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**State of Maine
117th Legislature**

**Final Report of
The Task Force to Study the Operations of the
Department of Inland Fisheries and Wildlife**

December 1995

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Steve Swartz, Vice President, Kennebec Aquaculture

Executive summary

Introduction:

The Task Force to Study the Operations of the Department of Inland Fisheries and Wildlife met between August 24 and December 1, 1995. After studying Department operations and touring an array of Department facilities, the Task Force submits to the Second Regular Session of the 117th Legislature its recommendations and legislation for improving the Department.

The Task Force finds the Department is staffed by professional and motivated employees. In addition, the Task Force notes the Department has undertaken a variety of initiatives on its own to improve its operations, including computerization of operations, automation of certain services and improvements through Total Quality Management practices. Nonetheless, after scrutinizing Department operations and policies, the Task Force identified several areas in which the Department could realize improvements.

The Task Force's recommendations provide approximately \$2.7 million in savings, revenue enhancements and service enhancements. (*See Chart 1, page vi.*) These recommendations will help lessen the need for future license fee increases.

The recommendations summarized below will be considered by Governor Angus King and the Department as part of the ongoing work of the Productivity Realization Task Force

The IFW Task Force also recommends that it meet with the Department during June of 1996 to review implementation of the Task Force's recommendations.

Bureau of Administrative Services: Recommendations

The Task Force offers a variety of recommendations that would improve the bureau's operations and provide the Department with approximately \$1.9 million annually in savings, revenue enhancements and service enhancements. These recommendations fall into the following general areas:

- *Process and tracking:* Ways in which the bureau can more efficiently process and track information and supplies;
- *Boat Registration:* Legislative changes to boat registration laws to reduce the bureau's administrative burdens;
- *Centralization:* Legislative or gubernatorial action to repeal the centralization of vehicle purchasing and telecommunication services, or, at a minimum, to exempt the Department from centralization. Centralization is costing the Department more than if it were to accept bids for vehicles and computer services from the private sector; and
- *Technology:* Ways in which bureau operations can improve through better use of technology.

Volunteerism: Recommendations

The Task Force finds that volunteers play an important role in helping the Department's staff meet a wide range of statutory responsibilities. The following recommendations concerning volunteers would provide the Department \$698,687 in savings and services:

- Assistance: The Department should effectively use volunteers as deputy wardens, as assistants to biologists and as operators of "watch" programs;
- "Adoption" approach: The Department should expand use of the "adoption" approach to volunteerism, in which companies, organizations or individuals sponsor Department facilities and programs; and
- Search and Rescue: Department wardens should play a coordinating role in search and rescue operations and leave ground operations to volunteers. Wardens currently participate in ground searches. This involvement decreases the amount of time wardens can spend enforcing fish and wildlife laws, and warden coverage is already spread thinly across large warden districts. In addition, the Department receives no General Fund reimbursement for its involvement in search and rescue operations.

Office of Public Information and Education: Recommendations

The Task Force finds that the Department has a tremendous information resource available through the Office of Public Information and Education. The Task Force's recommendations for this office would generate \$56,344-worth of efficiencies and revenue enhancements. The recommendations would require the Department to:

- Planning: Write an external communications plan to define its mission and priorities in the area of public information and education. Current Department efforts are diffuse;
- Methods: Broaden its vehicles for disseminating information to a variety of media, including books, magazines, CD ROM and the Internet;
- Customer service: Create several customer-service representative positions designed to address the majority of inquiries received by the Department;
- Magazine: Increase the appeal and marketing of the *Maine Fish and Wildlife* magazine and merchandising materials; and
- Inter-agency: Establish a better working relationship with other state agencies to improve public relations and merchandising opportunities.

Wildlife Management: Recommendations

The Task Force reports three recommendations concerning wildlife management:

- Moose: Maine's moose herd has increased to a level where additional numbers of moose could be harvested;
- Reporting of violations: Maine guides should be strongly encouraged to exercise their authority to report violations; and

-
- Federal dollars: The Appropriations Committee and the full Legislature should allocate to the Department federal dollars available for surveys concerning Maine's fish and wildlife resources. This allocation should take place during the Second Regular Session of the 117th Legislature.

Fish Hatcheries: Recommendations

The Task Force reports two recommendations concerning management of the state's fish hatcheries:

- Bond: The Task Force supports raising money through a bond referendum to upgrade existing hatcheries and rearing stations. Any proposed bond referendum should be backed by a plan to educate Maine citizens about the economic and recreational benefits provided by Maine's hatchery program; and
- Privatization: The potential exists for privatization to play a role in adding to the state's capacity to raise fish. However, the majority of Task Force members recommends the state place a high priority on upgrading existing hatcheries and rearing facilities.
 - * *Minority report:* Two Task Force members (Rep. Royce Perkins and Rep. John Underwood) recommend the state place a high priority on privatizing hatchery production.

Relations with License Holders and the General Public: Recommendations

The Task Force reports two recommendations concerning the Department's relations with license holders and the general public:

- Education: The Department should seek opportunities to educate license holders and the general public about the science and reasoning behind the Department's resource management policies; and
- Inter-personal skills: The Department should improve the manner in which Department personnel interact with individual license holders and the general public.

Chart 1

Quantification of Task Force Recommendations

(Annual savings, revenue enhancements and service enhancements)

I. Real Cost Savings

A. Reduction in Service Costs

1) Reduced vehicle leasing costs - <i>See page 22, rec. #4</i> (contingent upon Dept. leaving Central Motor Pool)	\$200,000
2) Printing of license forms - <i>See page 24, rec. #5</i>	\$140,000
3) Telecommunications purchases - <i>See page 22, rec. #5</i> (contingent upon Dept. leaving centralized telecommunications)	\$92,500
TOTAL	\$432,500

B. Improved Efficiency

1) Renewing boat registrations every three years, rather than annually - <i>See page 21, rec. #1</i>	\$160,333
2) 10% improvement in efficiency, resulting from purchase of work stations - <i>See page 24, rec. #6</i>	\$50,000
3) 10% reduction in number of boat registrations containing errors - <i>See page 19, rec. #3</i>	\$32,000
4) 10% improvement in accuracy of information provided on license forms <i>See page 24, rec. #4</i>	\$10,000
TOTAL	\$252,333

C. Positions

1) Elimination of 1 personnel position - <i>See page 21, rec. #7</i>	\$47,108
2) Elimination of 1 position in property warehouse - <i>See page 20, rec. #6</i>	\$35,158
3) Elimination of Bureau Admin. Services Clerk - <i>See page 19, rec. #1</i>	\$25,631
TOTAL	\$107,897

CUMULATIVE TOTAL \$792,730

II. Enhancement of Revenue

A. Automation of License Sales

1) 10% increase in license sales - <i>See page 23, rec. #3</i>	\$1,147,996
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(continued on next page)

Quantification of Recommendations cont.

B. Increase in Magazine Subscriptions

1) 10% increase in magazine circulation - *See page 37, rec. #4* \$27,000

C. Increase in Sales of IF&W Merchandise

1) 10% increase in sales of promotional items, T-shirts, prints, publications, etc. - *See page 37, rec. #5* \$16,400

TOTAL \$1,191,396

CUMULATIVE TOTAL \$1,984,126

III. Enhancement of Services

A. Volunteers

1) 50 volunteer wardens donating 10 hours per week = 500 hours
This equates to 12.5 warden positions at a cost of \$33,968 per person - \$424,600
See page 28, rec. #2

2) 35 volunteer biologists donating 10 hours per week = 350 hours
This equates to 8.75 biologists positions at a cost of \$36,113 - \$315,989
See page 29, rec. #6

B. Reduction in Management Time Responding to Queries

1) 20% reduction in management time spent on responding to queries - \$72,602
See page 36, rec. #3

TOTAL \$813,191

CUMULATIVE TOTAL \$2,797,317

IV. New Expenses

A. Volunteers

1) New position: Full-time paid coordinator of volunteers - (\$41,902)
See page 27, rec. #1

B. Public Information and Education

1) Two customer representative positions (\$59,658)
See page 36, rec. #3

TOTAL (\$101,560)

GRAND TOTAL \$2,695,757

I. Statutory charge, membership and methods

Purpose and Membership

The Task Force to Study the Operations of the Department of Inland Fisheries and Wildlife was created by Chapter 455, Public Law 1995. (*See Appendix 1, page 51 for chaptered law.*) The purpose of the Task Force is to “conduct a comprehensive review of the operations and functions of the Department of Inland Fisheries and Wildlife”, formulate recommendations and submit supporting legislation. The Task Force consists of eight members: five members from the Joint Standing Committee on Inland Fisheries and Wildlife appointed jointly by the Speaker of the House of Representatives and the President of the Senate; one member appointed by the Board of Directors of the Sportsman’s Alliance of Maine; and two public members appointed by the Governor. They are as follows:

- Honorable Catharine Damren, Chair (SAM appointee)
- Honorable Paul F. Jacques
- Honorable Royce W. Perkins
- Honorable Jon M. Rosebush
- Honorable Robert L. Tufts
- Honorable John H. Underwood
- William H. Nichols, Jr. (Governor appointee)
- Louis V. Zambello, (Governor appointee)

The Task Force was convened by the Chair of the Legislative Council, Senator Jane Amero, on August 24, 1995. The members selected Rep. Catharine Damren to Chair the Task Force.

Key Policy Areas

The diverse interests and goals of the members are encompassed in the following six policy areas:

- Hatcheries, fish stocking and the condition of Maine’s freshwater fisheries
- Department process and service delivery/efficiencies
- Role of volunteerism in delivering/performing research and enforcement
- Department budget and the impact of providing services
- Communications (internal and external)
- Condition of Maine’s hunting and fishing resources

Formation of Subcommittees

The Task Force members agreed the most effective way to conduct their analysis of these areas was to split into two subcommittees. One subcommittee studied the condition of hunting and fishing in Maine, including resource management, hatcheries and hunting. Its membership consisted of Rep. Damren, Rep. Tufts, Rep. Rosebush and Rep. Underwood. This subcommittee's research consisted of touring several State hatcheries and regional offices, as well as meeting with members of the Department to discuss relevant issues.

The other subcommittee looked at the Department's budget and operations. It examined the Department's mission, as well as issues concerning efficiency, privatization, volunteerism, public information and education. This subcommittee consisted of Mr. Zambello (Chair), Rep. Jacques, Mr. Nichols and Rep. Perkins. Research for this subcommittee entailed interviewing Department managers and employees about Department processes and procedures, visiting several Department offices to observe processes, and collecting information on other states' volunteer warden programs. The Subcommittee also had consultants from L.L. Bean review a) Department computer systems and b) Department expenses for fuel, energy, telecommunications and vehicle leasing.

II. The context for a review of efficiency and operations

The following five factors helped shape the context for the Task Force's review of Maine's Department of Inland Fisheries and Wildlife:

- 1) Maine's fish and wildlife resources make important recreational and economic contributions to the state;**
- 2) Department expenditures are predicted to exceed available funds by the year 2002;**
- 3) The Department lacks the personnel and financial resources to adequately address the wide-ranging statutory responsibilities it must meet;**
- 4) Support for increased Department funding is doubtful in the fiscal environment of the mid-1990s; and**
- 5) It is unlikely that license purchases will lead to significant growth in Department revenues.**

In light of these challenges, the Task Force undertook a review to determine ways in which the Department could make more efficient use of its existing resources and improve its services to the public.

1) Maine's fish and wildlife resources make important recreational and economic contributions to the state

All Maine residents benefit from the state's fish and wildlife resources. Through diverse activities like fishing, hunting and wildlife viewing, Maine people reap enjoyment from these resources. Maine people also benefit economically from the activities associated with fish and wildlife. A 1990 report found hunting, fishing and "non-consumptive" uses of wildlife resources generated between \$539 million and \$841 million of annual economic activity.¹ The Task Force's study provided an opportunity to ensure Department dollars are effectively utilized. The Task Force also sought to identify opportunities for increasing public benefits.

¹ Maine Agricultural Experiment Station, A Study of the Impact of Game and Nongame Species on Maine's Economy (University of Maine), E2

2) Department expenditures are predicted to exceed available funds by the year 2002

The Department presented the Task Force a budget forecast in which Department General Fund expenditures will exceed General Fund revenues starting in Fiscal Year 1996. (This prediction assumes current staffing and program levels will continue into the future.) The Department will meet its obligations by spending part of a balance that is carried forward from year to year. (This balance was created when the Department's state funding was changed from dedicated revenues sources to a General Fund appropriation based upon the amount of money the Department collects in licenses, fines, fees and other revenues. The balance was \$3,970,893 at the end of Fiscal Year 1995.) The Department's forecast predicts the expenditures will continue to exceed revenues in upcoming years and it estimates that the balance will be depleted during Fiscal Year 2002. Upon depletion of the balance, the Department will not be able to meet its financial obligations to employees and others. *(See Appendix 2, page 53, for complete data and an explanation of the Department's forecast.)*

3) The Department lacks the personnel and financial resources to adequately address the wide-ranging statutory responsibilities it must meet

Over the years, the Department has seen a dramatic change in the manner in which it has managed fish and wildlife resources. Its regulatory framework has expanded beyond the context of the sports of hunting and fishing to include involvement in complex environmental and land use planning decisions. In addition, its responsibilities now extend well beyond the Department's core mission of managing Maine's fish and wildlife resources. The Department enforces laws relating to boats, snowmobiles, all-terrain vehicles and other activities. The expansion of the regulatory framework and the enlarging of Department responsibilities came unaccompanied by adequate financial resources and has created a situation in which the Department is stretched to its limits. *(Please refer to Charts 2 and 3, pages 6 and 7, for lists of Department responsibilities.)*

4) Support for increased Department funding is doubtful in the fiscal environment of the mid-1990s

The Department is supported by appropriations from Maine's General Fund. Under the terms of the Maine Constitution, the Department must be appropriated from the General Fund a sum at least equal to the money deposited in the General Fund from license fees, fines and other revenues associated with the Department. Combining widespread predictions of modest tax revenue growth for Maine with the current political environment favoring reductions in state spending, it is unlikely that the future will bring the Department General Fund appropriations in excess of the amount required by the Constitution.

In addition, sentiment for additional license fee increases appears to be lacking among legislators. The Department is in the midst of a three-year phase-in of license fee increases, which will be completed in the first half of the 1997 calendar year. Legislators appear to oppose additional increases partly because of their concerns about imposing additional costs upon constituents. They are also concerned about pricing Maine hunting and fishing licenses out of the competition among neighboring states for license purchases by nonresidents.

5) It is unlikely that license purchases will lead to significant growth in Department revenues

A comparison of the total number of Maine hunting and fishing licenses purchased between 1977 and 1994 reveals modest growth over the 18-year period, driven primarily by increases in fishing licenses. (*Please refer to Charts 4 and 5, pages 10 and 11.*) The Legislature and the Department have embraced efforts to broaden the appeal of hunting and fishing in Maine. However, in light of national trends showing decreases in the popularity of hunting and fishing, the Task Force does not foresee significant future increases in license sales and corresponding growth in Department revenues.

Between 1977 and 1994 sales of total Maine hunting and fishing licenses grew by 8.54 percent, or 39,628 licenses. (Note: these figures exclude complimentary licenses and guide licenses.) Sales of fishing licenses led the growth by increasing 16.81 percent (number = 40,994), while sales of hunting licenses remained relatively flat with a 0.62 percent decrease (number = -1,366).

Resident sales reflect the same trend, but at lower levels. The sale of total resident Maine hunting and fishing licenses between 1977 and 1994 grew by only 4.44 percent (number = 15,641). Sales of resident fishing licenses increased 14.98 percent (number = 24,562), while sales of resident hunting licenses fell 4.74 percent (number = -8,921).

National recreation trends show a decrease in the number of people who hunt and fish. An on-going survey found that from 1982 to 1995 participation in hunting declined 11.4 percent among U.S. people over the age of 16 who participate in outdoor activities. Participation in fishing for the same period declined three percent.²

² National Survey on Recreation and the Environment (briefing, October 25, 1995), 1994-1995 Key Findings, 3

Chart 2

Department Mandates (Condensed from MRSA Title 12)

- Maintain levels of fish and wildlife in balance with the capacity of the available habitat
- Carry out and enforce the inland fisheries and wildlife laws of the state
- Maintain and enhance habitat features of special significance to a species because of its limited occurrence, vulnerability, or importance to its general welfare
- Manage the game sanctuaries and wildlife management areas of the State
- Provide for the propagation of fish for more effective fisheries management
- Provide for the diverse use of inland fish and wildlife in a manner which does not adversely affect a species distribution or abundance
- Administer and oversee all wildlife permits, including importation of exotic species, wildlife exhibition, propagation, and special hunting permits
- Coordinate the Animal Damage Control functions throughout the State
- Promote safety in regards to the use of inland fish and wildlife, ATVs, snowmobiles and water craft
- Inform the public of all aspects of inland fish and wildlife management, maintain a public awareness of fish and wildlife issues, needs, and management options
- Provide the administrative services needed to support all Department functions

Source: Department of Inland Fisheries and Wildlife

Chart 3

Major activities undertaken by selected IFW bureaus (Illustrating the variety of Department responsibilities)

Warden Service

- Fish Law Enforcement
- Wildlife Law Enforcement
- Dog Leash Law Enforcement
- Training
- Hunter Safety
- LURC, D.E.P., Stream Alteration Law Enforcement
- Litter Law Enforcement
- Fisheries Management
- Wildlife Management
- Boat Law Enforcement
- Snowmobile Enforcement
- ATV Enforcement
- Public Relations
- Endangered Species
- Search and Rescue
- Assist Other Agencies
- Personal Water Craft Usage

(continued)

Wildlife Division

- Direct Management of Game Species
- Wildlife Surveys and Inventories
- Hunting Regulations
- Habitat Management and Protection
- Public Outreach
- Comprehensive Land Use Planning - Working with Municipalities
- Permit Administration
- Coordination with State and Federal Agencies
- Animal Damage Control
- Visitors Center - Public Use Facilities
- Swan Island Public Use Facility
- Private Land Habitat Programs
- Environmental Impact Assessment and Recommendations to Permitting Agency
- Management of Department Lands
- Endangered Species Conservation
- Information Transfer of Significant Habitat Information to D.E.P., L.U.R.C. and other governmental agencies

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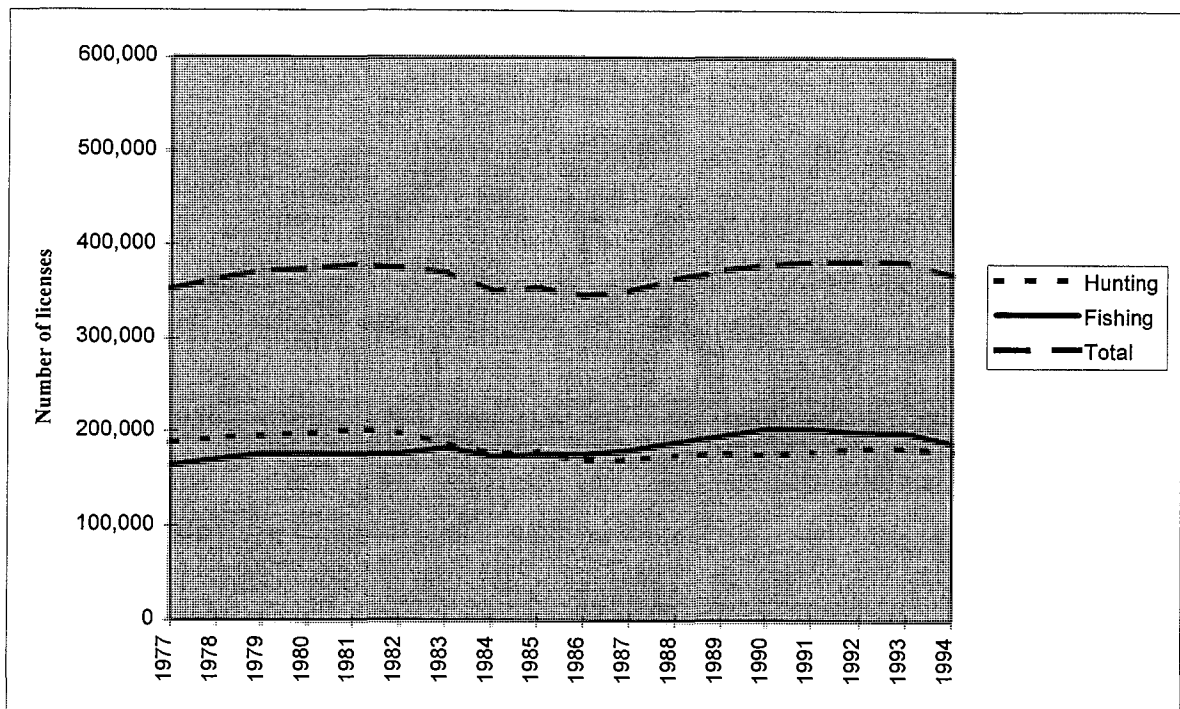
Fisheries Division

- Management of Inland Fisheries Resource
- Fish Surveys and Inventories
- Fishing Regulations
- Environmental Impact Assessment and Recommendations to Permitting Agencies
- Fish Hatching, Rearing and Stocking
- Permit Administration
- Coordination With State and Federal Agencies
- Fish and Wildlife Coordination/Habitat Mapping

Sources: Report to William J. Vail, Commissioner, Maine Department of Inland Fisheries and Wildlife, January 25, 1989; Maine Department of Inland Fisheries and Wildlife, December 1995

Chart 4

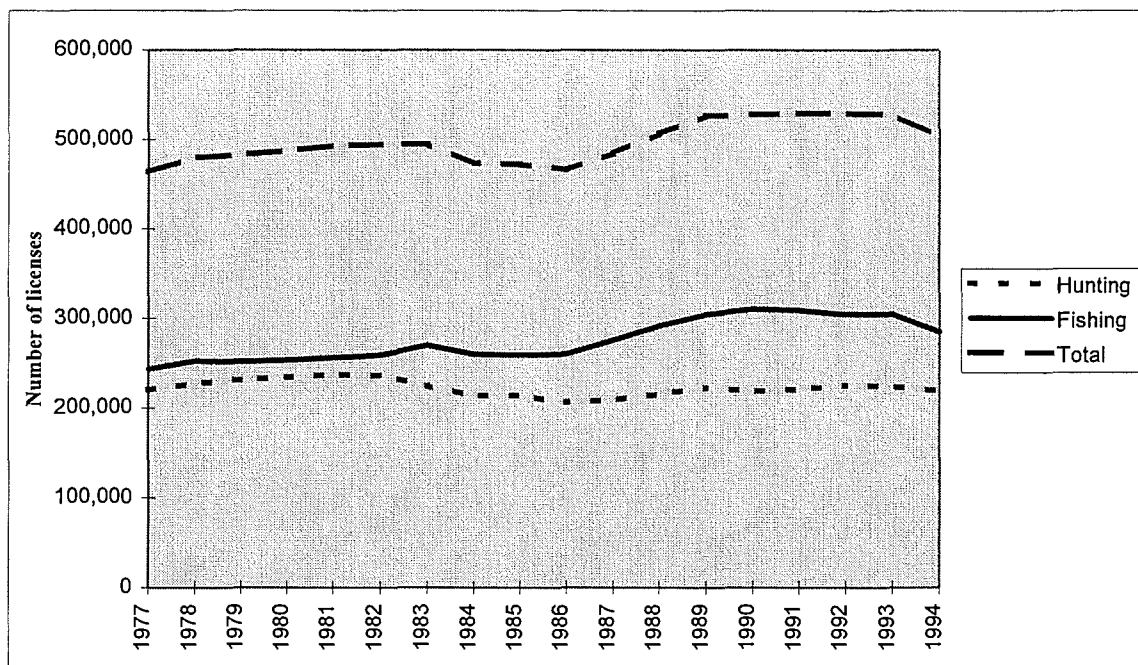
Resident hunting and fishing licenses sold, 1977-1994



	Hunting	% chg	Fishing	% chg	Total	% chg
1977	188,233		163,964		352,197	
1978	192,412	2.22%	170,310	3.87%	362,722	2.99%
1979	195,587	1.65%	175,986	3.33%	371,573	2.44%
1980	197,386	0.92%	176,586	0.34%	373,972	0.65%
1981	201,894	2.28%	176,145	-0.25%	378,039	1.09%
1982	198,423	-1.72%	176,333	0.11%	374,756	-0.87%
1983	187,120	-5.70%	182,747	3.64%	369,867	-1.30%
1984	176,471	-5.69%	173,834	-4.88%	350,305	-5.29%
1985	178,583	1.20%	175,756	1.11%	354,339	1.15%
1986	169,616	-5.02%	175,944	0.11%	345,560	-2.48%
1987	170,384	0.45%	180,116	2.37%	350,500	1.43%
1988	174,933	2.67%	188,698	4.76%	363,631	3.75%
1989	177,314	1.36%	195,512	3.61%	372,826	2.53%
1990	175,585	-0.98%	203,160	3.91%	378,745	1.59%
1991	178,852	1.86%	203,245	0.04%	382,097	0.89%
1992	182,669	2.13%	199,692	-1.75%	382,361	0.07%
1993	182,441	-0.12%	199,506	-0.09%	381,947	-0.11%
1994	179,312	-1.72%	188,526	-5.50%	367,838	-3.69%
Change from 1977-1994	-8,921	-4.74%	24,562	14.98%	15,641	4.44%

Chart 5

Total hunting and fishing licenses sold, 1977-1994
(Does not include guide or complimentary licenses)



	Hunting	% chg	Fishing	% chg	Total	% chg
1977	220,291		243,838		464,129	
1978	227,390	3.22%	252,811	3.68%	480,201	3.46%
1979	231,635	1.87%	251,495	-0.52%	483,130	0.61%
1980	233,975	1.01%	253,388	0.75%	487,363	0.88%
1981	237,111	1.34%	255,848	0.97%	492,959	1.15%
1982	235,772	-0.56%	258,692	1.11%	494,464	0.31%
1983	224,579	-4.75%	270,031	4.38%	494,610	0.03%
1984	213,165	-5.08%	259,786	-3.79%	472,951	-4.38%
1985	213,764	0.28%	258,588	-0.46%	472,352	-0.13%
1986	205,980	-3.64%	260,104	0.59%	466,084	-1.33%
1987	208,997	1.46%	275,704	6.00%	484,701	3.99%
1988	215,268	3.00%	291,360	5.68%	506,628	4.52%
1989	222,617	3.41%	304,210	4.41%	526,827	3.99%
1990	218,054	-2.05%	310,278	1.99%	528,332	0.29%
1991	220,584	1.16%	309,017	-0.41%	529,601	0.24%
1992	224,915	1.96%	304,282	-1.53%	529,197	-0.08%
1993	223,888	-0.46%	304,750	0.15%	528,638	-0.11%
1994	218,925	-2.22%	284,832	-6.54%	503,757	-4.71%
Change from 1977-1994	-1,366	-0.62%	40,994	16.81%	39,628	8.54%

III. Department organization

The Department of Inland Fisheries and Wildlife is charged in M.R.S.A. Title 12, § 7011, with the following responsibilities:

- Preserving, protecting, and enhancing the inland fisheries and wildlife resources of the State;
- Encouraging the wise use of these resources;
- Ensuring coordinated planning for future use and preservation of these resources; and
- Providing for effective management of these resources.

Currently, the Department is organized into a commissioner's office and three bureaus: *(Please refer to Chart 6, page 14)*

- Administrative services
- Resource management
- Warden service

In addition to the main office in Augusta, there are seven regional offices in the following locations:

- Gray
- Sidney
- Machias
- Strong
- Greenville
- Enfield
- Ashland

Four of these regional offices are also warden division headquarters. A fifth warden headquarters is located in Bangor and also houses a wildlife and fisheries research staff.

The Department currently has a total of 304 permanent employees. In 1995, total revenue for the Department equaled \$20,303,597. Licenses, registrations and fines represented 71% of these moneys. Total expenditures for the Department in 1995 were \$20,872,101. The deficit between revenues and expenditures was covered by the Department's carrying balance. *(For a breakdown of 1995 expenditures and revenues, please refer to Charts 7 and 8, pages 15 and 16. For a further breakdown of expenditures by types of fund, see Appendix 3, page 57.)*

Chart 6
INLAND FISHERIES AND WILDLIFE

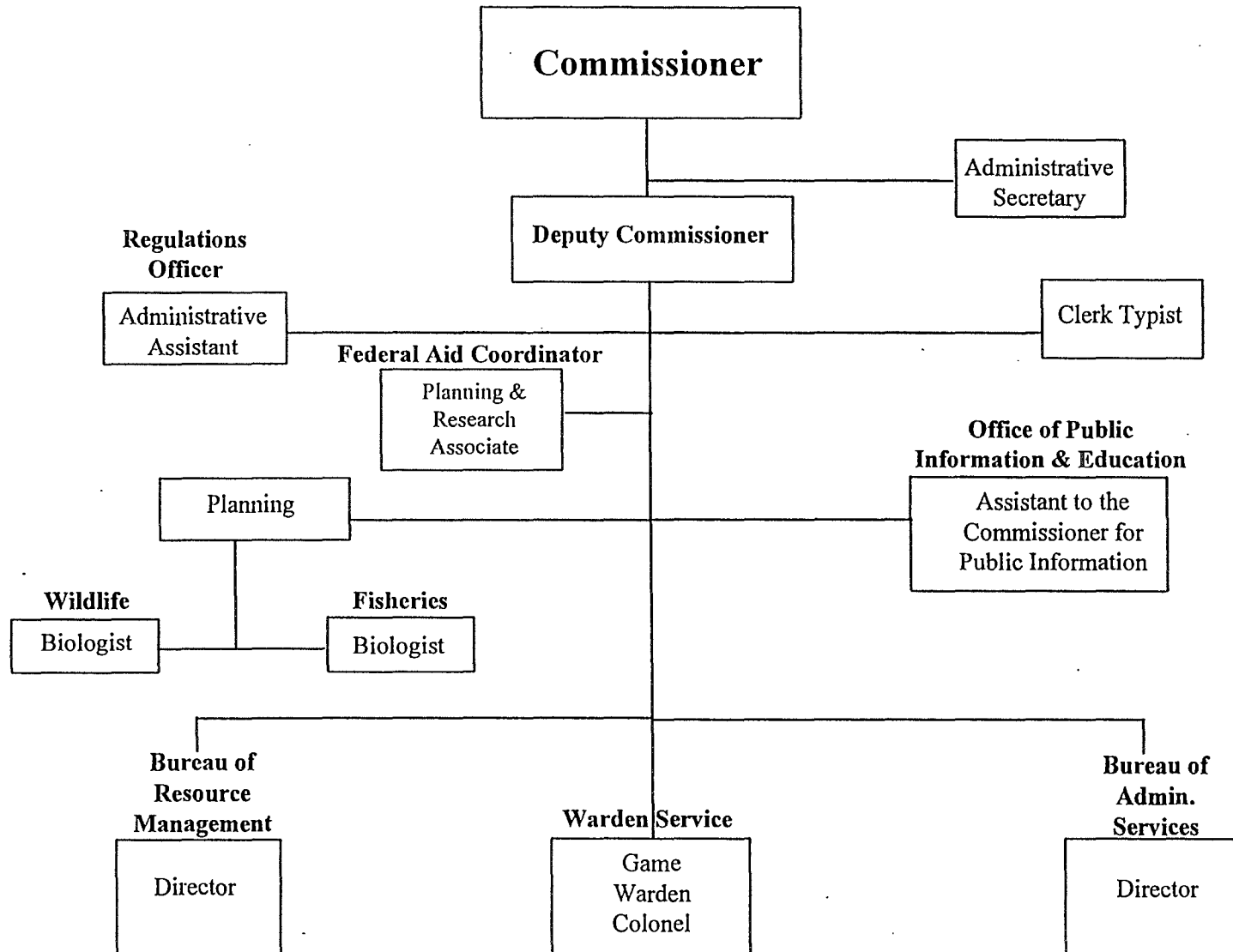
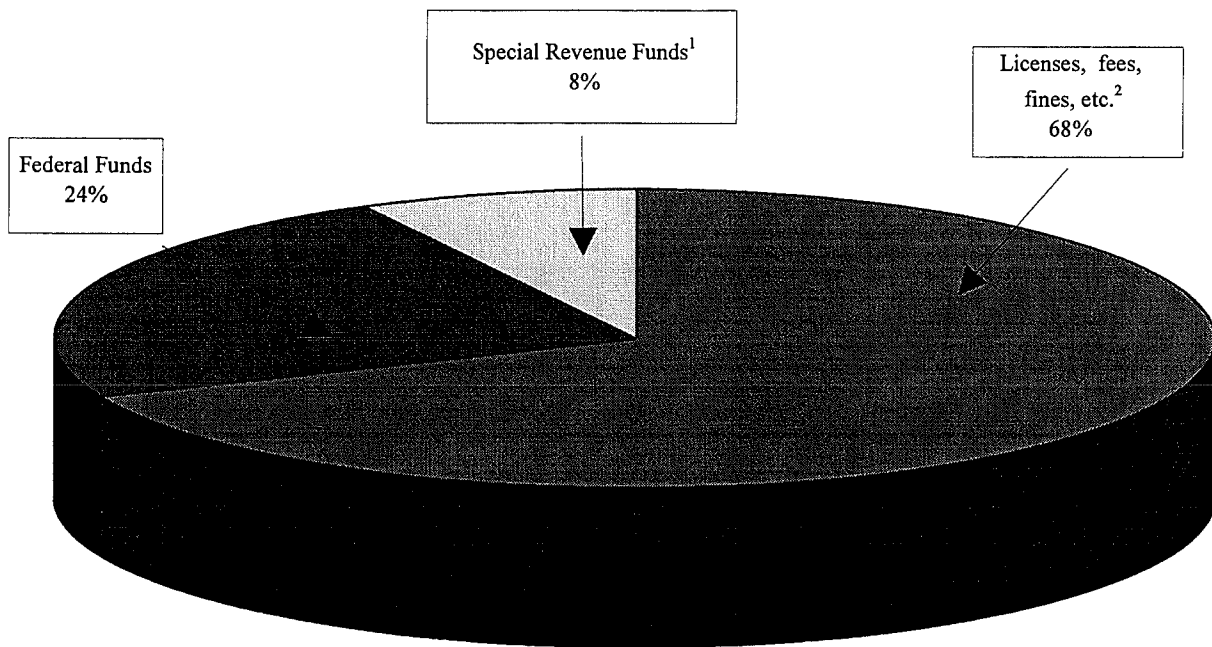


Chart 7

Maine Department of Inland Fisheries and Wildlife
Total FY 95 Expenditures, by Type of Fund



LICENSE, FEE, ETC. ² REVENUE EXPENDITURES	\$14,310,755
FEDERAL FUND EXPENDITURES	\$4,962,111
SPECIAL REVENUE FUNDS ¹ EXPENDITURES	\$1,599,235
TOTAL IFW FY 95 EXPENDITURES	\$20,872,101

¹ Special Revenue Funds consist of revenues that are collected for use by the Department for specific purposes.

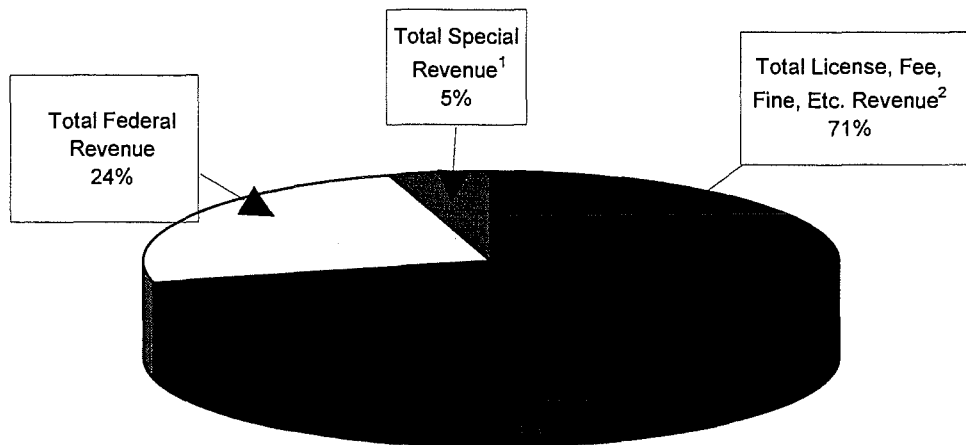
² The Maine Constitution requires the Department be appropriated from the General Fund an amount at least equal to the money deposited in the General Fund from licenses, fees, fines and other revenues associated with the Department.

Chart 8

Maine Department of Inland Fisheries and Wildlife FY 95 Revenues: All Sources

Revenue Source	Amount	% of Total
Federal revenues	\$4,902,603	24.15%
Hunting licenses	\$4,468,369	22.01%
Fishing licenses	\$3,991,407	19.66%
Combo licenses	\$3,020,187	14.88%
Miscellaneous Income	\$1,105,687	5.45%
Special revenues ¹	\$934,715	4.60%
Permits	\$917,695	4.52%
Registrations - Snowmobiles	\$396,480	1.95%
Registrations - Boats	\$367,743	1.81%
Registrations - ATVs	\$198,711	0.98%
Total FY 95 Revenue - All Sources	\$20,303,597	100.00%

Total License, Fee, Fine, Etc. ² Revenue	\$14,466,279
Total Federal Revenue	\$4,902,603
Total Special Revenue ¹	\$934,715



¹ Special Revenues consist of revenues collected for use by the Department for specific purposes

² The Maine Constitution requires the Department be appropriated from the General Fund an amount at least equal to the money deposited in the General Fund from licenses, fees, fines and other revenues associated with the Department.

IV. Introduction to findings and recommendations on Department operations

After reviewing the structure of each division, the Subcommittee on Operations found that the number of Department employees is lean in comparison to the responsibilities the Department is mandated by law to perform. It also found an appropriate ratio of management to staff. *(Please refer to Chart 9, page 25.)*

However, the Subcommittee did identify the following areas as having potential for improvement in process and cost effectiveness:

- Bureau of Administrative Services, and the Department cost structure, including expenditures for fuel, electricity, telecommunications and vehicle leasing;
- The Department's utilization of volunteers; and
- Office of Public Information and Education.

V. Bureau of Administrative Services: Findings and recommendations

A. Organization and initiatives

The Bureau of Administrative Services within the Department of Inland Fisheries and Wildlife consists of the following divisions:

- Licensing and Registration
- Business Office
- Personnel
- Engineering and Realty
- Information Systems
- Property Warehouse

(Please refer to Chart 10, page 26 for the bureau's organizational chart.)

The Bureau of Administrative Services has the following assigned responsibilities:

- Financial accounting of Department revenue and expenditures
- Coordination of the Department's annual and biennial budget
- Maintenance of Department payroll and personnel records
- Administration and issuance of licenses, stamps and permits
- Registration of snowmobiles, water craft and ATVs
- Design, maintenance and repair of all Department owned facilities. These facilities include regional headquarters, dams and hatchery buildings
- Administration of the technical aspects of land acquisitions
- Operation of a central storehouse for the purchase and inventory of Department supplies and equipment

The bureau has 45 employees and a budget of \$1,521,697. The largest share of the budget, \$1,268,062, is spent by the Division of Licensing and Registration. Overall, the committee found that the management and employees of this bureau are competent, motivated, dedicated and professional.

The following initiatives have been undertaken by this Bureau:

Utilization of technology

- Automation and scanning technology. The 1995 licenses were designed to be scanned into a data base.
- Migration to a point-of-sale licensing system by 1996.
- Creation of an internal computer committee

B. Recommendations for \$1.9 million in savings, revenue enhancements and service enhancements

The Task Force found opportunities to improve processes and efficiencies and provide significant value to the Department, approximately \$1.9 million, in the areas of licensing and registration, computers and the property warehouse. This amount is generated by improvements in timeliness and accuracy in administration, better utilization of personnel and equipment, and savings through reductions in costs.

1. Initiatives requiring Department action

1) The Task Force recommends the Division of Licensing and Registration discontinue the practice of filing paper copies of boat registrations in alphabetical order.

As a result of computerization, the paper copies of boat registrations are only referenced as a check on information when a problem arises. This task is not an efficient use of an employee's time and should be eliminated. Currently there is one employee who has been assigned this work. Although this employee has several other job responsibilities at the Department, including recording accounts receivable and assisting the Business Office, this position could be eliminated resulting in a savings of \$25,631 in salaries and benefits.

2) The Task Force recommends the Bureau of Administrative Services develop a cost accounting system that tracks the cost of processes and measures improvements.

The Bureau of Administrative Services does not have an accounting system to assess the efficiency of its procedures. Under a process-oriented cost accounting system, measures such as cost-per-registration-processed could be determined. This would provide the Department an instrument to review its operations and make improvements where needed. In addition, employees should participate in quality action teams to formulate and implement recommendations for ongoing process improvement.

3) The Task Force recommends the Division of Licensing and Registration make more of a concerted effort to have town offices decrease their errors when processing boat registrations.

Twenty-five percent of all new boat registrations returned to the Division of Licensing and Registration contain errors or mismatches with the computerized information. It takes bureau clerks approximately 15 times longer to correct registrations containing mistakes than it does to process properly completed registrations. The Task Force recommends two alternatives for improvement in this area:

a) Provide accuracy training, incentives or penalties to municipal offices that submit a high percentage of registrations containing errors. The cost of training could be defrayed by the savings that would be realized by reducing the number of registrations containing mistakes.

b) Require those municipal offices who frequently submit registrations containing a high percentage of errors to call the Department while they are processing new registrations and have Department employees guide the town officials through the

procedure over the phone. This new system, although adding a step, would still be superior to correcting mistakes after the registrations have been issued. It is estimated that a ten percent reduction in errors contained in boat registrations would save the Department \$32,000 per fiscal year. The time spent performing this burdensome task could be allocated to the performance of other duties.

4) The Task Force recommends that the property warehouse implement a new inventory tracking system.

The overall processes behind the Department's property warehouse are cumbersome. The two major tasks are a) tracking capital equipment in the field and b) distributing goods to Department employees, particularly game wardens. The present system for conducting these two tasks is time-consuming. Records of capital equipment are handwritten or typed on index cards and then checked by hand for errors or for verification of equipment location. In addition, equipment is loaned to employees according to their job site, instead of being based upon the actual position they occupy. A more efficient system of supplying equipment to employees would be to hold individual employees personally accountable for items regardless of where their jobs are located.

In addition, the tracking of assigned equipment should be placed on a personal computer spreadsheet which would automatically flag records which have not been recently updated. If questions arise, records could then be sent out to employees for verification.

5) The Task Force recommends that the purchase and distribution of equipment from the property warehouse be outsourced whenever possible.

The property warehouse presently keeps an inventory of boat- and car-related materials on hand, as well as various apparel items. The Task Force believes that a more cost-efficient system for purchasing these items would be to establish accounts with selected stores and dealers in the state. Apparel could be ordered by individuals directly from retail and sporting goods stores. Most larger retailers will deliver within several days of the placement of the order. This would eliminate the necessity for the warehouse to purchase and store items well in advance of their need.

6) The Task Force recommends that when the above property warehouse recommendations have been implemented by the Department, the staff at the property warehouse be reduced to two full time employees.

The property warehouse has three full-time positions; a property officer, a stores clerk, and a clerk III. Based upon the above Task Force recommendations, the warehouse processes of inventory purchasing, distribution and tracking would be significantly simplified. The work responsibilities for performing these duties would also be reduced and could be performed by two employees. Potential savings to the Department would be \$35,158 in salaries and benefits.

7) The Task Force recommends that the Department re-evaluate its need for three full-time employees in the personnel office.

The Personnel Office of the Department has three full-time positions; a personnel officer, a personnel assistant and a clerk. The Task Force believes that because of the State's centralization of the worker's compensation system, there has been a reduction in job responsibilities in this office and therefore one position could be eliminated. Potential savings to the Department would be approximately \$47,108 in salary and benefits.

2. Initiatives requiring legislative action

1) The Task Force recommends that boat registrations be renewed every three years, rather than annually.

The Department is losing money on its boat registration program. It is costing the Department more to process the annual \$4 registrations than it receives in revenue. The current cost per boat registration is approximately \$5.00 (this figure factors in employee and management costs, workers' compensation costs, and facilities costs). To decrease its boat registration program costs, the Department should return to renewing boat registrations every three years. This would require increasing the registration fee proportionately to reflect the longer registration period, as well as decoupling the current process from the collection of excise tax. This would save the Department annually \$160,333. (*See Appendix 4, page 63, for legislation to enact this change.*)

2) The Task Force recommends that the Department eliminate "specific month" boat registrations and return to annual registrations.

Under Maine law (12 M.R.S.A. § 7794), boat registrations expire the last day of the 12th month after the month of issuance. The processing of boat registrations and validation stickers on a monthly basis is costing the Department money. The Task Force recommends boat registration be returned to an annual process with all registrations expiring December 31st of the second calendar year after the year of issuance. This would eliminate the need for monthly stickers that designate specific month's expiration. (*See Appendix 4, page 63, for legislation to enact this change.*)

3) The Task Force recommends the Legislature refrain from implementing any new license types or fees for the next two-to-three 3 years.

The Department is in the process of implementing an automated licensing system. Presently, when a new license or fee is introduced, the Department must concentrate its time on re-educating its municipal licensing agents on these changes. If license types

and fees were frozen by the Legislature for 2 to 3 years, the Department could focus on putting the new point-of-sale licensing system into operation. Once in place, the new system will allow annual revisions of fees or types of licenses to be more easily implemented.

4) The Task Force strongly recommends the Governor and the Legislature re-examine the centralization of vehicle purchasing, or exempt the Department from participating in the central motor pool.

The Department's participation in the State's Central Motor Pool has greatly increased vehicle cost for the Department. Up until 1992, when the centralization process was implemented, the Department purchased and leased vehicles. At that time, its annual expenses were approximately \$300,000. For FY 1996, the Department is projecting to spend over \$865,000, or an annual cost of more than \$6,600 per vehicle. The Task Force finds this cost to be excessive and believes that the Department could both lease vehicles from the private sector and utilize employee owned vehicles at much lower costs. Annual savings to the Department would total approximately \$200,000. (*See Appendix 5, page 69 for correspondence from the Task Force to the Governor concerning this issue.*)

5) The Task Force strongly urges the Governor and the Legislature to re-examine the centralization of state government telecommunication services.

The Department currently spends more than \$185,000 annually for telecommunications services. Under the existing system, the State provides the Department with telecommunication services and charges an additional 22 percent markup to cover its expenses. For a small Department, such as IF&W, this puts a heavy strain upon its budget. Based upon a comparison of similar services in the private sector by an L.L. Bean consultant, the Task Force finds that if the Department were allowed to bid out its needs to public or private competitors, the savings would add up to 50 percent of its current expenditures for telecommunications, or \$92,500 annually. (*See Appendix 5, page 69 for correspondence from the Task Force to the Governor concerning this issue.*)

6) The Task Force recommends the Legislature not add any additional responsibilities to the Department unless the Legislature provides adequate funding for the Department to meet the responsibilities.

Over the years, the Department's regulatory framework has expanded beyond hunting and fishing to include involvement in complex environmental and land use planning decisions. In addition, its responsibilities now extend well beyond the Department's core mission of managing Maine's fish and wildlife resources. The Department enforces laws relating to boats, snowmobiles, all-terrain vehicles, and other activities. The expansion of the regulatory framework and the enlarging of Department responsibilities

came unaccompanied by adequate financial resources. The Legislature should not thrust additional responsibilities upon the Department unless it is accompanied by proper funding.

3. Recommendations to improve technology

1) The Task Force recommends the Department establish a formal systems migration plan for its computer needs.

The Department's migration from paper to computers is underway. However, this migration is slowed by a lack of hardware standards within the Department. Many different systems are being expected to function together. There is a need to standardize infrastructure, improve communication between various systems and eliminate redundancies throughout the Department. The information system, through networking, needs to provide services to the Department's headquarters, as well as to the regional offices and to wardens' home computers. The centralized State Infosystem function has not been responsive to the Department's computer needs. The Department needs to produce a formal systems migration plan to identify priorities and implementation strategies.

2) The Task Force recommends the Department fill the Director of Administrative Services position with an individual who can act as a central driver of the computerization process and champion the migration plan.

As the Department transitions from paper to computers, the Bureau of Administrative Services will need a director who has overall authority and accountability for the systems migration process. The Task Force views the existing vacancy in the Director's position as an opportunity for the Department to ensure the hiring of an individual who can act as a leader in the computerization process. This recommendation will entail the Department re-writing the job description to include the following job requirements: knowledge in information systems, understanding of TQM management practices and process improvement, and skills in budgeting and cost accounting.

3) The Task Force fully supports the Bureau of Administrative Service's plan to automate its licensing process by 1996 and recommends that the point-of-sale equipment be placed in retail stores throughout the State.

The plan to automate licensing should generate more revenues for the Department. When this system is implemented, purchasing a license will be more convenient. The Department should take full advantage of this added convenience by placing point-of-sales equipment in retail outlets, grocery stores and tourist centers.

The cost of the hardware and software needed to operate a point-of-sales licensing system could be defrayed by retailers. Those anxious to use this convenience to attract customers might be willing to pay a fee to have the equipment located in their stores.

The Task Force finds that the convenience of point-of-sale equipment will lead to an increase in license sales. A ten percent increase in sales will result in \$1,147,996 in additional revenues to the Department, based upon FY 1995 sales.

4) The Task Force recommends that the Department make accuracy requirements a part of their point-of-sale agreements with licensing agents.

Municipalities and other licensing agents presently do not have an incentive to submit license forms which are accurate and timely. As part of the point-of-sale agreement with retailers and other licensing agents, minimum accuracy requirements should be enforced. This will result in correct form completion and prompt payment to the Department. A 10% improvement in the accuracy of information filed on license forms will save the Department approximately \$10,000 per fiscal year. The time currently allocated to the verifying of license information could be designated to the performance of other duties.

5) The Task Force recommends that as the Department is planning the implementation of its point-of-sale licensing system, every effort be made to design a single form that can be used for the printing of many different types of licenses.

Currently, each license that is sold by the Department is printed on different forms which have to be pre-ordered from a supplier. Once the Department's automated system is in place, the costly practice of printing a different form for each license will be scaled back significantly. This will save the Department approximately \$140,000 in printing cost per fiscal year.

6) The Task Force recommends that the Department purchase more efficient work stations for employees processing registrations.

Work stations are inadequate for those employees who process boat registrations. Presently, clerks spend a large part of their work hours moving from location to location when processing a single registration because there is not a sufficient amount of space at their desks to lay out their work. This recommendation should result in a ten percent improvement in work efficiency, resulting in \$50,000 in service enhancement per fiscal year.

Chart 9

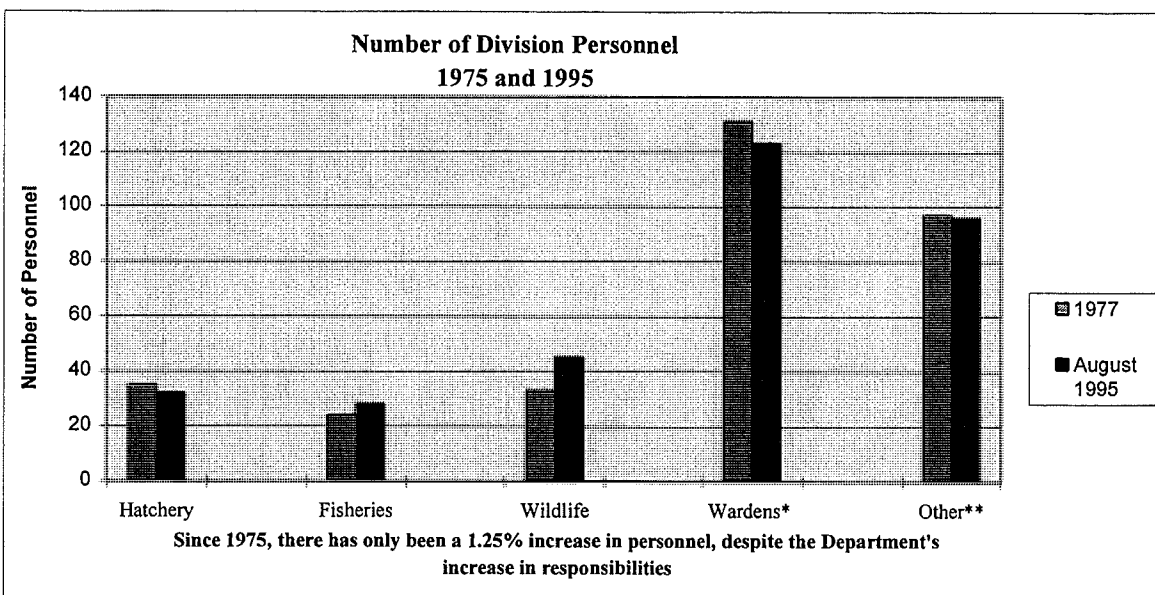
Department of Inland Fisheries and Wildlife Comparison of Personnel Numbers

Division	1977	August 1995	% change
Hatchery	35	32	-8.60%
Fisheries	24	28	16.60%
Wildlife	33	45	36.40%
Wardens*	131	123	-6.10%
Other**	97	96	-1.03%
Total***	320	324	1.25%

*Warden Service figures only depict the number of wardens in the division. In addition to the 123 wardens in August 1995, the warden service also employed 10 additional personnel.

**Includes administrative services, engineering, realty, information and education divisions

***Totals include seasonal employees

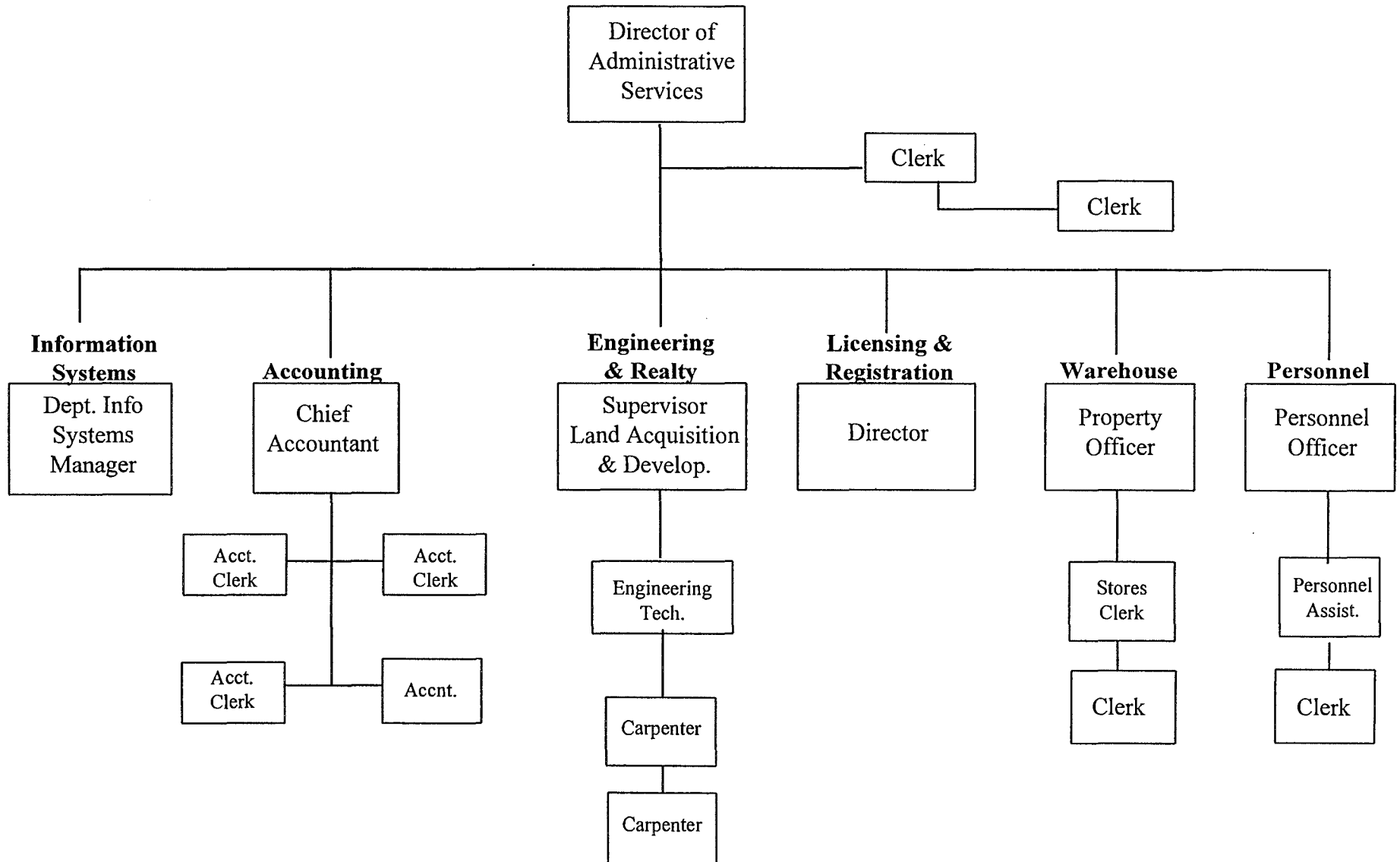


Department of Inland Fisheries and Wildlife Current ratio of Management to staff

Management	33
Staff	281
Mgmt/staff ratio	8.5

Chart 10

Bureau of Administrative Services



VI. Volunteerism: Findings and recommendations

A. Department initiatives

The Department has undertaken the following initiatives in the area of volunteerism:

- Hunter safety program: 1,000 volunteers, paid regional coordinators
- Search and rescues programs: 400 volunteers statewide
- Volunteer deputy warden program: 25 individuals volunteering as deputy game wardens. Requirements include a 100-hour training course at the Criminal Justice Academy. Deputy wardens must be on duty with a full-time warden.
- Recent hiring of a part-time volunteer coordinator to assist the Department in implementing its volunteer efforts.
- Establishment of a database of volunteers to match resources with needs.
- Working with sporting clubs to recruit volunteers.
- Adopt-a-hatchery program
- Operation Game Thief Watch

The Department is currently exploring ways to expand its volunteer program into other areas. It plans to use volunteers to assist with those job duties that full-time employees do not have enough working time to complete.

B. Recommendations to improve performance through volunteerism: \$698,687 in value

1) The Task Force recommends that the Department hire a full-time coordinator to be responsible for recruiting , training and assigning volunteers to projects.

Although the Department is utilizing the services of a part-time volunteer coordinator, the Task Force believes that the Department's efforts to expand in this area will require a full-time paid employee who can ensure a significant time commitment to this endeavor. (Annual salary and benefits for this position: \$36,902. Other initial costs associated with the position: \$5,000.) *(See Appendix 4, page 63, for legislation creating this position.)*

The Task Force encourages all Department employees to view volunteers as a valuable means to providing more services and accomplishing more goals within the limits of available dollars.

2) The Task Force recommends that the Department explore ways to expand its deputy warden program.

The Department's capability for utilizing its wardens to their maximum ability was dramatically changed in 1984 by the Supreme Court ruling in *Garcia v. Texas*. Up until this decision, wardens had been considered salaried personnel. This allowed them to work the number of hours they felt necessary to complete their mandated duties. After the *Garcia* ruling, warden hours fell under the Fair Labor Standards Act regulations, which limited the number of hours wardens could work before they had to be compensated for overtime. This factor, combined with a reduction in the number of wardens due to Department reorganization, has resulted in a 24 percent decline in total warden hours worked since 1975. In addition, between 1975 and 1994, the number of warden hours devoted to enforcement activities declined by 30 percent. (*Please refer to Charts 11 and 12, pages 32 and 33.*)

The Department has been able to partially address these time restraints by utilizing volunteer deputy wardens. Currently, the Department has 25 volunteers participating in the deputy warden program. However, to continue to meet its wide-ranging statutory responsibilities, there is a need within the Department to increase the number of deputy wardens.

Deputy wardens are currently selected by district wardens. The Department should strongly encourage the existing district wardens to select one or more deputy wardens to assist in their enforcement efforts. District wardens should consider choosing individuals who aspire to be full-time wardens. If a total of 50 volunteers were to each donate 10 hours per week as deputy wardens, the Department would annually receive \$424,600 in additional services.

3) The Task Force recommends that the Department explore the possibility of establishing a cooperative boat patrol program with municipalities and lake associations. This program would train local law enforcement officials or volunteer citizens to act as deputy sheriffs or deputy wardens to patrol water bodies and enforce fishing regulations.

Wardens do not currently have an adequate amount of time available to spend patrolling Maine's water bodies. The Warden Service estimates that, because of all their other enforcement, management, training and administrative obligations, wardens were able to devote only 2.5 percent of their time to boating law enforcement in fiscal year 1995. Between 1975 and 1994, the number of boats checked for violations decreased by 22.5 percent. (*Please refer to Chart 12, page 33.*) The amount of warden time available to devote to water craft enforcement will continue to be strained in the future. This is due in part to a yearly increase in boat traffic on lakes and ponds. In fact, between Fiscal years 1993 and 1994 the number of boats registered increased by 1,598.

Under the Task Force's proposed program, the Department would develop a cooperative program with municipalities and lake associations to recruit and train local law enforcement officials or citizen volunteers as deputy sheriffs or deputy wardens to patrol water bodies in their respective areas. Each volunteer deputy sheriff or deputy warden would be trained by a full time warden or the state volunteer coordinator. *Two members of the Task Force (William H. Nichols, Jr. and Louis V. Zambello) suggest the current boat registration fee could be increased from \$4 to \$6 to pay for the cost of training the deputy.*

4) The Task Force recommends that the Department examine the possibility of establishing a Conservation Watch Program.

Under a Conservation Watch Program, volunteers would act as a Department presence without enforcement authority. Each volunteer would be issued a shirt with a Department patch, a radio and an identification tag to attach to a license plate. The Department would train volunteers to answer questions from the public, recognize violations and report violations to wardens.

5) The Task Force recommends that the Department decrease warden involvement in search and rescue operations by utilizing volunteers to conduct ground searches.

The Commissioner of the Department of Inland Fisheries and Wildlife is charged by statute in 12 M.R.S.A. § 7035 with the responsibility for the search and rescue of lost persons. In 1995, Maine game wardens committed 3,836 hours to search and rescue operations, resulting in an enormous amount of work time being used to perform a costly task for which the Department is not reimbursed from the General Fund. In addition, participation in search and rescue operations decreases the amount of time wardens spend on enforcing fish and wildlife laws.

The Task Force recommends that wardens limit their involvement in these searches to serving as coordinators. The actual ground searching would become the responsibility of volunteers. This change in procedure would not only free up significant amounts of work hours for the wardens to use in the performance of other required job duties, but it would also save the Department money.

One alternative to this recommendation would be for the Legislature to require that the Department be reimbursed for those searches that involve individuals who were not engaged in activities for which a Department license, permit, or registration is required.

6) The Task Force recommends that the Department enlist volunteers to help biologists sample resources and collect data.

Field work performed by Department biologists plays an essential role in monitoring the status of Maine's fish and wildlife resources and developing well-grounded management plans. Unfortunately, a lack of personnel and financial resources prevent biologists from

adequately surveying the entire areas for which they are given responsibility. For example, each of Maine's seven resource management districts is assigned three fisheries biologists, except for one district which is assigned four fisheries biologists. The average number of lakes per district equals 837, representing an average of 142,240 acres of lake water per district. In addition, there is an average of 4,531 miles of rivers and streams per district.

Volunteers could enable biologists to provide greater coverage of districts. Volunteers could be teamed with biologists. In addition, given proper qualifications and training, volunteers could work independently to increase the Department's capacity to collect data. Were a total of 35 volunteers to each donate 10 hours per week, the Department would annually receive \$315,989 in additional services.

7) Expand use of the "adoption" approach to volunteerism.

The Department has initiated a successful "adopt-a-hatchery" program under which several corporations have "adopted" hatcheries and rearing stations. These are:

- Enfield hatchery - James River Corp.
- New Gloucester hatchery - International Paper Corp.
- Phillips hatchery - International Paper Corp.
- Embden rearing station - International Paper Corp.
- Grand Lake Stream hatchery - Georgia Pacific Corp.
- Palermo rearing facility - Champion International Corp.

The corporations help maintain the facilities through in-kind services and the purchase of materials. The Department estimates hatcheries received approximately \$70,000 in donated services and materials in calendar year 1995. The Task Force recommends the Department build upon this success by seeking similar "adoptions" of other Department facilities, like regional offices. The Subcommittee on Hunting and Fishing toured hatcheries, rearing stations and district offices and found maintenance at several facilities operated on a shoe-string budget. Recognizing it is unlikely the Department will gain additional appropriations for maintenance, the Task Force views the "adoption" concept as an important means to bridge a gap in Department funding.

In addition to specific facilities, the Department could seek "adoptions" or partnerships in certain educational programs. For example, corporate sponsorship of hunter safety classes or ATV safety awareness classes could help such programs reach a larger number of people. A better educated sporting public could result in a reduced need for enforcement actions.

8) The Task Force, through discussions with Department managers, other states, and the volunteer coordinator, has identified the following additional areas where volunteers could be utilized:

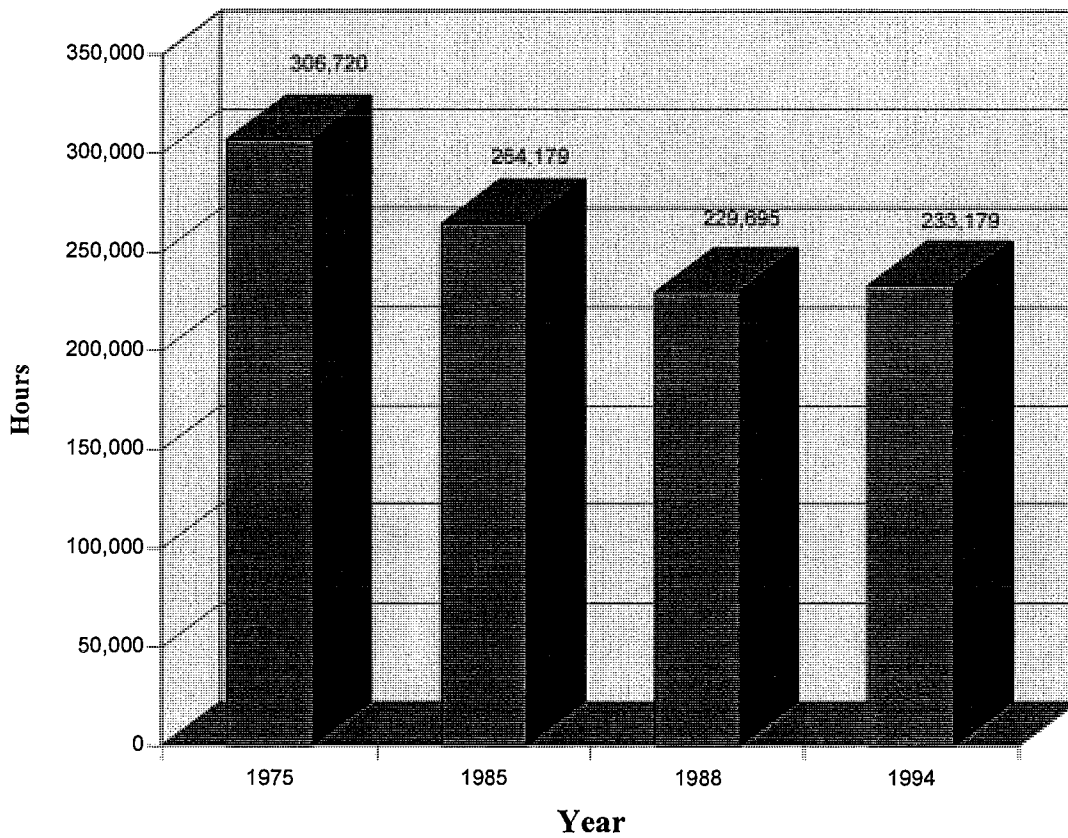
- Distributing Department law books and other materials to municipal offices and businesses statewide
- Posting signs explaining regulation changes at fishing areas throughout the state, particularly remote locations
- Speaking to sporting clubs and lake associations about volunteerism in fish and wildlife areas
- Answering phones at the Department headquarters and regional offices
- Entering data into the computer system to free up the time of others who do this task, particularly wardens
- Continuing to encourage citizens to call in and report violations they have observed as part of Operation Game Thief Watch

Chart 11

TOTAL WARDEN HOURS

Year	Total Number of Hrs
1975	306,720
1985	264,179
1988	229,695
1994	233,179

Warden Hours 1975-1994



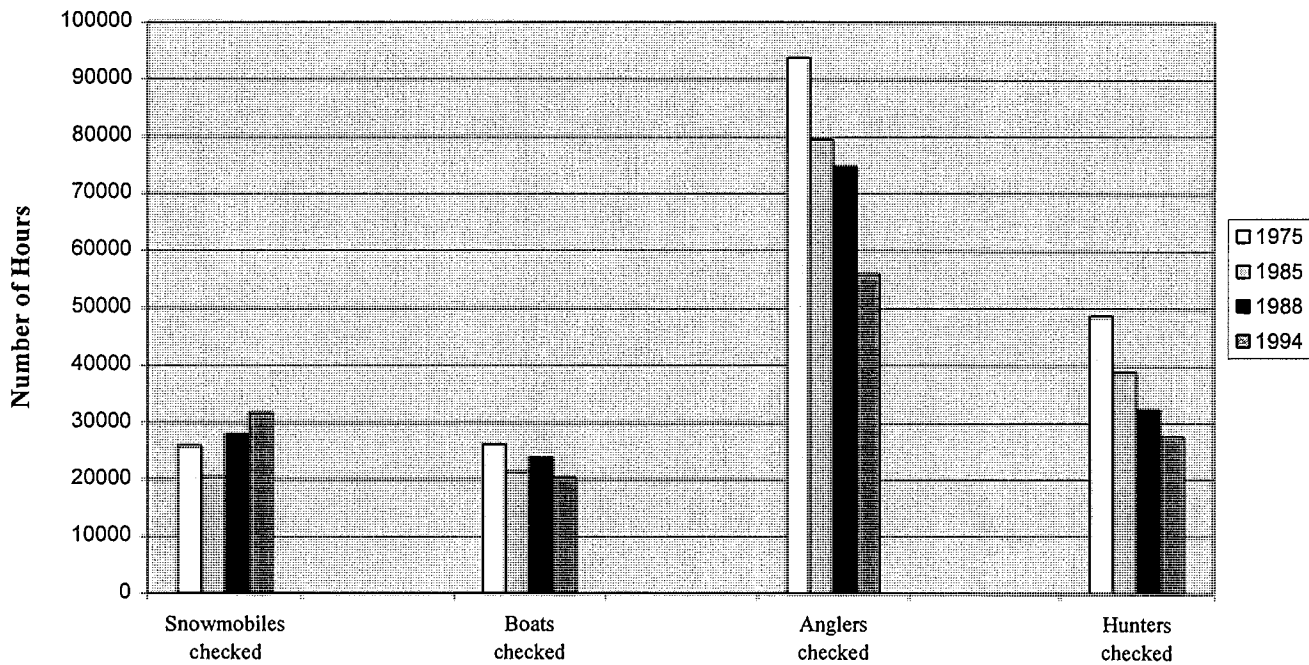
Number of Hours has Declined 24% Since 1975

Chart 12

WARDENS HOURS SPENT ON ENFORCEMENT 1975-1994

Type of Check	1975	1985	1988	1994	% change
Snowmobiles checked	25,943	20,460	27,979	31,748	22.40%
Boats checked	26,163	21,384	23,844	20,282	-22.50%
Anglers checked	93,778	79,395	74,719	55,960	-40.30%
Hunters checked	48,671	38,871	32,365	27,618	-43.30%
TOTAL HOURS	194,555	160,110	158,907	135,608	-30.30%

**Warden Enforcement Hours
1975-1994**



**Number of Enforcement hours has declined 30.3%
Since 1975.**

VII. Office of Public Information and Education: Findings and recommendations

A. Organization and initiatives

The Office of Public Information and Education consists of a director, a media coordinator, a natural science educator, a public relations representative, and a magazine editor. It also employs individuals at the Department's Visitors Center in Gray. (*Please refer to Chart 13, page 39 for the office's organizational structure.*) This office is responsible for :

- Ensuring public education regarding Department programs and objectives, and the Department's management of fisheries and wildlife resources
- Coordinating exhibits and displays
- Disseminating written materials to the public
- Operating a small film library
- Publishing the *Maine Fish and Wildlife Magazine*

The Department has undertaken the following initiatives in the area of public information and education:

- Standardizing the listing of Department phone numbers in all NYNEX directories
- Listing all key Department numbers in each NYNEX directory
- Deleting the Commissioner's phone number from the Department's letterhead
- Installing three automated phone lines at the Department headquarters in Augusta

B. Recommendations to Improve Performance: \$56,344 in value

1) The Task Force recommends that the Department establish a written external communication plan to define its mission and priorities in the area of public information and education.

Currently, the Department's public information and education efforts are unfocused and reactive. A formal external communication plan would allow the Department to commit itself to defining whether its scope should be narrow, focusing only on a particular group of individuals, or broad, focusing on a wider audience. It would also allow the Department to have a better planned strategy for disseminating information to the public.

2) The Task Force recommends the Department broaden its information focus.

The Department's main vehicle for disseminating information to the public is the *Maine Fish and Wildlife* magazine. The Task Force recommends the Department broaden its information focus to include distributing all the information and knowledge it has in the areas of fish and wildlife. Vehicles for fulfilling this recommendation could include books, other magazines, newspaper articles, CD ROM and the Internet .

3) The Task Force recommends that the Department create two customer representative positions to answer phone calls and mail inquiries.

A common complaint voiced by Department personnel to the Subcommittee on Operations was the amount of time spent responding to public inquiries and complaints, both by phone and written correspondence. Currently, a member of the public can directly contact the Commissioner and other Department managers to discuss problems. The Task Force finds that this current system of responding to complaints and questions is too time-consuming. The information flow at the Department should be from the bottom-up and not from the top-down.

The Task Force recommends that the Department create two "customer representative" positions at a costs of \$59,658 in salaries and benefits. These individuals would be trained to initially examine all phone and mail inquiries and would have the authority to resolve, respond to or refer customer matters. Under this new public information system, only those matters determined by the "customer representatives" to be beyond their authority would be referred to the Department's upper management. The Task Force estimates this approach would allow Department managers to allocate \$72,602-worth of time to their core responsibilities.

The implementation of this recommendation would require a significant investment in training. The Task Force offers two suggestions for accomplishing this:

- a) Appropriate people from the Department could visit a private company to benchmark how a customer service department is organized to handle phone calls and mail inquiries; or
- b) The Department could contract a private sector employee experienced in customer service representation as a consultant to assist in the training and implementation of the Task Force's proposed public information system.

4) The Task Force recommends that the Department increase the appeal and promotion of the *Maine Fish and Wildlife* magazine.

The Maine Fish and Wildlife magazine was first printed in 1959 and was free until 1965, at which time the circulation had reached 16,000 to 18,000. In 1965, a fee was implemented. This cut the number of subscriptions in half. At that time, there was little promotion of the magazine and a large number of complimentary copies were distributed. In 1981, the Department set aside \$4,000 to be used for promotion and the number of subscriptions sold increased to 13,350 despite a raise in the magazine's cost. Currently, the magazine has about 15,000 subscribers and a promotion budget of \$4,600. The magazine needs a circulation of 25,000 to be self-sufficient.

The Task Force finds that the magazine does serve an important public relations and educational function and should be continued. However, the Task Force offers the following recommendations to increase the magazine's distribution and revenue producing ability:

a) The Task Force finds that the Department needs to devote more attention to broadening the content of the magazine. To increase the appeal of the magazine, the Department should conduct surveys to determine what types of information and articles its readers would prefer be included in the publication. The magazine should provide information similar to that found in other sporting publications, such as stocking lists, fishing locations and hunting and fishing statistics. The state of Pennsylvania's fisheries and wildlife magazine, *The Pennsylvania Angler*, provides a good example of how the Department's fisheries and wildlife information can be integrated into its *Maine Fish and Wildlife* magazine.

b) The Task Force finds that the *Maine Fish and Wildlife* magazine should receive a wider sales distribution. This should include visitor centers and hunting and fishing retailers. The Department should also explore the possibility of outsourcing the merchandising of the magazine, as well as other publications and items, to local publishers or distributors. The Task Force estimates that a ten percent increase in subscriptions would result in \$27,000 in new revenue per fiscal year.

c) The Task Force finds that the Department should bid the production of the magazine out to publishing companies to ensure that the cost of producing the magazine in-house is competitive.

5) The Task Force recommends that the Department establish a better working relationship with other state agencies to improve public relations and merchandising opportunities.

The Department needs to improve its working relationship with other state agencies, such as the Office of Tourism and the Department of Agriculture, to increase its merchandising and revenue-raising opportunities during events such as the Springfield, Massachusetts Exposition and at various state locations, such as tourist centers. The Task

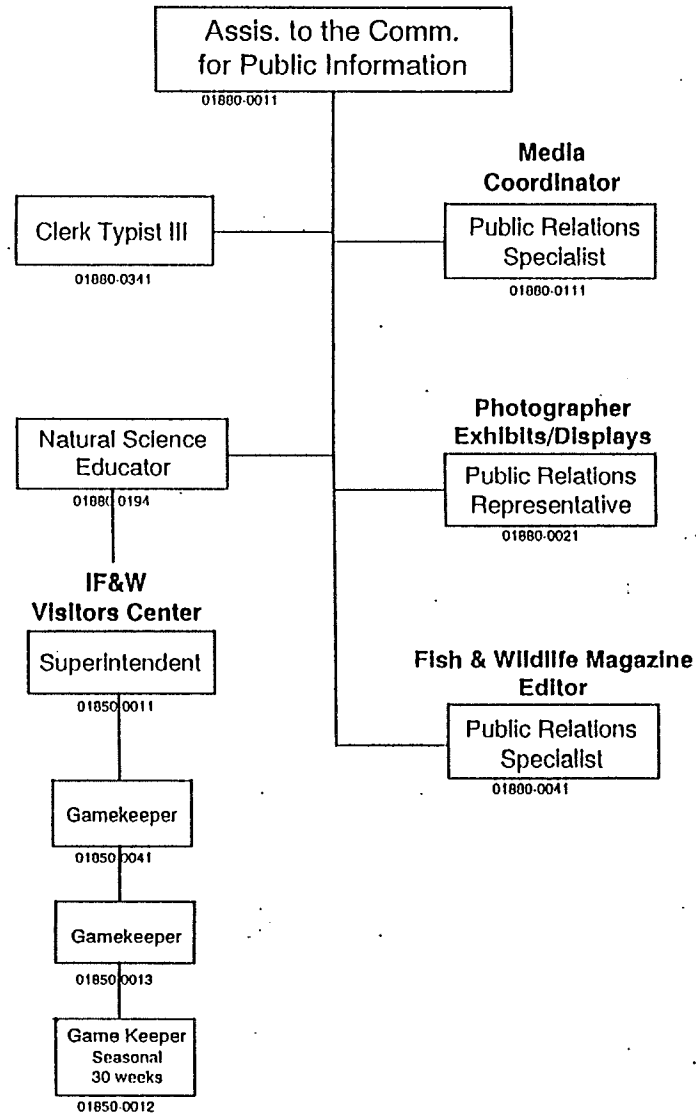
Force finds that a ten percent increase in merchandise sales (based upon FY 95 revenue figures) would generate an additional \$16,400 in revenue per fiscal year.

In addition, hunting and fishing information needs to be incorporated into tourist literature produced by the State. Hunting and fishing generate significant economic benefits for Maine and attract tourists from out of state. Tourism officials within the Department of Economic and Community Development and officials within the Department of Inland Fisheries and Wildlife must interact as equal partners when considering the composition of efforts to attract tourists.

Chart 13

OFFICE OF PUBLIC INFORMATION & EDUCATION

010-09A-0729



VIII. Wildlife management and enforcement: Findings and recommendations

1) Maine's moose herd has increased to a level where additional numbers of moose could be harvested.

Members of the Task Force agreed with assessments by Department biologists that the moose hunt could be increased without impacting the viability of Maine's moose resource. The Subcommittee on Hunting and Fishing received estimates of a statewide herd of approximately 30,000 moose. A 1994 success rate of 94 percent among those who held moose permits indicates a large moose herd. In addition, motor vehicle accident figures tracked by the Department show a steady rise between 1961 and 1994 in moose-related accidents, with approximately 660 accidents involving moose in 1994.

The Task Force recognizes that a variety of complex biological issues and sensitive political considerations exist concerning the hunting of moose in Maine. These include:

- The role of widespread clearcutting in increasing Maine's moose herd and questions over how the diminishing use of that forestry technique may impact future moose numbers
- Questions over the appearance of lung worm in some moose and whether the presence of lung worm indicates an overabundance of moose in some areas
- Questions over the size of Maine's moose herd
- Concerns about the public's response to increased hunting of an animal that is enjoyed equally by hunters and wildlife viewers
- Concerns on the part of hunting advocates that if a natural decline in the moose herd coincided with an increase in moose permits, hunters would be blamed for lowering the herd

Nonetheless, the Task Force believes the current moose herd merits a review of whether moose permits should be increased. Department biologists estimate that a ten percent annual harvest by hunters would not impact the reproductivity of Maine's moose herd. The Legislature has established by statute a ceiling of 1,500 on the number of moose permits the Department may issue annually. (See Title 12, §7463-A) The Task Force recommends that the Department and the Joint Standing Committee on Inland Fisheries and Wildlife examine the feasibility of increasing the number of moose permits issued.

2) The Task Force recommends that Maine guides be strongly encouraged to exercise their authority to report violations.

This recommendation would provide for increased enforcement of wildlife laws and regulations. Under current Maine law (12 M.R.S.A. § 7371-A), guides are required

to report to the Department violations committed by their clients, but few actually do. This recommendation would reinforce to guides the importance of reporting violations.

3) The Appropriations Committee and the full Legislature should allocate to the Department federal dollars available for the Department to perform surveys concerning Maine's fish and wildlife resources. This allocation should take place during the Second Regular Session of the 117th Legislature.

Data forms the backbone of sound resource management decisions. In past years the Department has utilized federal funds to conduct "user surveys" that derive information from people who engage in activities like ice angling, open water fishing, hunting and wildlife viewing. The federal government currently has approximately \$75,000 reserved for Maine that is earmarked for user surveys. (A state match worth \$25,000 is provided through in-kind services from the University of Maine's Department of Resource Economics and Policy, which conducts the surveys.) The user surveys are essential to the collection of important management data.

In order to receive this money, the Legislature must allocate the dollars to the Department. The proposed Part II budget bill for Fiscal Years 1996 and 1997 would have allocated the federal dollars. However, the final version of the bill that passed the Legislature excluded the allocation. (*See Appendix 4, page 63, for legislation that includes the allocation.*)

IX. Fish Hatcheries: Findings and recommendations

1) The Task Force supports raising money through a bond referendum to upgrade existing hatcheries and rearing stations. Any proposed bond referendum should be backed by a plan to educate Maine citizens about the economic and recreational benefits provided by Maine's hatchery program.

The sport of angling provides substantial economic and recreational benefits to the people of Maine. A 1990 study estimated the annual economic value of inland fishing in Maine to range between \$301 million and \$494 million.³ Much of the state's inland fishing activity occurs in local areas with economies dependent upon tourism and recreationally based activities.

Maine's state hatchery program plays a vital role in stocking state waters with quality trout and land-locked salmon. It also provides anglers with opportunities for success. The state's annual expenditures for the nine state hatcheries and rearing stations (\$2.7 million in FY 1995) generate a substantial return on that investment by creating fishing opportunities for Maine people throughout the state, while attracting out-of-state anglers to Maine.

The Task Force finds that a capital investment to upgrade Maine's state hatcheries and rearing facilities would lead to increased hatchery capacity and a corresponding boost in economic benefits to the state. It would also increase recreational opportunities for Maine people. However, the Task Force finds that before submitting a bond issue for referendum, there should be a period of public education to raise awareness in Maine of the important role played by angling in the state's economy. Public education would help lay a foundation of support for the bond.

The Task Force does not recommend bond dollars be used for expenditures related to normal hatchery maintenance. Task Force members sense that voters view maintenance as something more appropriately dealt with by the Legislature through the budgeting process. A bond issue should be limited to upgrading the state's hatcheries and rearing facilities to ensure the long-term quality of hatchery output.

An assessment of Maine's hatcheries and rearing stations:

The Subcommittee on Hunting and Fishing toured three of Maine's nine state fish facilities (the Governor Hill hatchery, the Palermo rearing facility and the Enfield hatchery). In addition, individual members toured other facilities and accompanied Department personnel on stocking runs.

³ Maine Agricultural Experiment Station, A Study of the Impact of Game and Nongame Species on Maine's Economy (University of Maine), E2

The Subcommittee found the facilities and their technology to be antiquated but functionally adequate to hatch and raise fish. (The nine facilities were constructed during the 1940s and 1950s. Only one facility, the New Gloucester hatchery, has received any substantial upgrades since construction.) The hatcheries are currently operating at capacity and in 1994 provided 1.6 million fish for stocking. The technology is labor-intensive and requires 24-hour supervision, but with the costs of the facilities and land long paid off, the facilities are able to hatch, raise and stock fish at a low cost. The hatcheries are in locations that take advantage of ample supplies of quality water and contain the water reserves necessary for expansion.

The Subcommittee found one area to require attention: continued efforts to ensure lake water entering the facilities remains free of disease. Five of the hatcheries utilize water drawn directly from lakes. These facilities are:

- Grand Lake Stream hatchery
- Enfield hatchery
- Embden rearing facility
- Palermo rearing facility
- Casco Hatchery

Although the water quality of the source lakes is excellent, a situation can arise where lake water may contain bacteria detrimental to hatching and rearing fish. Three of the state facilities that utilize lake sources first run the water by ultraviolet light. (The three facilities are: Grand Lake Stream, Enfield and Casco.) Ultraviolet light kills bacteria in water. Upgrading the Embden and Palermo facilities with ultraviolet light sources would help ensure disease-free water.

The Subcommittee found one area to be of concern for all of Maine's hatcheries and rearing stations: the inability to localize a disease were it to enter a facility. Each of Maine's nine fish facilities utilizes raceways to rear fish to stocking size. These raceways are laddered and connected. Water enters the top raceway and flows through each consecutive raceway until the water leaves the rearing facility. Each raceway contains a different age class of fish. Thus, were disease to enter a rearing facility, it could spread throughout all of the facility's fish.

Modern hatchery technology utilizes individual open tanks to raise fish. A major advantage of tanks is that any outbreak of disease is confined to a small segment of a facility's fish stock. Although the Task Force endorses continued use of the state's current rearing facilities, it recommends that any expansion of capacity utilize individual tanks.

An assessment of stocking needs:

In 1994 the Department stocked more than 700 water bodies. The 1.6 million fish stocked represented capacity production from the state's hatcheries and rearing stations. Increased capacity would enable the Department to stock additional waters and boost its efforts in

waters already stocked. New capacity would provide several benefits to the people of Maine, including the following:

- Increasing fishing opportunities for anglers and their families
- Distributing anglers over a larger number of lakes, rivers and streams, thus improving individual fishing experiences
- Boosting tourism and tourist-related economic benefits by attracting more out-of-state anglers to Maine
- Providing the Department greater flexibility by allowing it to manage certain waters for specific purposes, while still offering the general public a wide variety of open fishing opportunities

2) Privatization:

Majority report: The majority of Task Force members finds the potential exists for privatization to play a role in adding to the state's capacity to raise fish. However, the members recommend the state place a high priority on upgrading its existing hatcheries and rearing stations.

A separate task force is investigating private-public partnerships for the rearing of fish. The report of the Fish Hatchery Task Force to Investigate Establishing a Partnership between Public and Private Organizations is scheduled to report its findings by January 1, 1996.

Preliminary estimates gathered by the Department in 1995 indicate that the state's facilities provide a cost-effective source of fish for stocking. The state owes no debt on land and equipment. The economics of Maine's hatcheries result in a cost of approximately \$1 to hatch, rear and stock a fish. The Department provided an initial estimate of a private hatchery that projects the hatchery could hatch and raise a fish for \$1, but stocking costs would be additional.

It may be economical for private hatcheries to become involved in expansions of Maine's current hatchery capacity. However, the Task Force majority recommends the Department first engage private hatcheries in small-scale tests of hatching and rearing desired species before committing the state to any contractual arrangements.

In addition, the majority members find that the state must always play a role in rearing fish for public stocking, including the protection of brood stock and the monitoring and controlling of disease.

Minority report: Two Task Force members (Rep. Royce Perkins and Rep. John Underwood) recommend the state place a high priority on privatizing hatchery production. The members believe that, in the long run, private hatcheries will meet the state's stocking

needs more economically than the state's current facilities. The members agree with the majority that the state should play a continuing role in the production of fish for public stocking, including the protection of brood stock and the monitoring and controlling of disease.

X. Relations with License Holders and the General Public: Findings and recommendations

1) The Department should seek opportunities to educate license holders and the general public about the science and reasoning behind the Department's resource management policies.

Public discourse over resource management could be greatly improved if debate centered on actual Department policies and methods versus perceived or rumored policies and methods. In addition, Task Force members believe license holders and the public will be more accepting of departmental decisions if the Department makes concerted efforts to explain why policies were adopted. The Department should first focus its communications efforts on affected license holders and, second, on the general public.

Means of communicating these policies include:

- *Direct communication with license holders:* The addresses of license holders provide the Department an opportunity to communicate directly with people concerned with or affected by policies related to the harvesting of fish and wildlife resources. As the Department develops a computerized database of license holders, the Task Force recommends the Department develop methods (such as direct mail) to target its communications to people who are most likely to be affected.
- *Broad-based communications:* The Department should seek opportunities to provide regular editorial columns to newspapers, magazines and electronic media that explain Department policies. The Task Force believes the Department will find receptive outlets throughout the state for thoughtful writing that explains the science and reasoning behind Department decisions.
- *Speaking engagements:* The Department should pursue opportunities to speak at meetings of sporting clubs and organizations, civic groups and community gatherings.

2) Improve the manner in which Department personnel interact with individual license holders and the general public.

Task Force members received input from hunting and fishing license holders concerning some negative experiences when interacting with Department wardens and biologists. The experiences focused on a lack of regard for the opinions of license holders and the general public and, in particular, on narrow views by Department employees who, in the eyes of license holders, could not see situations outside the perspectives of their professional disciplines.

License holders and the public form their impressions of the Department primarily through contacts with wardens and biologists. It is imperative that these Department employees

possess the interpersonal skills to communicate laws, policies and science while generating a sense of goodwill with license holders and the public. The Task Force recognizes that certain enforcement actions occur under tense circumstances. However, a routine encounter with a Department warden or biologist should leave a person with the feeling that the person's opinions have been heard and respected.

The Department is in the process of planning for inter-personal skills training as part of its Total Quality Management program. The Task Force emphasizes that interpersonal skills is an area of high concern and it recommends the Commissioner infuse the importance of communication into all employee training, as well as hiring and promotion practices. Survey forms used by the Department to gather input from license holders or the public should include questions that gauge public perception of the performance and communications skills of wardens and biologists.

The Task Force also recommends wardens and biologists receive cross training so that people of either discipline can answer general questions from the public concerning enforcement and resource management. Cross training will lead to a better informed public, as the opportunity for interaction with the public is often limited to an initial encounter.

XI. Observations

Observations

The Task Force's examination covered a wide range of topics and Department operations. The Task Force developed many formal recommendations for improving Department operations and public hunting and fishing opportunities. In addition to these recommendations, the Task Force offers the following general observations.

- The Department and the Joint Standing Committee on Inland Fisheries and Wildlife should continue examining ways in which Department funding can be expanded. The Department's appropriated dollars are based primarily upon dollars generated by hunting and fishing revenues. However, hunting and fishing activities do not reflect the broad use and enjoyment of Maine's fish and wildlife resources by all citizens of the state.
- The Department should investigate the potential for privatizing the issuance of the Maine guide licenses.
- The Task Force encourages the Department to continue its efforts to divest itself from regulation of white water rafting.
- The Department should investigate the potential for privatizing enforcement duties in areas requiring a high level of monitoring (i.e. Saco River and other areas of concentrated use).
- The Task Force encourages the Governor and the Legislature to re-examine the centralization of workers' compensation. Under the current system, each state agency is billed a flat fee for workers' compensation costs. This practice eliminates incentives for state agencies to minimize workers' compensation claims and expenses by following the safest methods or pursuing ergonomic improvements.

Appendix 1

Law creating the Task Force to Study the Operations of the Department of
Inland Fisheries and Wildlife

Sec. 44. Task force established. The Task Force to Study the Operations of the Department of Inland Fisheries and Wildlife, referred to in this section as the "task force," is established.

1. **Membership.** The task force consists of 8 members, appointed as follows.

A. The Speaker of the House of Representatives and the President of the Senate shall jointly appoint 5 members of the Legislature who are members of the Joint Standing Committee on Inland Fisheries and Wildlife. The Speaker of the House and the President of the Senate shall appoint these members from among names recommended for appointment by a majority of the members of the Joint Standing Committee on Inland Fisheries and Wildlife.

B. The Governor shall appoint 2 public members at large.

C. The Board of Directors of the Sportsman's Alliance of Maine shall appoint one member.

2. **Appointments; meetings; chair.** All members of the task force must be appointed not later than 30 days after the effective date of this section. The Executive Director of the Legislative Council must be notified of all appointments. When all appointments have been made, the Chair of the Legislative Council shall call the first meeting of the task force not later than July 31, 1995. At its first meeting, the task force shall elect a chair from among its members. The chair of the task force shall call all subsequent meetings.

3. **Purpose.** The task force shall conduct a comprehensive review of the operations and functions of the Department of Inland Fisheries and Wildlife. The Commissioner of Inland Fisheries and Wildlife, the Commissioner of Administrative and Financial Services, the Director of the Bureau of Human Resources and all other appropriate agencies shall cooperate with requests from the task force for information or records pertaining to the operations of the department.

4. **Staffing.** The task force shall request staffing assistance from the Legislative Council.

5. **Per diem and expenses.** Appointed members of the task force are entitled to legislative per diem and reimbursement for expenses related to work of the task force. Expenses that are eligible for reimbursement include travel, meals and lodging associated with travel outside this State.

6. **Costs paid by department.** The Department of Inland Fisheries and Wildlife shall reimburse the Legislature for all per diem and expenses of the task force upon request of the Executive Director of the Legislative Council.

7. **Report.** The task force shall submit its report and any accompanying legislation to the Second Regular Session of the 117th Legislature not later than December 1, 1995.

Sec. 45. Retroactivity. That section of this Act that repeals the Maine Revised Statutes, Title 12, section 7102, subsection 3 and that section of this Act that repeals and replaces Title 12, section 7102-A, subsection 4 are retroactive to January 1, 1995.

Sec. 46. Effective date. That section of this Act that repeals the Maine Revised Statutes, Title 12, section 7377, subsection 5 takes effect January 1, 1996.

Emergency clause. In view of the emergency cited in the preamble, this Act takes effect when approved.

Effective July 3, 1995, unless otherwise indicated.

Appendix 2

Maine Department of Inland Fisheries and Wildlife:
Department budget projections showing
depletion of carrying balance

Maine Department of Inland Fisheries and Wildlife
Projection* of General Fund Carrying Balance
 (Note: Balance would be consumed during FY 2002)

	Actual FY 95	Budgeted FY 96	Budgeted FY 97	Estimated FY 98	Estimated FY 99	Estimated FY 00	Estimated FY 01
Step 1: Determine the Fiscal Year's carrying balance (CB)							
Take appropriation ¹	15,691,202	16,334,409	16,416,886	16,909,392	16,909,392	17,416,673	17,416,673
Subtract expenditures ¹	14,425,085	15,837,743	15,916,886	16,409,392	16,409,392	16,916,673	16,916,673
Result = balance	1,266,117	496,666	500,000	500,000	500,000	500,000	500,000
Step 2: Add previous year's carrying balance (CB)							
Take balance from Step 1	1,266,117	496,666	500,000	500,000	500,000	500,000	500,000
Add previous year's CB	3,205,874	3,970,893	3,490,653	3,235,452	2,865,745	2,413,038	1,363,050
Result = CB (before adjustments)	4,471,991	4,467,559	3,990,653	3,735,452	3,365,745	2,913,038	1,863,050
Step 3: Determine adjustments to carrying balance (CB)							
1) a. Determine the carrying balance's (CB) contribution to the Department's appropriation; ²							
Take appropriation	15,691,202	16,334,409	16,416,886	16,909,392	16,909,392	17,416,673	17,416,673
Subtract estimated revenues	14,874,977	15,574,169	15,866,685	15,866,685	15,866,685	15,866,685	15,866,685
Result = CB Contribution	275,436 ³	760,240	550,201	1,042,707	1,042,707	1,549,988	1,549,988
b. Adjust Step 2 carrying balance (CB) by the contribution amount							
Take CB from Step 2	4,471,991	4,467,559	3,990,653	3,735,452	3,365,745	2,913,038	1,863,050
Subtract CB contribution	-275,436	-760,240	-550,201	-1,042,707	-1,042,707	-1,549,988	-1,549,988
Result = adjusted CB	4,196,555	3,707,319	3,440,452	2,692,745	2,323,038	1,363,050	313,062

	<u>Actual</u> <u>FY 95</u>	<u>Budgeted</u> <u>FY 96</u>	<u>Budgeted</u> <u>FY 97</u>	<u>Estimated</u> <u>FY 98</u>	<u>Estimated</u> <u>FY 99</u>	<u>Estimated</u> <u>FY 00</u>	<u>Estimated</u> <u>FY 01</u>
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2) a. Determine the difference between actual revenue and estimated revenue ⁴

Take estimated revenue	14,874,977	15,574,169	15,866,685	15,866,685	15,866,685	15,866,685	15,866,685
Subtract actual revenue ⁵	14,466,278	15,177,503	15,486,685	15,866,685	15,866,685	15,866,685	15,866,685
Result = revenue difference	408,699	396,666	380,000	0	0	0	0

b. Adjust the carrying balance from Step 3-1-b by the revenue difference

Take adjusted CB from Step 3-1-b	4,196,555	3,707,319	3,440,452	2,692,745	2,323,038	1,363,050	313,062
Subtract revenue difference	408,699	396,666	380,000	0	0	0	0
Result = adjusted CB	3,787,856	3,310,653	3,060,452	2,692,745	2,323,038	1,363,050	0

3) Add interest due IFW from CB account ⁶

Take adjusted CB from step C-2-b	3,787,856	3,310,653	3,060,452	2,692,745	2,323,038	1,363,050	0
Add interest due	183,037	180,000	175,000	173,000	90,000	0	0
Result = Final CB	3,970,893	3,490,653	3,235,452	2,865,745	2,413,038	1,363,050	313,062

⁴ Projections assume current staffing and program levels.

¹ Numbers for FY 1998 and 1999 are 3% greater than FY 1997; numbers for FY 2000 and 2001 are 3% greater than FY 1999.

² The Maine Constitution requires the department receive from the General Fund an amount at least equal to the revenues it collects for the fund. The Legislature has chosen to limit the department's General Fund contribution to this amount. However, the dollars needed by the department from the General Fund exceed the amount guaranteed by the Maine Constitution. These additional dollars are drawn from the department's carrying balance. The amount needed from the carrying balance is equal to the total appropriation minus the estimated revenues the department utilized when formulating its budget.

³ The CB contribution for FY 1995 is less than the actual result of the calculation because of one-time charges to the General Fund that reduce the carrying balance's contribution.

⁴ Because the Legislature has chosen to limit the department's General Fund dollars to an amount equal to constitutional requirement, (see footnote 2), the department must account for any difference between actual revenues and estimated revenues. If actual revenues are less than the estimated revenues, the department must pay the difference to the General Fund from its carrying balance. If actual revenues are greater than the estimated revenues, the General Fund must pay the department the difference.

⁵ The anticipated actual revenue for FY 1996 and 1997 is lower than the estimated revenue because of license fee increases the department believes will temporarily lower license sales. Estimated and actual revenues are predicted to equalize during FY 1998.

⁶ The department's carrying balance earns interest.

Source: Department of Inland Fisheries and Wildlife
Prepared by Office of Policy and Legal Analysis

Appendix 3

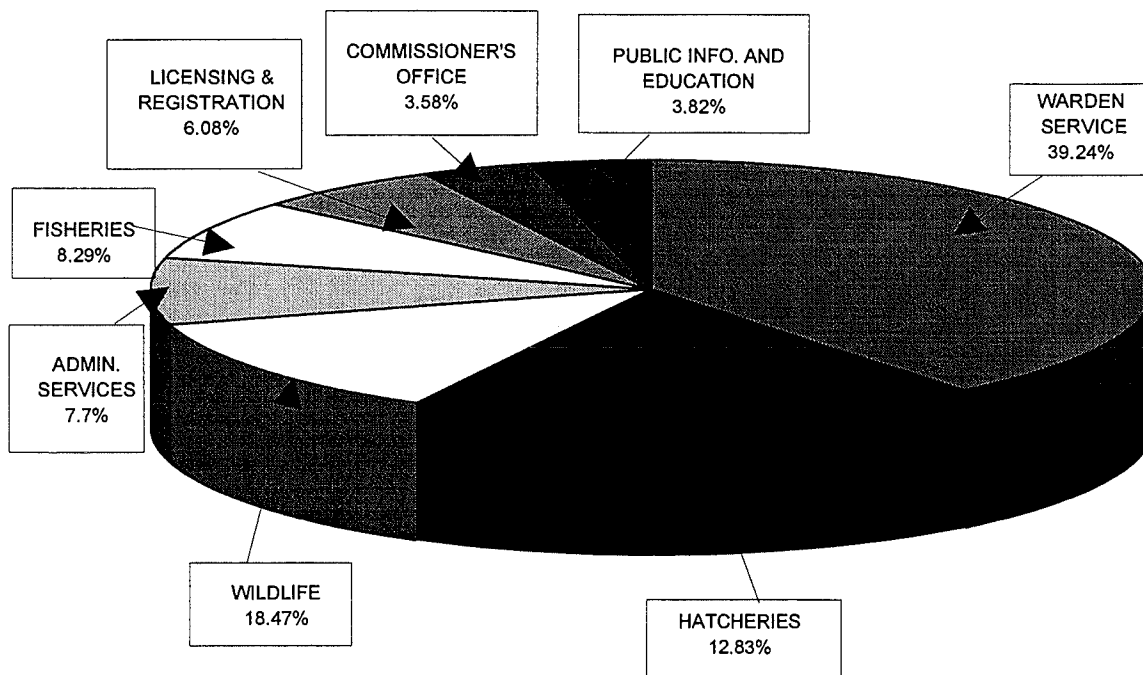
Program expenditures of the Department of Inland Fisheries and Wildlife

Maine Department of Inland Fisheries and Wildlife

Total FY 95 Program Expenditures

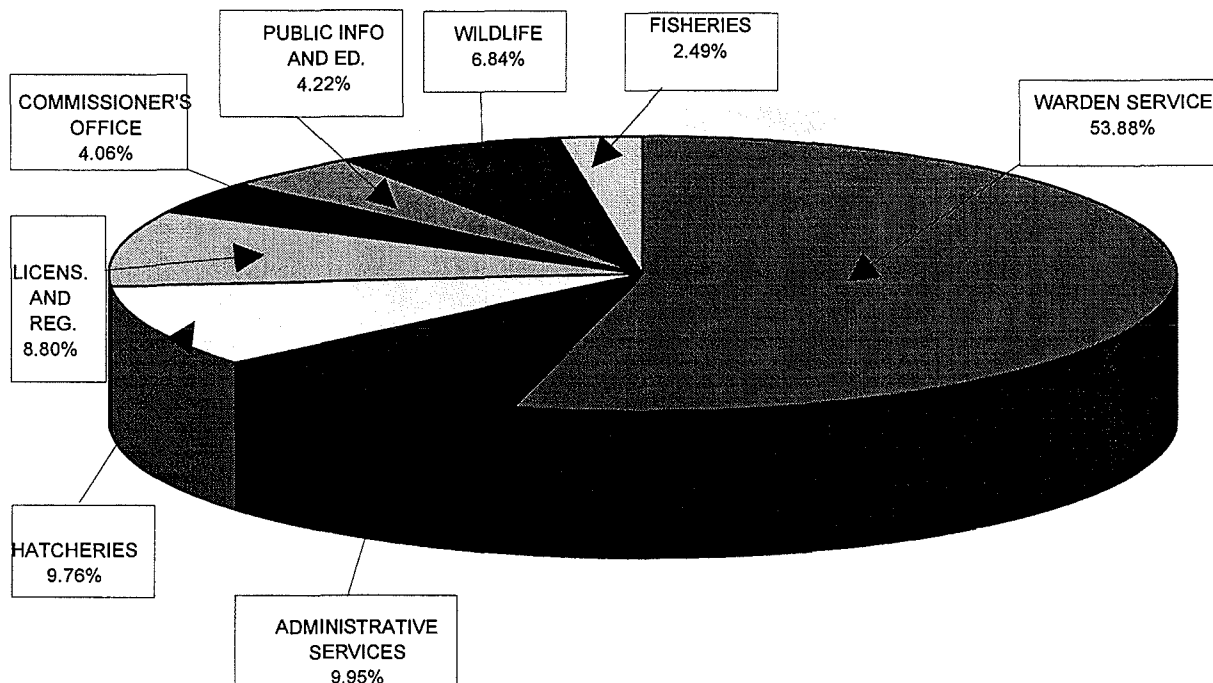
All Funds

Program	FY 95 Expenditure	% of Total
WARDEN SERVICE	\$8,189,312	39.24%
WILDLIFE	\$3,854,433	18.47%
HATCHERIES	\$2,677,679	12.83%
FISHERIES	\$1,729,915	8.29%
ADMINISTRATIVE SERVICES	\$1,607,691	7.70%
LICENSING & REGISTRATION	\$1,268,062	6.08%
COMMISSIONER'S OFFICE	\$748,065	3.58%
PUBLIC INFO. AND EDUCATION	\$796,944	3.82%
TOTAL 95 EXPENDITURES	\$20,872,101	100.00%



Maine Department of Inland Fisheries and Wildlife FY 95 Program Expenditures of Revenues Generated by Licences, Permit Fees, Fines, Etc.¹

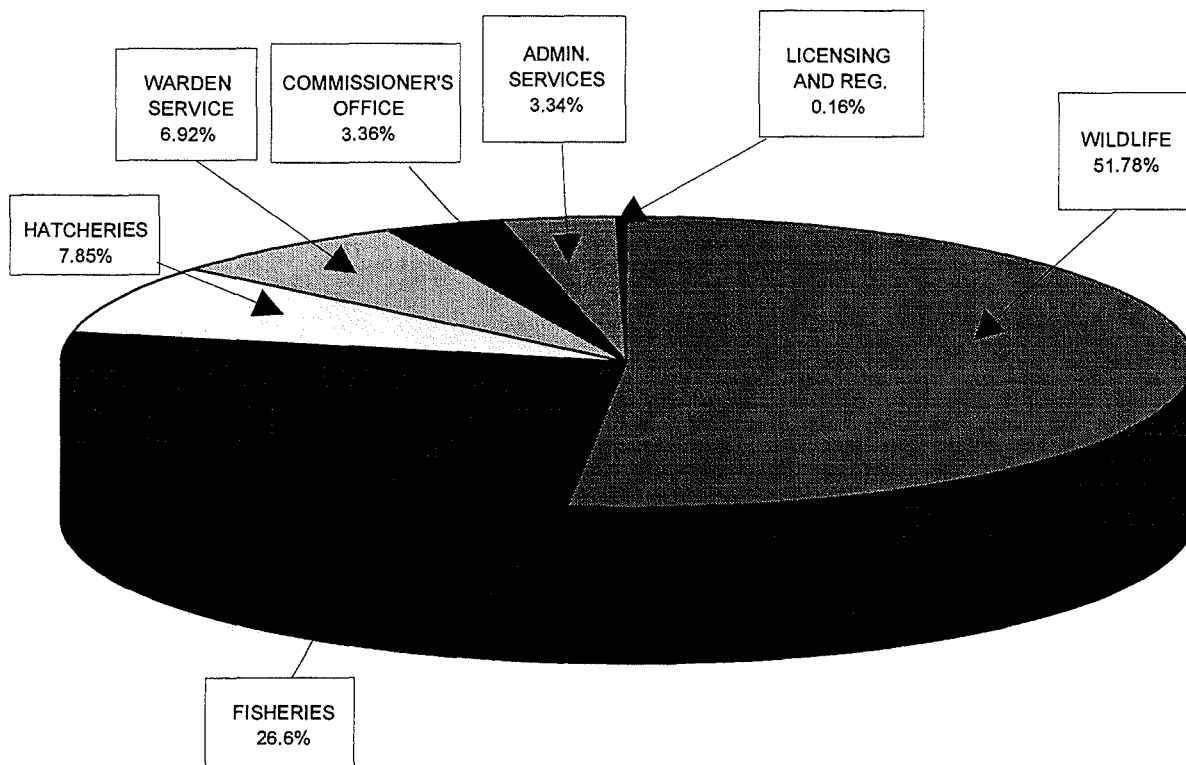
PROGRAM	FY95 EXPENDITURE	% of TOTAL
WARDEN SERVICE	\$7,711,017	53.88%
ADMINISTRATIVE SERVICES	\$1,423,564	9.95%
HATCHERIES	\$1,396,493	9.76%
LICENSING AND REG.	\$1,259,886	8.80%
COMMISSIONER'S OFFICE	\$581,363	4.06%
PUBLIC INFO AND ED.	\$604,474	4.22%
WILDLIFE	\$978,144	6.84%
FISHERIES	\$355,815	2.49%
TOTAL	\$14,310,756	100.00%



¹ The Maine Constitution requires the Department be appropriated from the General Fund an amount at least equal to the money deposited in the General Fund from licenses, fees, fines and other revenues associated with the Department.

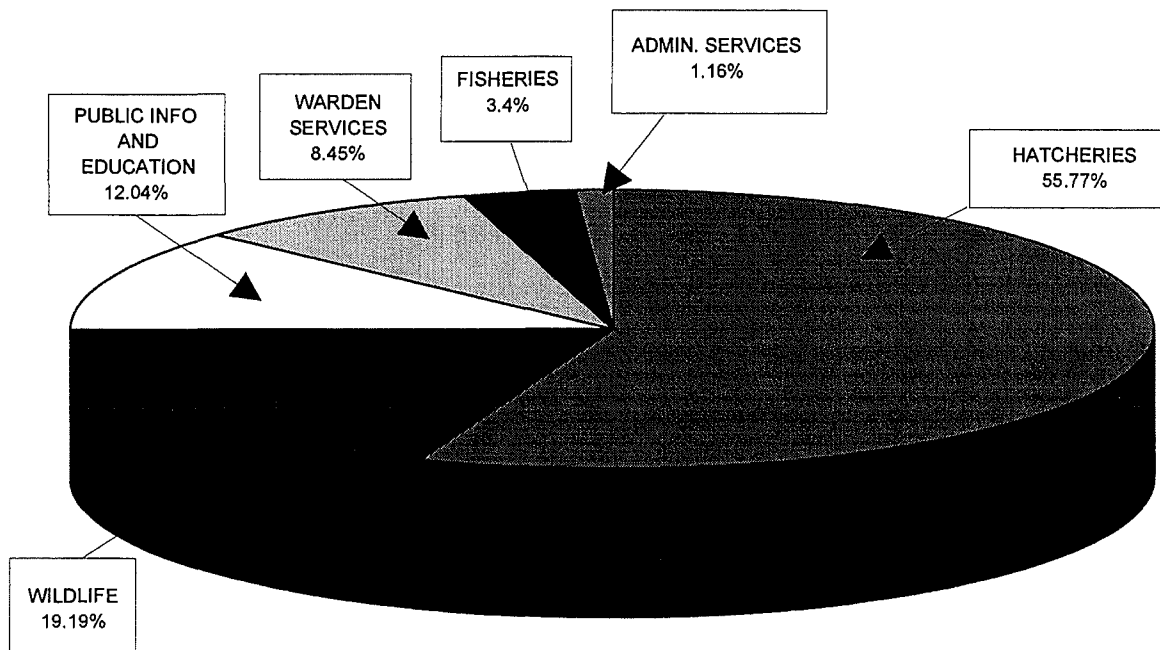
Maine Department of Inland Fisheries and Wildlife Federal Funds: FY 95 Program Expenditures

PROGRAM	FY95 EXPENDITURE	% of Total
WILDLIFE	\$2,569,388	51.78%
FISHERIES	\$1,319,741	26.60%
HATCHERIES	\$389,333	7.85%
WARDEN SERVICE	\$343,160	6.92%
COMMISSIONER'S OFFICE	\$166,702	3.36%
ADMIN. SERVICES	\$165,611	3.34%
LICENSING AND REG.	\$8,176	0.16%
TOTAL FEDERAL EXPEND.	\$4,962,111	100%



Maine Department of Inland Fisheries and Wildlife Special Revenue Funds¹: FY 95 Program Expenditures

PROGRAM	FY95 EXPENDITURE	% of Total
HATCHERIES	\$891,853	55.77%
WILDLIFE	\$306,901	19.19%
PUBLIC INFO AND EDUCATION	\$192,470	12.04%
WARDEN SERVICES	\$135,135	8.45%
FISHERIES	\$54,360	3.40%
ADMIN. SERVICES	\$18,516	1.16%
TOTAL SPECIAL REV.¹ EXPEND.	\$1,599,235	100.00%



¹ Special Revenue Funds consist of revenues that are collected for use by the Department for specific purposes.

Appendix 4

Proposed legislation

Drafted by: dsl
Date: 12/15/95
Doc. # WPPGEA8531

Title: An Act to Implement the Recommendations of the Task Force to Study the Operations of the Department of Inland Fisheries and Wildlife

Emergency preamble. Whereas, Acts of the Legislature do not become effective until 90 days after adjournment unless enacted as emergencies; and

Whereas, These improvements in the operations of the Department of Inland Fisheries and Wildlife must take effect on July 1, 1996; and

Whereas, in the judgment of the Legislature, these facts create an emergency within the meaning of the Constitution of Maine and require the following legislation as immediately necessary for the preservation of the public peace, health and safety; now, therefore,

Be it enacted by the People of the State of Maine as follows:

Sec. 1. 12 M.R.S.A §7793, sub-§1 is amended to read:

1. Register watercraft. The commissioner shall annually register watercraft and issue certificates, licenses and permits as provided in this subchapter.

Sec. 2. 12 M.R.S.A. § 7794, sub-§4 is amended to read:

4. Fees. The fees for each original or renewal certificate of number with 2 validation stickers are as follows:

A. All watercraft requiring or requesting certificate of number prior to July 1, 1996..... \$ 4

A-1. All watercraft requiring or requesting certificate of number on and after July 1, 1996.....\$12

B. Duplicate certificate of number \$ 1

C. Duplicate validation sticker (per set)..\$1

D. Certificate of number issued with transfer of ownership authorized in subsection 7 \$ 2

Sec. 3. 12 M.R.S.A. § 7794, sub-§9 is amended to read:

9. Expiration. Every certificate of number awarded under this subchapter prior to July 1, 1996 continues in force until the last day of the 12th month after the month of issuance, ~~except that a.~~ Every certificate of number awarded under this subchapter on and after July 1, 1996 continues in force until December 31st of the 2nd calendar year after the year of issuance. A dealer's certificate of number ~~shall expire~~ expires at midnight on December 31st of the calendar year for which the certificate was issued.

Sec. 4. 36 M.R.S.A. § 1503, sub-§8 is amended to read:

8. Registration period. For any boat registration issued prior to July 1, 1996, "registration "Registration period" means that period commencing upon the issuance of a certificate of number pursuant to Title 12, section 7794 and continuing until the last day of the 12th month after the month of issuance. For any boat registration issued on and after July 1, 1996, "registration period" means that period commencing upon the issuance of a certificate of number pursuant to Title 12, section 7794 and continuing until December 31st of the 2nd calendar year after the year of issuance.

Sec. 5. 36 M.R.S.A. § 1503, sub-§9 is amended to read:

9. Taxable year "Taxable year" for purposes of section 1504, subsection 5, means from January 1st to December 31st for watercraft subject to the excise tax, ~~but not required to be registered under Title 12, section 7794. For watercraft required to be registered under Title 12, section 7794,~~ "taxable year" means the 12-month period of registration.

Sec. 6. Task Force meeting. The chair of the Task Force to Study the Operations of the Department of Inland Fisheries and Wildlife shall call a meeting of that Task Force on any day between June 1, 1996 and June 30, 1996 to review the progress of the Department of Inland Fisheries and Wildlife in implementing the recommendations of the Task Force. Members of the Task Force who attend that meeting are entitled to per diem and reimbursement of expenses in accordance with the provisions of section 44 of the Public Laws of 1995, chapter 455.

Sec. 7. Appropriation. The following funds are appropriated from the General Fund to carry out the purposes of this Act.

1996-97

**INLAND FISHERIES AND WILDLIFE,
DEPARTMENT OF**

Public Information and Education -
Inland Fisheries and Wildlife

Positions - Legislative Count	(1.0)
Personal Services	\$36,902
All Other	5,000

Provides for the appropriation of funds for one Public Relations Representative position to coordinate the volunteer services program.

**DEPARTMENT OF INLAND FISHERIES
AND WILDLIFE**

TOTAL	<u>\$41,902</u>
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Sec. 8. Allocation. The following funds are allocated from the Federal Expenditure Fund to carry out the purposes of this Act.

1996-97

**INLAND FISHERIES AND WILDLIFE,
DEPARTMENT OF**

Office of the Commissioner -
Inland Fisheries and Wildlife

All Other	\$150,000
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Provides for the allocation of funds for conducting surveys of hunters, anglers and nonconsumptive wildlife users.

**DEPARTMENT OF INLAND FISHERIES
AND WILDLIFE**

TOTAL	<u>\$150,000</u>
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Emergency clause. In view of the emergency cited in the preamble, this Act takes effect when approved.

STATEMENT OF FACT

This bill includes the legislative recommendations of the Task Force to Study the Operations of the Department of Inland Fisheries and Wildlife. The Task Force was created by section 44 of Public Laws of 1995, chapter 455.

The bill changes the period of boat registration from one year to three years for registrations and re-registrations issued on and after July 1, 1996. Registration issued prior to July 1, 1996 remain valid for one year. On July 1, 1996, the boat registration fee is increased from \$4 to \$12 to reflect the increased term of the registration.

The bill also requires the Task Force to meet on any day between June 1, 1996 and June 30, 1996 to review the progress of the Department of Inland Fisheries and Wildlife in implementing the Task Force's recommendations.

The bill creates a position within the department for a full-time coordinator of volunteers.

The bill also provides an allocation for the use of federal funds to conduct surveys of hunters, fishermen and non-consumptive users of Maine's fish and wildlife resources.

Appendix 5

Task Force's letter to the Governor concerning the Department's participation in the Central Motor Pool and centralized telecommunications

Task Force to Study the Operations of the Department of Inland Fisheries and Wildlife

Members:

Rep. Catharine Damren, Chair
Rep. Paul F. Jacques
Rep. Royce Perkins
Rep. Jon M. Rosebush
Rep. Robert L. Tufts
Rep. John H. Underwood
William H. Nichols, Jr.
Louis V. Zambello

Staff:

John Kelley and Darlene Shores Lynch
Maine State Legislature
Office of Policy and Legal Analysis

December 20, 1995

TO: Honorable Angus S. King, Jr.
Governor

FROM: Representative Catharine Damren, Chair, Task Force to Study the Operations of the Department of Inland Fisheries and Wildlife *C.D.*

SUBJ: IFW Task Force recommendations concerning Central Motor Pool and centralization of telecommunications services

Dear Governor King:

In the course of our recent work, The Task Force to Study the Operations of the Department of Inland Fisheries and Wildlife found the Department could realize savings if it were exempted from participating in the Central Motor Pool and in the state centralized telecommunications service. In light of these findings, we would like to encourage you to examine the state's use of centralization in these areas. Our work indicates the state could realize substantial savings by accepting competitive bids from public and private providers for vehicle and telecommunications services.

For example, the Department's participation in the Central Motor Pool has greatly increased vehicle cost for the Department. Until 1992, when the centralization process was implemented, the Department purchased and leased vehicles. In 1992 its annual vehicle expenses were approximately \$300,000. For FY 1996, the Department is projecting to spend over \$865,000 in the Central Motor Pool, or an annual cost of more than \$6,600 per vehicle. The Task Force found this cost to be excessive. The Department could lease vehicles from the private sector and utilize employee owned vehicles at much lower costs. Annual savings to the Department would total approximately \$200,000.

The Department currently spends more than \$185,000 annually for telecommunications services. Under the existing system, the State provides the Department with telecommunication services and charges an additional 22 percent markup to cover its expenses. This puts a heavy strain upon the budget of a small agency like the Department of Inland Fisheries and Wildlife. The Task Force found the Department would save up to 50 percent of its annual telecommunications expenditures (\$92,500) if it could accept competing bids from private and public service providers. The state could play a more appropriate role in setting common design standards for state government technology applications.

The Task Force would also like to note that in the course of our work we found the Department to be lacking in staff relative to the wide-ranging statutory responsibilities it must meet. While we understand that increases in Department staff are unlikely in the immediate future, we find it important to acknowledge this imbalance between staffing and responsibilities when examining the Department.

The Task Force appreciates your consideration of these findings and observations.

