friction within the department has been reflected in divided public reaction to the department's wildlife programs.

Under the proposed organization plan of dividing the regions into districts and of establishing generalists in each district, the career program for department personnel will improve. The generalist concept widens the job responsibilities of most field personnel and provides a new promotion channel from conservation officer I to conservation officer II to district manager to regional manager.

In addition to responsibilities for law enforcement, the generalist will be qualified and expected to carry the fish and game programs to the people. The present tendency for functional division of the department would be greatly reduced.

Unity of effort through teamwork can be improved by indoctrination, training and supervisory practices designed to promote better understanding of department policies and programs. Recommendations are:

- Plan an indoctrination and training program within the framework of the in-service training program to assist field personnel to develop into generalists.
- Plan a management development program for potential and actual supervisors and managers.
- Carry out such training programs on a timetable co-ordinated to meet the needs of the proposed form of organization.
- Continue to emphasize the importance of two communication channels—up and down the organization—within the department.
- Continue to emphasize the full range of responsibilities placed upon all department personnel.
- Improve the use of staff meetings within the department.
- Complete the department operating manual.

These recommendations are contained in Chapter XIII and are planned to improve the teamwork of department personnel. But these ideas can only serve as tools in the hands of department supervisors and managers who must develop the team.

5. ESTABLISH BETTER MANAGEMENT CONTROLS

Present management controls in the department are largely in the area of budgetary control. Prescribed state procedures of fiscal control are used.

No current reports show the cost of the various wildlife programs such as deer management or "put-and-take" pheasants. Headquarters staff personnel have not conducted systematic inspections of field operations. There are few standards of performance in written form which inspectors could use to evaluate field performance.

As a result, each region has proceeded on its own without benefit of over-all control from headquarters.

During the survey, department revenues and costs were analyzed by wildlife program to compare revenue against costs for the several programs and to study the feasibility of making a wildlife program analysis report a regular part of department management controls. Some conclusions of the analysis are:

- (1) By program, game and inland fisheries programs each account for 40 percent of the total budget, and marine fisheries for the remaining 20 percent.
- (2) By function, management and operations consume 43 percent of the total budget, law enforcement 19 percent, administration 14 percent, research 14 percent, conservation education 5 percent and miscellaneous expenditures 5 percent.

- (3) Game and inland fisheries revenue exceeded expenditures for these programs while marine fisheries revenues were less than program expenditures.
- (4) In general, each of the two programs in which both wild and artificially propagated wildlife are involved are self-supporting in total, however.

- While the "put-and-take" pheasant program costs almost \$600,000, revenues for this program only amount to about \$100,000. Thus, wild pheasant hunters are contributing about \$500,000 to its support.
- Program costs for catchable trout are almost \$2,000,000 but the revenues for catchable trout are only about \$725,000. Thus wild trout fishermen are contributing about \$1,275,000 to its support.

These conclusions must not be taken too literally since the analysis was based on a number of assumptions and approximations, but the trends indicate the desirability of having such information available when deciding on license fees and levels of emphasis for expenditures in the future.

Installation and maintenance of revenue and cost controls on a continuing basis is strongly urged. The proposed cost accounting system would supplement budgetary accounting. Daily time reporting would be required of all department personnel except those whose activities fall into general or administrative categories.

Further recommendations are:

- Develop quantitative measures of performance in order to evaluate programs and results.
- Prepare cost accounting reports on a monthly, quarterly and annual basis.
- Have all control reports prepared by the centralized accounting department.

The department is urged to adopt other significant management controls including:

- Compilation of detailed written material covering commission and department policies, organization and operational procedures.
- Periodic inspections of headquarters, regional and field activities to insure compliance with department policies, methods and procedures.
- Critical review, elimination and/or revision of all regular reports made throughout the department.

It is important that the director rely heavily on the use of management controls in directing the progress of his widely dispersed department organization.

* * * * *

Recommendations for improving departmental administration are extensive. The department faces a

substantial task in acting to place all recommendations in effect. But the resulting benefits are essential to the success of the department in meeting its obligations of protecting, preserving and improving wildlife.

6. TAKE ADVANTAGE OF COST REDUCTION OPPORTUNITIES

During the survey, several cost reduction opportunities were developed. Some occur as part of the organization changes recommended for the commission, the board and the department. Others result purely from the desire to introduce more economical operations in the department.

A summary of the dollar savings which can be realized and the chapter containing the details of the plan are as follows:

Chapter	Source of savings	Approximate amount
XII	Reduction from 5 to 4 regions and installation of district and generalist plans could mean as much as-----	\$186,000
XIV	Consolidation of game farms at Los Serranos and Yountville-----	80,000
XV	Reduction in operating costs of fish hatcheries-----	310,000
XV	Adoption of a new licensing procedure-----	10,000
XVI	Dissolution of the Wildlife Conservation Board-----	40,000
XVI	Assignment to the department of the responsibilities of assistant to the commission-----	15,000
		<hr/> \$641,000

There is the possibility that the adoption of the new licensing procedure can increase department revenues through reduction of license agents commissions. The workload of license agents is reduced and, consequently, a reduction in their commissions can be considered.

Another type of cost savings is developed in Chapter XV—the future savings possible through increasing the natural fish production of California lakes and reservoirs as a much more economical alternative to increasing artificial fish production at hatcheries.

CONSERVATION EDUCATION

Contained in the Senate Concurrent Resolution was the directive for:

“(3) A survey of the conservation education activities of the department with the aim of evaluating the function of this branch and the publications and printing of the department.”

In conducting this survey, it has seemed appropriate to enlarge its scope. The study has included the total task of placing department plans and programs before department personnel and the public and of gaining the acceptance of these two groups.

Every state conservation department has found it necessary to devise ways and means of informing all

concerned as to the new knowledge consistently being gained about wildlife management and its effect upon wildlife conservation policies, programs and practices. The people are entitled to an honest evaluation of the problems inherent in conservation.

The task of giving proper information to the public is tied directly into providing the same information for all personnel within the department. It is notable that the department has not been able to sell its programs to its own personnel, much less the general public. There is a real need for the department to improve the material which is given to the department personnel and to the public for their consideration and acceptance. Survey comments and recommendations are classified under the following points:

1. IMPROVE DEPARTMENTAL IN-SERVICE TRAINING

Until department personnel accept department programs, it certainly is not wise to present these programs to the public. Department personnel in the field constitute one of the major channels of communicating department programs to the public, and each of these field personnel should be convinced of the soundness of department programs. Divided opinions among department personnel are quickly noticed by the interested public with the result that department programs are not completely accepted.

It will be necessary that greater time and attention be given to preparing announcements of department programs to all department personnel before such programs are released to the general public. (Chapters III, IV, VI and IX.)

2. ENLARGE THE INFORMATION STAFF WITHIN THE DEPARTMENT

Recommendations contained in Chapter XII, Departmental Organization, place a public information officer at each region headquarters and at Terminal Island. This constitutes an increase of three of these positions since two regions already have information officers. Salaries for these positions were allowed in Chapter XII before the potential net cost reduction was computed. Increasing the information staff is in recognition of the tremendous job of giving information to the public which the department must undertake if it is to gain better acceptance of its programs.

No increase in the headquarters staff of the assistant director for information is contemplated. There is a recommendation, however, that the talent needs of the headquarters information staff be reviewed and that the proper talent for the staff be obtained. A specific suggestion is that a staff member possessing experience and knowledge in working with state school systems be added to the staff. (Chapter IX.)

3. STRENGTHEN THE CONSERVATION EDUCATION PROGRAM

Chapter XII, Departmental Organization, recommends that the conservation education activities be placed under a new position, the assistant director—information, reporting to the director. This move is a part of an overall plan to improve the conservation education program.

Specific recommendations in Chapter IX for strengthening this program are:

- (1) Rewrite conservation education objectives to:
 - Emphasize the department as a guardian of wildlife resources and a leader in their management.
 - Recognize the interests of hunters and fishermen.
 - Recognize the interest of that segment of the public who enjoy the aesthetic elements of nature.
 - Provide for youth education in conservation and use of wildlife resources.
 - Set forth department policies on all department personnel giving uniform information to the public.
- (2) Place quarterly publication under the assistant director—information.
- (3) Re-examine the publication costs of the quarterly in an effort to reduce costs if possible.
- (4) Modify editorial policies of *Outdoor California* to stress conservation fundamentals, contemplated changes in regulations, and more progress reports on research. Give less emphasis to department virtues, big fish catches and trophy heads.
- (5) Increase the number of pages in *Outdoor California*.
- (6) Make a strong effort to develop reader interest in *Outdoor California* and increase paid circulation to a minimum of 75,000 copies.
- (7) Retain responsibility for preparing fish and game regulation digests within the department.
- (8) Designate the sign used for licensed game clubs.
- (9) Sell licensed game club signs at cost only if determined that this is a department responsibility.
- (10) Print and distribute angling guides and maps as a management tool and as a service to the hunting and fishing public, but avoid taking on the role of a tourist bureau.
- (11) Continue present news release service.
- (12) Improve news release quality to obtain more interest by newspapers.

- (13) Plan and implement a conservative program of exhibits for use at shows important to the conservation movement.
- (14) Limit use of motion pictures to more important conservation matters where budgets can be justified on results obtainable.
- (15) Develop slides to carry larger portion of conservation education presentation work load.
- (16) Improve educational efforts by constant review of broad conservation concepts.
- (17) Develop better ways of presenting conservation concepts.
- (18) Consider expanding the budget allotted to conservation education as effectiveness of this activity is improved.
- (19) Implement a policy of department-wide participation in conservation education.
- (20) Initiate programs whereby each division and region contributes material for conservation education use.
- (21) Continue the hunter safety training program.
- (22) Increase the amount of conservation fundamentals and wildlife hunting and fishing ethics taught in the program.
- (23) Improve conservation education programs for schools.

While the assistant director—information will bear major responsibility for placing the above recommendations in effect, the new regional and district organization plans will provide a sound structure for improving the acceptance of wildlife programs by department personnel and the public.

4. INCREASE THE INFORMATION PROGRAM ON THE OPPORTUNITIES FOR HUNTING AND FISHING GIVEN TO THE PUBLIC

Some upland game is not being fully harvested. There is a need to develop more public interest in the opportunities to hunt doves, pigeons, chukar, quail, rabbits and squirrels. Similarly a need is to advise the public of the opportunities to catch warmwater fish. Good game and fish management requires that the surplus of these various wildlife resources be harvested each year. (Chapters IV and V.)

CONTROL OF FEDERAL AID RESEARCH AND DEVELOPMENT PROJECTS

One specification of the study was:

“(4) Consideration of the effectiveness of the department's use of funds received under the Pittman-Robertson Federal Aid in Wildlife Restoration Act and the Dingell-Johnson Federal Aid in Sport Fish Restoration Act to determine if the best possible utilization is being made of these funds.”

A major conclusion is that federal aid for wildlife and sport fish restoration has been utilized properly in building the fund of knowledge for game and fish management. (Chapters III, IV, V and VI.)

Recommendations have been made, however, that control of federal aid projects be improved through establishment of completion dates for each project, through more frequent termination and rewriting of the objectives of the projects and through better evaluation of projects to see that they are achieving their objectives. (Chapters III, IV, V and VI.)

Suggestions are made that some disease laboratory work be farmed out to outside agencies; that some larger research and development projects be programmed to supply needed information; and that some projects should be redesignated as development rather than research to avoid false impressions of the nature of the work. (Chapters IV, V and VI.)

Other specific recommendations are that more warm-water fish research and more research on the planting of fingerlings be made in the inland fisheries management group research under the Dingell-Johnson Act. (Chapter V.)

PREDATORY ANIMAL CONTROL

The last specific directive of the Senate concurrent resolution was that “(5) A survey of predatory animal control, particularly existing duplicating activities” be made. The survey results have shown that predatory animal control is more important to state agriculture than to game. Recommendations advanced in Chapter III, which discussed predation as a part of the big game program, state:

- (1) Use predator control only when and where studies show that game is being damaged severely.
- (2) Contribute financially to the U. S. Fish and Wildlife Service coyote control program.
- (3) Abolish remaining lion hunter positions.
- (4) Simplify cougar bounty administration by reducing female bounty to \$50.

When needed, field personnel can carry out predatory animal control through trapping and other devices as necessary. Special positions to carry out this work are not necessary.

* * * * *

Subsequent summaries of conclusions and recommendations cover subjects which were outside the specifications of the Senate concurrent resolution but which were made a part of the survey in order to better evaluate the overall department programs and policies.

WILDLIFE PROTECTION

Enforcement of fish and game regulations is one of the department's most important and its most vital

responsibility. Wardens carry out their law enforcement duties in every section of the State. Under the newly conceived generalist plan, law enforcement will constitute a major task of the conservation officer.

At the present time, wardens are one of the chief means of conveying and interpreting department policies and programs to state residents. Since the department has not presented its programs in a convincing manner, some wardens have not always acted in the best interest of the department.

Recommendations to overcome some of the wildlife protection problems are these:

- (1) Define the relationships between the wildlife protection branch chief, the regional manager and the regional supervisor by listing the specific areas in which they should work with each other and the expected results in each case.
- (2) Review all law enforcement activities in each region to determine where lack of statewide uniformity exists and to identify problems.
- (3) Hold meetings of regional managers and law enforcement supervisors to discuss lack of uniformity between regions and other law enforcement problems.
- (4) Develop standard law enforcement interpretations, procedures and equipment.
- (5) Issue performance standards as directives from the deputy director.
- (6) Develop and implement plans to interchange personnel between areas in each region.
- (7) Develop and implement plans to interchange personnel between regions.
- (8) Provide direct participation of regional law enforcement personnel in developing the wording of fish and game regulations.
- (9) Keep marine patrol within the regions.
- (10) Direct the Wildlife Protection Branch chief to devote sufficient time to co-ordination and evaluating interrelationships between inland and marine patrol to insure intelligent co-ordination and operation.
- (11) Retain the wildlife protection function in the Department of Fish and Game.

Chapter VIII contains the discussion and analyses from which these recommendations were developed.

MARINE FISHERIES MANAGEMENT

There is no evidence that the effectiveness of Marine Resources Operations can be improved by splitting it into existing regions, designating it as a new region, segregating it as a department branch of research or removing it from the department. Recommendations are, therefore, that the basic organization structure be retained and that the present Marine Resources Operation manager report to the Marine Resources Branch Chief.

Since the biostatistical section of Marine Resources Operations can refine and improve reliability of all research, it is recommended that its services be made available to the entire department.

Marine patrol is effective as a separate unit from Marine Resources Operations. Recommendations are made, however, that marine patrol act in acquiring and dissemination of information on behalf of Marine Resources.

With regard to research and development projects both being under federal aid and preservation fund fiscal support, these recommendations are made:

- (1) Project planning should be given greater emphasis.
- (2) No all-out policy for contracting research should be adopted.
- (3) Continue to develop research orientation programs.
- (4) Give greater emphasis to co-operation with out-of-state agencies.

Internal administration recommendations for Marine Resources are:

- (1) The basic pattern of the present marine resources organization should be disturbed as little as possible.
- (2) Consolidate marine research activities at the project level into two groups:
 - One group should be located at Terminal Island.
 - The other group should be located at Stanford.
 - Project assignments to each group should follow definite policies.
- (3) Improve the facilities at Stanford University.

Chapter VI contains the analysis and discussion from which these recommendations have been developed.

DEER MANAGEMENT

From the standpoint of California wildlife, no other subject is more controversial than the department's deer management program. Acceptance of this program both by department personnel and the public has been spotty. The program itself can be improved by simplifying the manner in which the need for harvesting does is computed and the way in which the need for the doe harvest is presented to department personnel and the public.

It is recommended that the annual surplus of does continue to be harvested on a controlled basis. Further, it is recommended that after public confidence in the ability of the commission and the department is restored with regard to deer management that the full regulatory power be returned to the commission.

Specific recommendations regarding deer depredation involve the continued use of special seasons to reduce deer herds in problem areas, the encouragement of county zoning to keep agriculture out of forest game areas, and the recognition that increased deer harvesting by hunters will reduce, but not solve, the depredation problem.

It is also recommended that the State continue participation in the various interstate deer herd commit-

tees and that recommendation of these committees be followed by the commission.

Chapter III, Big Game Management, presents a full-scale discussion and development of recommendations concerning the deer management program.

* * * * *

In the next and last chapter, suggested steps are presented for the department to take in implementing the recommendations contained in this report.

CHAPTER XVIII

PLAN OF ACTION

Implementation of the recommendations in this report will take a lot of time and effort. Approvals from outside the department will be necessary in many instances. An orderly approach to installing the recommendations will allow their accomplishment in an effective manner in the least amount of time. A suggested program follows.

First, the report will require study by key department personnel. The director should then assign responsibility for action on each item. Action assignments are more effective if the assignment includes completion dates. Individuals should be held responsible for planning the necessary action, organizing to take the action, placing the plan into effect and then following through to see that the desired results are obtained.

Another action for the director is the selection and appointment of an individual to fill the new position of associate director—plans. All the branch chiefs and the water projects co-ordinator will report to the associate director—plans under the proposed top-level reorganization plan for the department.

During the period in which the majority of recommendations are being implemented, the director should hold meetings at least monthly with his key assistants to discuss progress and to control results. After several months, the progress sessions can become part of regular staff meetings since remaining action will by then have become part of regular department programs.

Each of the four assistants reporting to the director—responsible for plans, operations, control and information—will have definite parts to play in putting the many recommendations into effect and in obtaining desired results. In general:

- The plans division will determine what and how things are to be done and who will do them.
- The operations division will do the things according to the plans and in accordance with operating manual policies and procedures.
- The control division will summarize progress and results in control reports.
- The information division will determine the manner in which the information on programs planned and in effect is given to department personnel and the interested public.

1. ASSIGNMENT FOR THE ASSOCIATE DIRECTOR—PLANS

Key report recommendations which the director should assign to the associate director—plans for action are these:

(1) *Preparation of Department Objectives and Policies*

- Final draft should reflect the thinking of the plans, operations, control and information divisions.
- After approval by the director, the draft should be submitted to the commission for approval.

(2) *Preparation of a 10-Year Long-Range Plan*

Major attention in this plan must be devoted to improving natural habitat. The 1954 10-year program prepared by the department identified types of improvement and suggested rates of expenditures. The proposed plan, however, should list individual projects with cost estimates and expected benefits for each program. Specific programs must be developed for the plan in the areas of:

- Improving the habitat land available and acquiring more land for hunting.
- Taking steps to enlarge the fish-producing capacity of reservoirs, lakes and streams.
- Improving ability to handle water projects and pollution.
- Reducing artificial propagation program costs.
- Improving salmon and steelhead programs.

A program to demonstrate the benefits of installing the deer management program should be included. These and other appropriate plans will, of course, be the basis for insuring consistent action by the department in years to come. An understanding and appreciation of them by all department personnel will be extremely useful in developing unity and teamwork. An understanding and appreciation of them by sportsmen's groups will aid greatly in developing public support. Therefore, it is essential that any semblance of "ivory tower" planning be avoided.

Obviously, the broad outlines of the plans must be established at headquarters. Successive refinements should take place through review at regional and district levels to the end that the planning be realistic, practical, understood and accepted throughout the field. As this condition develops, it will be much easier

to enlist the assistance and support of the sporting public.

It is evident that initial development of a long-range plan will take many months. Successive annual refinements will be less time consuming.

The finally developed plans should be thoroughly integrated at headquarters and informally reviewed with the commission before formal action is taken by that body.

(3) *Preparation of a One- or Two-Year Short-Range Plan*

In preparing the short-range plans for the department, the associate director should utilize the recommended steps for planning presented in Chapter XI, Planning.

Each program included in the short-range plan will need to be detailed in terms of definite assignments, standards of performance, schedules for action, financial arrangements, announcements to department personnel and the public and control measurements. Examples of programs that will be in the short-range plan are those for reducing the numbers of game farms and fish hatcheries.

Much of the detailed planning for programs to be included in the short-range plan will take place in the field where action is to be taken. The planning division will assemble the details from the field into workable programs.

As in the case of the long-range plan, after final approval by the director, the short-range plan should be reviewed informally by the commission before this body undertakes formal approval of the plan.

(4) *Preparation of Material for the Operating Manual*

Although the associate director—control will physically issue and control the department operating manual, the plans division will have the major role in determining the need for and in preparing the material required to complete the present manual. Each organizational group in the department should be encouraged by the plans division to list the subjects and problems to be covered in the manual. Functional policies, methods, systems and procedures, whether written by field or staff personnel, should be reviewed by the functional branch chiefs and the water projects co-ordinator and then the associate director—plans. All material prepared for the manual should be reviewed by field personnel in the operations division.

The director and his key assistants should approve all drafts of material for the operating manual before the material is finally given to the associate director—control for print and distribution.

(5) *Initiation of a Permanent Compliance Inspection Program*

Compliance inspection by functional branch chiefs and the water projects co-ordinator have already been started. The associate director—plans should arrange for a permanent program for headquarters staff to inspect all department activities on a regular basis.

Inspectors should look for compliance with department-written policies and methods and for uniform and consistent practices among the regions and districts. Regular inspection reports should be prepared. Irregularities observed should be included in the reports and given to the director for corrective action. Inspectors should also look for problems and potential problems and trends that should be treated in the operating manual.

2. ASSIGNMENT FOR THE DEPUTY DIRECTOR—OPERATIONS

Under the new organization plan, the deputy director—operations can concentrate on administering the department's field operations throughout the State. The director should assign action to the deputy director on these recommendations.

- Eliminate lack of uniformity among the regions as rapidly as uniform policies and procedures are approved and issued.
- Revise the regional organization structure.
- Consolidate all game farms at Yountville and Los Serranos.
- Reduce the number of fish hatcheries.

Steps necessary to action on these recommendations are as follows:

The deputy director can establish more uniform practices in the regions through these steps:

- (1) Request that the regional managers list all known points of nonuniform practices between the regions.
 - This list should cover all functional areas and all types of field activities.
 - Functional supervisors in the regions should be asked to check the various field groups and operations under their control to identify their problems in making the practices uniform.
- (2) Review at staff meetings the points of difference between the regions.
- (3) Request the associate director—plans to prepare uniform practices for each point of difference for issue in the operating manual.
- (4) Emphasize new uniform practices at staff meetings at the time they are issued as part of the operating manual.

- (5) Review inspection reports prepared by members of the plans division in their compliance inspection work.
- (6) Instruct regional managers to correct non-standard practices observed during compliance inspection trips by members of the plans division.
- (7) Request the associate director—plans to revise the wording of the operating manual as necessary to insure easier and more standard interpretation of its contents.

This action is expected to be of a continuing nature, but the first round should be completed in three or four months.

Revision of the regional organization structure is a major task that will take some time to accomplish. As detailed in Chapter XII, the plan calls for the creation of 22 districts under four regions. One of the present five regions is eliminated. Each district is to be headed by a district manager with a field staff of 10 to 15 conservation officers and assistants. In addition, the business service activities in the regions are to be reduced to the level of clerical services. License administration and processing of accounting and personnel records are to be centralized at Sacramento headquarters under the associate director—control.

The deputy director can initiate immediately arrangements for centralizing licensing, accounting and personnel record services. Arrangements should be such that this part of the new regional organization plan is put into effect one region at a time. Remaining clerical services in the regions can then be placed under a clerical supervisor and the business service officer positions eliminated.

At this point, the deputy director could start installation of the district plan. The program to establish uniform practices through the operating manual in all of the regions will be under way and will be setting a good foundation for conversion of present field personnel to the generalist classifications. Careful steps should be taken in installing the new organization plan.

- (1) Establish finally the boundaries of the four regions and the 22 districts. Chapter XII contains criteria for setting these boundaries. Tentative boundary lines are shown on Exhibit XXXII, following page 148. The deputy director may want to use a committee for advice on establishing the proper boundaries.
- (2) Hold a meeting of the regional managers to act upon these points.
 - Selection of one district in each of the planned four regions for initial application of the district organization plan.
 - Selection of an acting district manager for each of the four districts.

Careful selections are important. The acting district managers must be qualified in all field functions and must understand and support the generalist concept. The district selected in combination with the acting district manager must represent a sympathetic environment in which the new organization plan can operate.

- (3) Hold a meeting of the regional managers and the four acting district managers selected. At this meeting, decisions should be reached concerning these points:
 - The number of generalist positions needed to staff each region.
 - The selection of fish and game wardens, managers and assistants to fill each position.
 - The methods and procedures for operating the districts.
 - The determination of indoctrination and training necessary before the selected field training of the field personnel.
 - The arrangement for indoctrination and personnel can assume the positions.
- (4) Prepare and present the indoctrination and training material to the selected field personnel. It is expected that the main task will be in training the game and fisheries personnel selected to be competent in law enforcement.
 - The plans division will prepare the material to be presented.
 - The information division will determine the manner and techniques used in presentation.
 - The operations division will present the material.
 - Manuals of operating instructions should be prepared and issued to each man.
- (5) Assign all personnel to the four districts and operate according to the prescribed instructions.
 - Acting district managers should identify operating problem experienced.
 - Frequent meetings of the regional managers and the acting district managers should be held to resolve operating problems on a uniform basis and to discuss progress.
- (6) Prepare for conversion of all districts to the new organization concurrently with operation of the four initial districts.
 - Request assistance of the Personnel Board in establishing new classifications for district managers, conservation officers and conservation assistants. The control division will be responsible for contacting and working with the Personnel Board.

- Determine the training and development needs necessary to assist eligible department personnel to qualify for the new district manager and generalist classifications. Use of job descriptions and examination requirements prepared by the Personnel Board will constitute a major source of data for making this determination.
- Develop and present training courses which will assist in qualifying eligible fish and game wardens, managers and assistants as conservation officers and assistants.
- Develop and present management courses which will assist eligible department personnel in qualifying for district manager positions.
- Arrange for the Personnel Board to give necessary written and oral examinations to the department personnel desiring to complete for the district manager and generalist positions. The Personnel Board will establish lists from which the department can select properly qualified personnel to staff all remaining districts.

During this preparation period, the four initial districts will be gaining valuable experience in operating under the generalist plan.

- (7) Convert one region at a time to the new district plan. These moves should be made after several months of experience in operating under the generalist plan and after sufficient personnel have been qualified to fill the new district manager and conservation officers and assistants classifications.
- (8) Eliminate Region III gradually as the other regions are being converted to the district plan.

It is expected that the time necessary to complete these actions may run well over a year.

During this same period, the deputy director should be working on the cost reduction moves for the game farms and fish hatcheries. These steps are needed:

- (1) Plans of action should be prepared for the deputy director by the associate director—plans.
 - Schedules should be prepared to permit uninterrupted production of pheasants and trout as installations are closed and their production assumed by the remaining farms and hatcheries.
 - Capital outlays for required expansion of the permanent farms and hatcheries should be approved by the commission or, if necessary, by the board.

- Reassignments or layoffs of personnel should be planned.
- Reassignment or disposal of equipment and facilities should be planned.

- (2) Deputy director should assign action to appropriate regional managers on each installation to be expanded and each to be closed.
- (3) Deputy director should hold progress sessions with each regional manager to be certain that planned action is completed in a satisfactory manner according to the approved time schedule.

It is expected that all consolidation moves can be completed within a two-year period.

3. ASSIGNMENT FOR THE ASSOCIATE DIRECTOR—CONTROL

These assignments should be made by the director to the associate director—control.

- (1) Create the new control reporting of revenue and expenditures by fish and game program.
 - Detail for this report must come from the field where new time reports will be required.
 - Arrangements for the new time report should be completed for application at the start of the next fiscal year.
- (2) Assume responsibility for issuing and maintaining the operating manual in up-to-date order.
 - Requests that material be included in the manual can originate in any division in the department.
 - Preparation of the material to be placed in the manual rests with the plans division.
 - Before inclusion in the manual, all material should be edited by the information division.
- (3) Centralize, as recommended, business service functions now performed in the regions.
 - These moves should be scheduled to handle conversion of one region at a time.
 - Taking on these new responsibilities a region at a time should allow for ready absorption on a centralized basis.
 - In accomplishing this action, the associate director—control will need to work closely with the plans and operations divisions.

- (4) Set up controls on the various cost reduction programs including the reduction in numbers of regions and regional reorganization by districts to realize all of the planned savings.

— Control reports on progress in realizing the savings should be given to the director and deputy director.

- (5) Initiate a program to simplify the systems and procedures for preparing and using department records and reports.

— Special attention should be given to reducing paperwork in the field.

— First review should be directed to eliminating all records and reports which are not now serving a useful purpose.

— Next, remaining records and forms should be combined and simplified.

— This program should be continued to maintain control of forms and records.

4. ASSIGNMENT FOR THE ASSISTANT DIRECTOR—INFORMATION

The director should give these assignments to the assistant director—information for action:

- (1) Strengthen present objectives of the conservation education program.

- (2) Implement recommendations for improving the education program.

— Chapter IX lists each recommended action.

- (3) Participate in planning all programs to be announced to department personnel.

— Plans should be laid to let department personnel know all department moves in advance of the public. The assistant director should participate in all such planning, although he and his staff should not necessarily participate in the meetings and announcements of department action to department people.

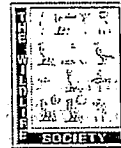
- (4) Prepare announcements of department plans and actions for the public.

— Include facts and alternatives considered in making decisions.

- (5) Advise the public of underharvested fish and game.

— Includes warm water fish, quail, chukar, rabbit and squirrel.

A program for action has been presented in this chapter. The program calls for organized and coordinated action carefully controlled to produce desired results. With capable, determined leadership and the support of the sportsmen of California, it can be done.



Commentary

A Conservation Institution for the 21st Century: Implications for State Wildlife Agencies

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ABSTRACT The wildlife conservation institution (Institution) needs to reform to maintain legitimacy and relevancy in the 21st century. Institutional reform is inherently slow. Limitations resulting from historical and resource dependencies between state wildlife agencies and hunters have left the Institution poorly positioned to meet changing ecological and social complexities. In this paper, we suggest that an ideal Institution would have the following components: broad-based funding, trustee-based governance, multidisciplinary science as the basis of recommendations from professional staff, and involvement of diverse stakeholders and partners. Our suggestions reflect the fundamental tenets of the Public Trust Doctrine, which we believe is the foundation of the Institution. In bringing forth these ideas, we hope to encourage discussion about how the Institution should reform to meet the changing needs of society.

KEY WORDS funding, governance, Public Trust Doctrine, state wildlife agency, wildlife conservation institution.

Decades ago, state-level wildlife conservation and management developed the characteristics of an established institution: enduring formal and informal rules, articulation of values and beliefs, and development of norms and related behavior patterns that sustain and constrain its activities (Jacobson and Decker 2006). Similar to many institutions whose origins date back to the late 19th century, the need for reform of the wildlife conservation and management institution (Institution) to meet contemporary challenges has been articulated (Heberlein 1991, Manfredo and Zinn 1996, Gill 2004, Jacobson et al. 2007). The question, "reform into what?" has not yet been posed let alone answered. Reform of an institution, if attempted strategically in response to multiple, coupled changes in the ecological and social environment, rather than as a piecemeal reaction to external pressures, requires foresight on the part of leaders and stakeholders to envision what changes might address contemporary and anticipated needs, constraints, and opportunities (Jacobson and Decker 2006). As pressures for change grow, competing ideas will emerge and need to be debated openly within the Institution. We hope to facilitate the discourse with some ideas about the underlying nature of a reformed future Institution. In this paper we do not explicitly consider sport and commercial fisheries management. Our focus is on wildlife management and conservation at the state level; however, certain principles contained herein may apply to fisheries issues as well.

Although the need and some ideas for reform have been suggested previously, it is clear that the Institution largely remains anchored to a paradigm (i.e., philosophy, assumptions, and related practices) that impedes dealing effectively with contemporary challenges (Jacobson and Decker 2006). It has been suggested that the Institution has difficulty with

change because of its historical relationship with and political and financial dependency on a single user group, hunters (Patterson et al. 2003, Nie 2004, Anderson and Loomis 2006). Hunters are key stakeholders; their contributions and integral role in wildlife conservation continue to be important. Maintaining hunter involvement and financial support of the Institution is necessary, but not sufficient. In light of the contemporary challenges facing the Institution due to changing ecological and social conditions, the inadequacy of our existing funding mechanisms to support wildlife management and conservation (Jacobson et al. 2007), increasing uncertainty of political support, and environmental threats of global proportion, we believe that the Institution must expand and evolve. A fundamental overhaul is needed.

We offer 4 considerations for reform to secure the relevance of the Institution into the future: broad-based funding, trustee-based governance, multidisciplinary science as the basis of recommendations from professional staff, and involvement of diverse stakeholders and partners in the Institution. Our suggestions reflect the fundamental tenets of the Public Trust Doctrine (PTD), which we believe is the foundation of the Institution. Our purpose is to encourage wildlife professionals to think about the extent and nature of change needed to position the Institution for greatest effectiveness in the future. Although speculative, we also suggest consequences that might be expected without change and adaptation.

WHY INSTITUTIONAL REFORM IS NEEDED

Fundamentally, the Institution exists because society values wildlife. The current wildlife conservation paradigm has its grounding in the near and actual extirpation of wildlife and

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destruction of its habitat. These effects were a product of the Industrial Revolution that resulted in a 4-fold increase in urbanization from 1820 to 1860 in the United States (Riess 1995) and growth and expansion of the human population and overexploitation of natural resources that became magnified in the late 19th and early 20th centuries. It was during this era that visionary conservation leaders of the late 19th and early 20th centuries marshaled support for political initiatives that elevated wildlife conservation to a national priority and essentially established the modern conservation movement and subsequently state wildlife agencies (SWAs), federal agencies with wildlife responsibilities, a multitude of nongovernmental organizations, academic institutions, and the wildlife profession. The Institution thus established has remained remarkably stable. Some notable policy initiatives associated with turn-of-the-century and Depression-era legislation, in particular the Pittman-Robertson Wildlife Restoration Act, and legislation associated with the environmental movement of the late 1960s and 1970s (e.g., the Endangered Species Act), reinforced the basic role of the Institution (i.e., restoration of populations and regulation of take). Despite significant economic, land use, ecological, and social changes of the last 3-4 decades, we have not seen a significant paradigm shift in the Institution (e.g., as evidenced by milestone policy initiatives redirecting the Institution) to indicate adjustment and recalibration. Several important individual policy initiatives (e.g., the Sikes Act, the State Wildlife Grants [SWG] program) have occurred, but public policy makers have not been motivated to engage in fundamental reform of national, state, or regional policies that would reconstitute the Institution in any profound way to magnify its ability to sustain wildlife and wildlife habitats in perpetuity. To the contrary, pressure to roll back progress gained by the Ecological Society of America has been strong and sustained (National Research Council 1995). Indeed, the most telling evidence of need to reform the Institution is the degradation and loss of wildlife habitat since World War II (Brown et al. 2005). The Institution has been ineffective in countering United States citizens' apparent unwillingness to support measures to protect wildlife and wildlife habitat in perpetuity at the cost of slowing the pace of national or regional economic growth and self-interest. This reality has had a profound impact on the relevance and functioning of the Institution. A case in point is the status of funding for SWAs, and attempts to attain broader societal funding support for their programs (Franklin and Reis 1996). Because a mechanism to secure dedicated, broad funding for most SWAs has not achieved political support, the predominant funding source continues to be generated via a narrow base of stakeholders. Program attention and allocation of resources, including investment in science, privileges those special interests that financially support the Institution (Patterson et al. 2003). The resulting outcomes of institutional actions tend to serve a narrow segment of the public, making it less likely that broader public interests are attended to fully (Anderson and Loomis 2006).

If we accept the premise that the United States has a relatively weak conservation ethic, but that a minority of United States citizens deeply value wildlife, we posit that it is both timely and essential to reexamine both the PTD and the Institution that is based on it.

PUBLIC TRUST DOCTRINE AS THE FOUNDATION OF THE INSTITUTION

The PTD is considered the foundation of the North American Model of Wildlife Conservation, a set of principles applied within the Institution (Geist et al. 2001, Geist and Organ 2004). A postulate of the PTD is that wildlife is owned by no one and held in trust by governments for the benefit of present and future generations (i.e., a public or common resource, not private property). The PTD stems from a United States Supreme Court ruling in 1842 (*Martin v. Waddell*, 41 U.S. 234), and its application to wildlife has been strengthened through subsequent court decisions (Horner 2000). Functionally, the PTD is common law (Sax 1970) that provides legal bedrock for government at the federal and state levels to protect, conserve, allocate, and control wildlife for the benefit of the public. In theory, it defines the limits for human impacts to and withdrawal of wildlife resources.

Smith (1980) identifies 3 criteria that need to be met for the PTD to be an effective tool: 1) the general public must be aware of their legal standing with respect to public ownership of wildlife; 2) this standing and the rights associated with it must be enforceable against the government so that the public can hold it accountable; and 3) interpretation of these rights must be adaptable to contemporary concerns, such as biodiversity and species extinction.

Sax (1970) and Horner (2000) have described the failings of the courts in upholding the public trust doctrine. This stems from the inability of many courts to distinguish between the government's general obligation to act for the public benefit and the greater obligation it has under the PTD as a trustee of certain public resources. For example, a court, in upholding its obligation to act for the public benefit, may consider economic tradeoffs and not exercise the special obligation to perpetuate resources under the PTD. The question arises as to whether the PTD has any judicially enforceable right in and of itself, beyond existing laws.

The implications of a PTD unable to withstand erosion by judicial challenge are profound. If the cornerstone of the Institution's foundation becomes weakened and ultimately destroyed, then the Institution itself will be severely compromised. To ensure that wildlife can be sustained for present and future generations will necessitate not only stronger laws to support the PTD but reform of the Institution as well. Many of the forces weakening the PTD can be attributed to failures of the Institution to address contemporary concerns, and a lack of awareness among the general public about their role in advocacy and enforcement of their rights.

We propose that incorporation of the following 4 components into the fabric of the Institution would be essential in realigning the existing Institution with the PTD. Such realignment will constitute a significant reform of the Institution.

IDEAL COMPONENTS OF THE INSTITUTION

Broad-Based Funding

Wildlife conservation, particularly at the state level, is funded primarily by hunters, trappers, and gun owners via license-sale revenue and Pittman-Robertson Wildlife Restoration funds, although some states have successfully augmented this user pay-benefit model by securing broad-based alternative funding that comprises a considerable portion of their overall budgets (Jacobson et al. 2007). The Institution acknowledges that this funding strategy is inadequate to support the growing demands on wildlife agencies (Hamilton 1992, Anderson and Loomis 2006). The SWG program is a notable accomplishment for the Institution, but the uncertainty and limitations associated with these monies makes SWG only part of an overall solution to the larger funding problem (Jacobson et al. 2007).

Other funding options states have pursued include dedicated revenues from vehicle license plates, voluntary tax check-offs, and nonprofit foundations to accept financial gifts. These funding efforts are voluntary, relying on the individual's interest in and willingness to pay for wildlife conservation and, in most states, revenue generated from these sources is negligible relative to conservation needs and stakeholder expectations (McKinney et al. 2005). Willingness to pay is ephemeral and contingent upon unpredictable factors such as perceived benefits derived, individual financial status, and desire or pressure to contribute to other causes (Hoehn and Randall 1987). Similarly, the user pay-benefit model depends on the continuing interest of wildlife users, most notably hunters who pay for wildlife management via license sales and through purchasing firearms and ammunition, versus all beneficiaries of wildlife conservation contributing through a nonvoluntary mechanism. If user numbers decline as has been occurring with hunters on a national level (Responsive Management/National Shooting Sports Foundation 2008), the Institution faces financial difficulty. Applying a funding mechanism that is merely an extension of the current model (e.g., wildlife viewing fees) to additional users ignores what has been learned about the limitations of a user-based approach to funding conservation of wildlife when use and subsequent revenues ebb.

A philosophical question is, should an institution founded on the PTD rely solely on a few user groups that are a small minority of society? Gill (1996:63) suggested that the narrowly based funding of state wildlife management has "blurred the essential distinction between public interest and special interest and inevitably eroded both scientific credibility and public trust." The resource dependency perspective of organizational behavior posits that organiza-

tions become dependent on those entities that have control over critical resources, particularly when options for obtaining those resources are limited (Johnson 1995). So is the user pay-benefit model consistent with the premise behind the PTD? We suggest that it is not, and that wildlife conservation needs to be funded in large part by all beneficiaries; that is, the general public via a nonvoluntary mechanism. Further, this mechanism should be insulated as much as possible from undue influence of special interests. Thus, a general fund appropriation is not the ideal mechanism either. Funding for wildlife conservation, at least at the state level, needs to be reliable, consistent, and broad-based like the Missouri (e.g., receives 0.00125 of sales tax revenue totaling approx. 60% of their budget) or Virginia (e.g., a portion of the sales and use taxes derived from the sale of hunting, viewing, and fishing products, as estimated by the United States Fish and Wildlife Service national survey) models. This may not be achievable in many states, so a strategic funding plan drawing from a diversity of sources may be a more feasible option. For example, in Iowa, an 18-member advisory committee appointed by the governor recommended 5 options that, combined, would meet Iowa's funding goals (US\$150 million) for natural resources conservation (Advisory Committee on Sustainable Natural Resource Funding 2007). The options were 1) using new gaming and gambling revenues, 2) dedicating revenues from a fractional percentage increase in the sales tax, 3) earmarking the 5% tax on lottery tickets, 4) creating tax incentives and credits for conservation actions, and 5) using bonding to insure long-term funding stability. Any of these funding options alone was insufficient, but in combination they would move the Iowa Department of Natural Resources closer to meeting its funding goals.

The user pay-benefit funding model for wildlife conservation has had considerable impact on all aspects of the Institution, including facilitating relationships between consumptive stakeholders and wildlife agencies and policy makers (Anderson and Loomis 2006). Resource-dependency theorists contend that organizations align themselves with other organizations or individuals that are most likely to provide the resources necessary to ensure their survival (Pfeffer and Salancik 2003). Because hunters pay the bills, it is not surprising that they are given much attention and wield a great deal of influence within the Institution (e.g., in terms of representation on boards and commissions, game-focused programs and spending; Nie 2004, Jacobson and Decker 2006); in essence they are privileged while other interested stakeholders remain underrepresented and underserved. One might reason that creating an alternate user pay-benefit model rather than a broader funding model would result in expanded services to nontraditional users of wildlife, as well as increased revenue. The PTD can help evaluate this action from a philosophical perspective.

According to the PTD, wildlife is owned by no one and held in trust for the benefit of all, but with the user pay-benefit model, those who both derive direct benefits from wildlife and fund wildlife conservation from user fees may believe they have the only legitimate voice in governance of

public wildlife conservation and management. Further, this model logically encourages those who pay via licenses and permits for the privilege of using wildlife to expect greater benefits than those who do not pay. This is a potentially fatal, deeply rooted inconsistency between rhetoric and reality in wildlife management in the United States, given the core premise of the PTD that wildlife is a public resource and no single stakeholder group should benefit from wildlife management more than others. If everyone pays for wildlife via a centralized taxing mechanism, all should have standing with respect to input about management of wildlife as a public resource. Of course, some people will have a greater stake and interest in wildlife conservation and management than others, but wildlife managers will not feel beholden to any particular interest group because they are dependent on it to pay their salaries. Ideally, priorities for research, management activities, and other programs would be determined through a value-balanced and science-informed approach, as opposed to a more politically driven process in which particular interest groups have inordinate influence. The next sections discuss in more detail ideas for reform of governance for the Institution.

Broad-based funding carries with it an expectation for expansion of activities and programs to meet the needs of a more diverse stakeholder base (Jacobson et al. 2007). Governing bodies can establish broad direction, but implementation at the ground level in agencies requires priority-setting for allocation of resources as well. Wildlife administrators, researchers, and managers in a reformed Institution will have to prioritize allocation of resources strategically in a process that is responsive to the governing body (Mitchell 1999), transparent to and appropriately involving the public, and efficient so as not to impede implementation. The challenge will be moving from a focus on priorities of a narrow user group toward those of the broader public without alienating stakeholders long invested in wildlife conservation.

Trustee-Based Governance

By definition, a trustee is required to put the interests of the Trust as defined in law or other authority above self interest. Ideally, trustees should be qualified, competent, impartial, and assiduous to the interests of all trust beneficiaries. There should be a mechanism for their replacement if they prove deficient in any of these requirements, and the Trust beneficiaries should have the capacity to initiate the removal of a trustee following due process, along with a voice in the selection of new trustees. In the public sector, therefore, governmental trustees should strictly adhere to principles fundamental to care of the Trust's assets, not those associated with the preservation of the interests of self or those of elected authorities. This necessitates a separation of the political process from the essential components of Trust oversight. Of course, recognition that such independence is appropriate requires a political consensus in the first place. The tendency within state governments, however, is to lessen independence and to demand more political accountability of agency authorities (Organ and Fritzell 2000).

A consequence of this politicization in wildlife conservation is reflected in the tenure of agency leadership. According to the Association of Fish and Wildlife Agencies, the average incumbency of state fish and wildlife directors is <3 years (D. E. MacLauchlan, Association of Fish and Wildlife Agencies, personal communication). Directors typically are replaced for essentially political reasons. This trend implies that agency directors are required to be subservient primarily to political authorities in order to keep their jobs, potentially jeopardizing oversight of the Trust. A primary cause of this is the linkage of constituents with narrow interests to the oversight of agency programs. To perform as a trust-based institution, the conservation community and political authorities must embrace the notion that state trustees should function absent the demands of narrowly focused constituents, especially when those same constituents wholly determine funding and survival of the very institutions upon which the Trust depends.

Diminishment of political authority over fish and wildlife trustees is likely to be resisted by elected officials opposed to a reduction in their power and influence. Such a change is not possible without their recognition of the validity of the concept of the public trust and the need for apolitical trustees. Yet in the absence of this reform, it is highly unlikely that stability of the Institution can be maintained. The sustainability of fish and wildlife populations in the long term would be questionable without stability in programs to protect trust resources. Accomplishment of such reform in governance likely can only be achieved through advocacy of a strong coalition of partners willing to speak with one voice and exert the requisite political pressure.

Multidisciplinary Science as the Basis for Recommendations From Professional Staff

Effective trusteeship requires not only that decision-makers act in the best interests of the Trust, but they do so with the best information available. Professional staff must have adequate resources and intellectual freedom to pursue answers to questions prioritized by trustees and stakeholders, without concerns that findings may be unpopular or inconsistent with conventional assumptions. Transparency is critical in the process of developing science-based analyses for decision-makers. Political manipulation of, interference with, and obstruction in communication of science from professional staff to trustees undermines the PTD and ultimately credibility of the Institution. Recent examples of such interference (e.g., high-ranking Department of Interior officials colluding with industries and undermining agency-sponsored research affecting biological opinions on impacts to listed endangered and threatened species) illustrate how the PTD and Institution can be compromised (U.S. Department of Interior, Office of the Inspector General 2008).

Effectively integrating multidisciplinary science (e.g., biology, ecology, sociology, psychology) into the decision-making process can require a delicate balance between

separating research from politics and ensuring relevance of inquiry. Scientists must be able to pursue investigations and develop recommendations without interference, yet direction and oversight are essential to focus research on questions vital to inform wildlife decision-making processes. Interactive processes among trustees, stakeholders, managers, and scientists must be facilitated such that trustees can determine what the priority issues and questions are, and scientists have a clear direction for investigative focus. Managers can play a key role in facilitation (Riley et al. 2002) and leading approaches that can be used to integrate social science with biological and other sciences needed for effective trusteeship and to answer conservation questions (Enck et al. 2006). Stakeholder engagement in such approaches can help ensure the right questions are pursued and make political interference difficult.

To be effective, scientific input into decision-making has to be strategic and proactive. This requires forecasting areas of investigation and building a broad base of reliable peer-reviewed knowledge from which focused, issue-specific inquiries can be grounded. Without such a base, science-informed decision-making could be crippled by the time necessary to develop reliable information. Ideally, science becomes the common ground within the Institution when polarization occurs among stakeholders over an issue, and stakeholders must trust the integrity of the scientific process for this to prevail. Adequate resources, political insularity, and transparency are essential in achieving this goal.

Involvement of Diverse Stakeholders and Partners

The Institution has been criticized for being captured (unduly influenced) by consumptive interest groups (Loker et al. 1994, Beck 1998). Some have even gone as far as suggesting that an iron-triangle relationship exists among resource management agencies, traditional user groups (e.g., hunters), and policy makers that "limits access to resource management decision processes to those outside the triangle and creates still more social tension and conflict" (Gill 2004:37). The iron-triangle concept suggests that those with different institutional logics (e.g., nonhunters) are excluded, formally (e.g., by not being legitimized through membership on a wildlife board or commission) or informally (e.g., by lack of access to existing informal, long-standing networks), from equal influence on and access to the state wildlife decision-making process. Reality is not that clear-cut, but it is certainly true that consumptive users, wildlife agencies, and some policy makers have close and enduring relationships based on similar institutional logics and shared values. The extent to which this relationship is exclusive likely varies among states, and evidence exists that the Institution is starting to expand its boundaries (Aldrich 1999) to include nontraditional stakeholders (Jacobson and Decker 2006). For example, the number and diversity of partners collaborating on the Teaming With Wildlife effort demonstrates that the Institution's boundaries are expanding, at least in the context of searching for alternative funding mechanisms for wildlife conservation and management (Jacobson and Decker 2006).

The need for wildlife organizations to embrace nontraditional partners more effectively has been discussed for decades (Trauger et al. 1995), and certainly partnerships are formed regularly among wildlife agencies, traditional and nontraditional nongovernmental organizations, universities, and others. These partnerships, however, are often focused on specific projects or issues and may not be comprehensive or strategic in nature. Some of these partnerships are formed to achieve specific goals (e.g., funding projects) and exist only on paper (Lasker et al. 2001). In such cases, the partners have no meaningful role or influence regarding activities or decision-making associated with the partnership. Although these partnerships clearly serve a purpose in achieving specific goals, we propose that the development of enduring, diverse, and effective partnerships focused on the broad goal of wildlife conservation is essential for the future of the Institution.

Properly created partnerships can develop synergies among organizations and individuals whereby they "support each other by leveraging, combining and capitalizing on their complementary strengths and capabilities" (Lasker et al. 2001:180). Synergy and enhanced capacity are the reasons partnerships are advantageous over actions of single agents. Establishing and growing partnerships with diverse groups (e.g., environmental, outdoor recreation, homeowner, industry, and agricultural groups) can benefit the Institution because these groups have constituencies, political capital, and resources that may not exist within the Institution. If common ground for building partnerships can be found, these alliances may increase public support and, subsequently, political capital of all organizational actors within the Institution. Additionally, they can advocate for grounding of policies in science, further supporting the integrity of SWAs. Traditional partners may feel threatened by inclusion of new partners in the priority-setting and decision-making processes (Nie 2004). Perhaps the core concern is that if consumptive users of wildlife are no longer the primary funding source, traditional uses such as hunting and trapping may become marginalized and even eliminated. This concern should be addressed as part of institutional reform that protects minority interests that are consistent with goals of wildlife conservation and management. Some jurisdictions have safeguards in place for minority interests in wildlife, such as rights embedded in their state constitutions (e.g., Virginia Constitution Article XI, Section 4: Right to Hunt, Fish and Harvest Game).

BENEFITS OF SUCCESSFUL INSTITUTIONAL REFORM

The main outcome desired from reform of the Institution is effective and sustained conservation. To achieve this, a significant portion of society must value and demand conservation that ensures that the basic tenets of the PTD are achieved. That means meeting diverse stakeholder expectations for the broad range of impacts associated with the presence of wildlife. Ultimately, coexistence of humans and wildlife in North America requires interventions that influence all 3 core components of wildlife management and

the interactions among and between them: habitats, wildlife populations, and people. The Institution of the future needs to attend to the broad array of these interactions and deliver benefits for society overall. Such an institution will not be the exclusive domain of wildlife biologists and hunters. It will include the interests and expertise of land-use planners, developers, large and small landowners, political leaders, social scientists, consumers of food, fiber, and energy, and many others.

To retain or increase relevancy of the Institution in the future, it will be necessary for large segments of society to develop increased understanding and appreciation for coexistence of people and wildlife on a sustainable basis. A conservation ethic that fosters passion for positive human interactions with wildlife would be a valuable first step. Much like Leopold's land ethic (Leopold 1949), it will be critical that citizens of all ages increase their understanding and awareness of the importance, on balance, of wild animals and habitats to their quality of life, even in the face of some human-wildlife interactions that have negative impacts for people. Developing an understanding and awareness of the importance of human-wildlife coexistence is a societal trait that should be fostered and reinforced by the Institution.

While the focus of this ethic is on sustainability of human-wildlife coexistence, we recognize this system exists in a larger context. Global forces not under the direct influence of the Institution have profound effects on coexistence. This reality demands a global conservation ethic that engenders an impassioned commitment to avoid or reverse global threats such as climate change. This brings us back to fundamentals: 1) all living things depend upon a place to live, clean air to breathe, clean water to drink, and a secure food supply; and 2) human activities must not irrevocably degrade these requirements for life. The formation of a global conservation ethic, operating to influence individuals, communities, and governments, will provide the context for effectiveness of the Institution of the future.

Reform of the Institution to address the full swath of societal needs and concerns with respect to wildlife should lead to broad, active public support (not just tolerance) for the Institution. The Institution should be capable of minimizing 2 major threats to wildlife conservation in the 21st century: 1) public ignorance, apathy, and values (i.e., lack of a conservation ethic) that lead to irrevocable losses of wildlife and habitat; and 2) human-wildlife interactions, experienced or perceived, that foster negative attitudes toward wildlife and habitat. We are concerned that these threats, if not addressed by the Institution, will have 2 undesirable results. One is loss of biodiversity and the other is devolution of the status of wildlife from resources to pests. Either result may be sufficient to threaten sustainability of wildlife; both taken together are certain to have such an effect. It is our view that if these 2 undesirable results occur, the future of the Institution is at risk because it will have failed in its fundamental purpose. Consequently, these

threats alone represent sufficient concern to warrant reform of the Institution no matter how difficult it may be.

POLICY IMPLICATIONS

The reality facing the Institution is that contemporary society does not prioritize conservation equal to or above other competing interests and needs. Environmental apathy resulting in human-caused threats to wildlife and habitat (e.g., climate change, habitat destruction) and a lack of connection with nature is a formidable challenge for which we are woefully unprepared. Although we are not suggesting that we throw in the towel and give up, we contend that the Institution has to recognize that the paradigm by which we operate is in need of a considerable overhaul. We can no longer rely on our most committed constituency to carry the brunt of the financial burden and subsequently be the primary beneficiaries of our actions. The 4 components we offer would broaden the Institution to provide practical (e.g., robust political and financial support base) as well as long-term (e.g., greater interest in conservation, increased participation in wildlife-related activities) benefits. This is both a call for fundamental reform and an encouragement to reconnect with the deep and enduring principles on which the conservation movement was founded. Our opportunity and challenge in this endeavor is to set the course for effective wildlife conservation for current and future generations and to make needed adaptations that ensure the Institution itself is sustainable.

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