



The Department of Fish and Game
The 1990's and Beyond

A VISION FOR THE FUTURE

*The Department of Fish and Game
Its Mission, Values, and Goals
To Meet the Challenge of the Future*



State of California
The Resources Agency
Department of Fish and Game
January 28, 1993

The Department of Fish and Game
Administrative Report No. 93-1
1993

OUR VISION

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

... acts to anticipate the future.

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

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

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

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

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

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

The Department of Fish and Game

The 1990's and Beyond

A VISION FOR THE FUTURE

State of California
Pete Wilson, Governor

The Resources Agency
Douglas P. Wheeler, Secretary

The Department of Fish and Game
Boyd Gibbons, Director

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THE DEPARTMENT OF FISH AND GAME

THE 1990's AND BEYOND

A VISION FOR THE FUTURE

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DIRECTOR'S FOREWORD

A state rich in wildlife is a state rich indeed. Yet as ecologically diverse as California is, its population growth and demands on habitat continue to challenge the ingenuity of this Department in finding ways to protect wildlife.

In response to this challenge, the Department took a fresh look at the direction and management of its people and programs. Our Vision for the Future is but a first step in determining where we are going, deciding how we will get there, and measuring how well we do. Our continuing process of planning, acting, and measuring results will demand participation from all our constituents throughout California, from the public sector and the private sector.

This vision embraces our traditional mission related to hunting and fishing--for which many Californians, myself included, have a deep and abiding passion--within the broader values of wildlife conservation. We are committed to fulfilling this mission by providing the highest quality of service.

The challenge now is to change in ways that make us a better team and enlist all Californians in a stewardship of wildlife that enriches all our lives.

Boyd Gibbons, Director
January 28, 1993

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EXECUTIVE SUMMARY

In October 1990, an Organization Committee composed of nine managers within the Department of Fish and Game began the process of developing and articulating the future direction of the Department.

Major Conclusion

The major conclusion of the Organization Committee is:

The Department needs a more effective system for anticipating and responding to change and carrying out its mission.

The Committee's consensus was that the Department has been reacting instead of acting. The Department lacked an effective and systematic method of anticipating change or for reworking programs and budgets as priorities change.

Major Recommendation

To remedy this, the Committee recommends:

The Department adopt a comprehensive, formal planning system to include both strategic (long-range) planning and operational (short-range) planning.

A strategic planning process will allow the Department to look to the future, anticipate needs, and plan for meeting those needs. An operational planning process will allow employees to participate in setting work plans, and will allow management to determine if plans are being met. Both strategic and operational planning are essentially priority setting and communication devices. A comprehensive planning system will allow the Department to match resources to planned programs, and to set the priorities that determine what gets done and what does not get done.

First Steps

As first steps toward realizing this commitment to change, the Organization Committee proposes a Vision Statement, a Mission

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Statement, and a set of Department Values. These are the cornerstones upon which the Department of the 1990's will be built.

VISION STATEMENT

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

... acts to anticipate the future. In order to be effective stewards of the state's diverse wildlife resources, we must put in place a system to set priorities, manage conflict, and deal with change.

... approaches management of our wildlife resources on an ecosystem basis. Intrinsic and ecological values of these resources are of primary importance, but healthy resource populations to meet human needs are also necessary.

... bases its resource management decisions on sound biological information and a clear understanding of the desires of the public. We must ensure that allocation of these resources is supported by sound information, research, and publicly supported policies and processes.

... is based on teamwork and on open and honest internal communication. Only in this kind of working environment can we have mutual respect, understanding, and a sense of pulling together to meet established goals.

... empowers its employees to make the most of the "how" decisions. Goals and objectives will state the "what," but our employees are in the best position to determine "how" best to do their jobs. The Department is responsible for providing the support necessary to get the job done, and the individual employee is responsible to perform it in the most professional manner possible.

... is committed to extensive external communication and education programs. Public awareness of the environment begins with preschool children; we must reach these children now and throughout their formal education. We must also be a more responsive source of information on fish, wildlife, and plants to the general public. Finally, we must improve our communications with our historical constituencies and with those individuals or groups that are less likely to embrace traditional resource values.

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VISION STATEMENT (Continued)

... creates and promotes partnerships; coalitions of agencies, groups, or individuals; and any other collaborative efforts to meet needs and manage wildlife resources. As our vision of the Department does not require a major increase in the size of our workforce, we must work hand in hand with other organizations and individuals who are willing to share the load.

MISSION STATEMENT

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

DEPARTMENT VALUES

The Department of Fish and Game believes that:

Wildlife resources are vital to human existence, and are an essential element and provide an index to the quality of life and the health of our environment.

We hold the state's living natural resources in trust for the public, will always treat the public with courtesy and respect, and will perform the public's business in an honest and forthright manner.

We should develop interdisciplinary teams to deal effectively with the intricate inter-relationships of wildlife resources.

Careful planning allows the Department to deal with basic problems rather than symptoms, so that program needs shape the Department's budget priorities, and not vice-versa.

To ensure appropriate use of employees and funds in understanding and setting priorities, we must work closely with the public, both individuals and organizations.

New programs should be adequately funded from appropriate sources.

To assure credibility at all levels and maintain internal harmony and mutual respect, we should strive for the consistent application of policies and procedures.

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DEPARTMENT VALUES (Continued)

To manage wildlife we have to know what shape they are in, and this requires using the best research for making decisions.

All resource management decisions should be based on sound biological information. While other considerations affect decisions, they should be secondary to the needs of the resource.

As our mission can be accomplished only with the acceptance and support of the public and our employees, we must be prepared to explain all sides of an issue.

Our dedicated and experienced employees are our number one asset. They need the necessary authority, tools, and support to do their jobs effectively. This involves adequate training, equipment, and budgets.

We must recruit the most qualified employees and foster professionalism at all levels.

The happiness and satisfaction of all employees depends on how well management listens to and involves them in making decisions and solving problems.

Our employees have limits. They should have reasonable workloads and deadlines.

We make sounder decisions on behalf of wildlife by fostering an atmosphere of excellence in our work, even though this may result in fewer things getting done.

All personnel must be open to change and be willing to try new ideas.

Being creative means taking risks and learning from our mistakes.

We will be more effective if information flows freely, team work is encouraged, and outstanding work is recognized and rewarded.

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The Planning Process

The Organization Committee felt very strongly that any organizational changes should come only after a thorough review and affirmation of the Vision, Mission, and Values, and after the planning process had outlined what the Department would be doing in the 1990's and beyond.

Two teams, the Strategic Planning Team and the Vision Implementation Team have begun the planning process.

The Strategic Planning Team

Building upon the Vision Statement, Mission Statement, and Department Values, the Strategic Planning Team drafted Departmental Issues and Strategies, a major component of the Strategic Plan. It identifies the issues facing the Department in the next decade and the strategies which the Department can use to resolve those issues.

Vision Implementation Team

The Vision Implementation Team published a report which outlines the support services which will be needed by the Department over the next decade to make the Vision Statement a reality.

Other Conclusions and Recommendations

The Vision Document makes recommendations for action in seven subject areas.

I. COMPREHENSIVE MANAGEMENT SYSTEM

Major Recommendation

The Department should implement a comprehensive management system to develop strategic and operational planning so that the Department can anticipate the needs of wildlife resources and those who enjoy them.

II. FUNDING

Major Recommendation

Establish a task force to examine all spending priorities, funding alternatives, and needs as related to strategic

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plans for the Department. Although progress has already been made in this endeavor, it must be formalized and pursued.

III. INTERNAL COMMUNICATION

Major Recommendation

The Department conduct an audit of internal communication that examines problems and recommends solutions. Communication processes to be examined should include verbal problems as well as written ones; and those involving chain of command, newsletters, etc.

IV. EXTERNAL COMMUNICATION

Major Recommendation

The Department should develop a communication plan. This may require an audit by a qualified consultant. We need to identify public support groups and assess problems and appropriate solutions for more effectively communicating with a wide range of public groups. This may necessitate re-organizing the Department's public affairs/conservation education staff.

V. STEWARDSHIP

Major Recommendations

1. With continuing public participation, develop and implement plans for threatened and endangered species, and land and aquatic management plans. These plans should be developed on a drainage or ecosystem basis wherever possible. Establish statewide priorities on each, so that management actions can be carried out efficiently and effectively. An interdisciplinary team approach should be used in developing the plans and setting action priorities.
2. Based on priorities, develop a plan and continue an aggressive land and water management and acquisition policy to protect the state's important wildlife resources.
3. Establish and appropriately fund a comprehensive program of resource assessment based upon statewide priorities.

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4. Expand coordination and cooperation with the public (particularly volunteer groups) and federal and state agencies. The job of wildlife stewardship cannot be accomplished alone, and many individuals, organizations, and agencies are willing to cooperate with landowners who have valuable resources on their property.

VI. TRAINING

Major Recommendations

1. Implement the Field Training Biologist (FTB) Program. The FTB Program is patterned after the highly successful Field Training Officer (FTO) Program. Planning and design are completed and the program only awaits implementation.
2. Make a concerted effort to train future supervisory and managerial candidates. Too often, functional supervisors and managers simply learn on the job, rather than being trained with specific skills as they climb the organizational ladder. The core and priority training program already in place should be expanded to emphasize developing supervisory and managerial skills, especially communication skills. The responsive management training program, (for example) could be available to more employees.
3. Improve cross functional awareness. Keeping in mind existing funding constraints, this can be accomplished in two ways. First, cross functional training sessions which have been extremely useful should be given a higher priority. A second way is through Training and Development assignments. While difficult to implement widely throughout the Department because of moving expenses, it could be implemented intra-regionally or at headquarters at very little cost.
4. Revitalize the Department's training committee, which has been inactive since the implementation of the core and priority training program. The committee membership is still in place and could implement other recommendations.

VII. ORGANIZATIONAL CRITERIA

Major Recommendations

The Department's organizational structure should be based on the following criteria:

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1. A clear definition of the role, responsibility, and function of each element of the organization.
2. The ability to develop and consistently implement strategic and operational planning at all levels of the organization. This means providing personnel with the necessary support and time to finish their work.
3. Clear and consistently applied policies with employees at all levels held accountable to goals, budgets, and operational plans.
4. The use of self-directed and interdisciplinary teams which more equitably allocate the workload; make decisions at the lowest practical organizational level.
5. Insist that all elements of the Department talk to one another and our various constituencies.
6. The staff should be kept informed in an environment of openness, teamwork, creativity, and innovation.
7. Eliminating duplication of effort; improving efficiency; adjusting the allocation of funding and staff; linking operational plans to strategic plans.

NINE CHAPTERS

This report contains nine chapters. The first six chapters explain where the Department is today and how it got there.

The seventh chapter, Our Vision, conveys a picture of where the Department should be by the end of the 1990's.

The eighth chapter, Issues, Conclusions and Recommendations, discusses items which the Department can act immediately upon to streamline operations and achieve the Department's Vision and Values.

The last chapter, The Process Begins, describes how the Department will carry out its vision of the future.

A VISION FOR THE FUTURE

INTRODUCTION

The California Department of Fish and Game has launched a major review of its mission. This review examines the constituencies it serves and what it needs to accomplish its responsibilities.

Broad mandates assigned the Department, the level of its current funding and California's rapid social and economic changes make this review necessary.

This is the first of a series of planned documents on the Department's vision for the management and protection of fish, wildlife, and plants into the 21st Century.

The Organization Committee

In October 1990, an Organization Committee was formed to examine the Department's organizational structure. Consisting of 14 upper level managers, the committee was directed to draft a report envisioning the Department's role in California's future.

A 12 member advisory committee of Department employees was also formed to provide ideas and suggestions to the Organization Committee. Names and titles of the Organization Committee and Advisory Committee are found in Appendices A and B.

Framework for the Future

The Organization Committee concluded that the Department must be structured to its mission, values and goals. However, before a comprehensive organizational structure could be recommended, the Department needed to write a mission statement reflective of its values and goals.

The Organization Committee also recognized the need to seek employee participation and comment as the Department's vision was being developed.

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Methodology

The Organization Committee met 11 times in October through December, 1990. The committee secured a consultant to act as a meeting facilitator to make the most of limited time. In early December the Advisory Committee heard these ideas and suggestions, which were discussed with the Committee during a joint meeting the following day. Various members of the Organization Committee encouraged suggestions from employees not on the Advisory Committee. A draft document was completed on January 9, 1991.

Despite the urgency to proceed with the planning process, the Organization Committee decided first to hear the Department's employees reaction to a draft Vision Document and their suggestions to make it better. Therefore, more than 40 employee meetings were held between February and April, 1991, at which at least one member of the Organization Committee attended.

Written comments were solicited from Department employees and interested individuals and groups. Drafts of the document were discussed at meetings of the Department's Management Team and their comments are also reflected in the final version.

The Organization Committee put all comments in categories and spent considerable time analyzing and discussing them. In one form or another, the most pertinent comments were incorporated into the final Vision Document. This included the Mission Statement, which was reviewed by a large number of interested parties. The comments of Department employees were remarkably similar to those of groups outside the Department.

Consensus

Although consensus is never easy, the Organization Committee and Advisory Committee built consensus into all meetings and discussions so that nothing was included in the draft document without support from all members. If there was disagreement, the item was discussed and modified until a consensus was reached. The conclusions and recommendations are more than just a majority viewpoint. They are powerful statements that all the members of the Organization Committee, representing diverse programs and opinions, are united in their basic vision for the Department's future.

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The Department's Director and Management Team have adopted this Vision Document, and it is now, by consensus, the vision for the entire Department.

The Document

The body of this report contains nine chapters.

The first six chapters explain where the Department is today and how it got there.

The seventh chapter, Our Vision, conveys a picture of where the Department would like to be by the end of the 1990's.

The eighth chapter, Issues, Conclusions, and Recommendations contains a discussion of items on which the Department can act immediately to streamline operations and make more effective the Department's Vision and Values.

The last chapter, The Process Begins, describes the process set in motion to achieve its vision of the future.

Definitions

Some of the words and phrases used in this report have special meanings.

Wildlife - Whenever this word is used alone in a general sense, it is meant to include all plants and animals, aquatic and terrestrial.

Conservation - The wise use of wildlife resources.

Enhancement - Actions which increase (although occasionally a decrease is desirable) the numbers of a species or change habitat to encourage such an increase.

Preservation - The maintenance of existing conditions in the wild to ensure wildlife survival in perpetuity.

Recreational Use - All the lawful ways in which the people enjoy wildlife resources.

Commercial Use - The lawful taking of wildlife resources for a profit, such as commercial fishing, trapping, etc.

The Department's Mission, Historical

In 1879, Commissioners for Fisheries of the State of California took the first step toward protection of wildlife by compelling owners of dams to permit free passage of fish to their spawning beds. That action was followed in 1895 by the first regulations requiring protection of game.

From that small start, California has developed a sophisticated system for the cultivation, protection, and enhancement of the state's fish, wildlife, and plants.

In 1966, the Department issued a fish and wildlife plan, which laid out the Department's general duties as follows:

1. To maintain and enhance the fish and wildlife of the state and the habitat upon which they depend.
2. To achieve and encourage the optimum beneficial uses of these fish and wildlife resources, recognizing recreational, commercial, scientific, and educational uses.
3. To recognize that fish and wildlife have great value, some of which is not measured in economic terms.
4. To give priority to recreational uses where a species or species-group under state jurisdiction is incapable of supporting both the reasonable requirements of the sport fishery and the existing or potential commercial harvest. Where the optimum sustainable harvest of a species or species-group is insufficient to support both the recreational and commercial demands, first priority should be given to satisfying the reasonable and legitimate demands of the recreational fishery; the commercial fishery should be encouraged to use any harvestable surplus remaining after the recreational demand is satisfied.
5. To encourage the growth of local commercial fisheries, consistent with other uses and resources to foster the full use of unused living resources, and to encourage the development of distant water and overseas fishery enterprises.

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6. To manage, on the basis of adequate scientific information, the fisheries under the state's jurisdiction, and to participate in the management of other fisheries in which California fishermen are engaged, to maximize the sustained harvest and promote economic efficiency.

Formal Mission Statement, 1982,

It wasn't until 1982, however, that the Department in the Director's Report to the Fish and Game Commission first clearly stated its mission.

"Broadly speaking the mission of the Department of Fish and Game is to ensure that fish and wildlife are preserved to be used and enjoyed by the people of the State, now and in the future."

The Department's Mission, 1988

This was followed in 1988 by a more expansive mission statement:

"The mission of the Department of Fish and Game is to ensure that fish and wildlife are preserved for use and enjoyment by the people of this State, now and in the future. This requires the maintenance of all species of fish and wildlife for their ecological value as well as their benefits to the public. Species maintenance is an integral part of fish and wildlife conservation and is essential to providing human environmental necessities."

The Department of Fish and Game Operations
Manual, Sec. 100, 1988

Although this Mission Statement is found in the Department Operations Manual, it is little known within or outside the Department, and is seldom referred to in official documents, plans, or decisions.

A mission statement should look to the future. It should be distinctive, yet broad; inspirational, yet realistic. It should help shape decisions; define how the organization should do its job; and be memorable.

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Legislative Mandates

The foundation for the Department's mission statement is contained in policies articulated by the Legislature over the years 1968 to 1981.

Statute Year	Chapter Title	Fish & Game Code Sections
1968	Fish & Game Management	1580, 1584

The Legislature declared that it is state policy to protect threatened or endangered native plants, wildlife, or aquatic organisms or specialized habitat types, both terrestrial and aquatic, for future use of mankind by establishing ecological reserves. These areas are to be preserved in a natural condition for the benefit of the general public to observe native flora and fauna and for scientific study.

1970 Conservation of Aquatic Resources 1700

It is a state policy to encourage the conservation, maintenance, and utilization of the living resources of the ocean and other waters for the benefit of all the state's citizens and to promote the development of local and distant-water fisheries based in California. Six objectives are delineated for carrying out this policy.

1974 Native Species Conservation and Enhancement 1755

It is state policy to maintain sufficient populations of all species of wildlife and native plants and the habitat necessary to ensure their continued existence at optimum levels so that the state's citizens may beneficially use and enjoy them, and that this will be done for the intrinsic and ecological values of said wildlife and plants as well as for any direct benefits they provide. Aesthetic, educational and nonappropriative uses are to be provided for as well.

1974 Conservation of Wildlife Resources 1801

It is the policy of the state to encourage the conservation and maintenance of birds, mammals and reptiles (wildlife) with all the objectives described in Section 1755. In addition, it is a policy objective to maintain diversified recreational uses of wildlife, including sport hunting, and recognize that wildlife is a renewable resource that can

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provide for economic contributions which can accrue through regulated management. Economic losses or health or safety problems created by wildlife shall be alleviated consistent with the objectives of Section 1755. This policy does not provide any power to regulate resources except as specifically provided by the Legislature.

1976 Fish & Wildlife Protection and Conservation 1600

The Legislature declares that fish and wildlife resources protection and conservation are of the utmost public interest. This is so because they are the property of the people, and provide a major contribution to the state's economy and a significant part of the people's food supply.

1977 Native Plant Protection 1900

The Legislature intends to preserve, protect and enhance endangered or rare native plants of this state and finds that many are endangered because their habitats are threatened with destruction, drastic modification or severe curtailment. This section does not authorize regulation of agricultural practices and limits the Department to salvaging plants, in specific time periods, on areas where known land use changes will occur.

1981 Significant Natural Areas 1930, 1931, 1932

The Legislature found that areas in the state containing diverse ecological characteristics are vital to the health and well being of natural resources and of its citizens. Further, that many habitats and ecosystems constituting the state's natural diversity are in danger of being lost and that there is little incentive for landowners to maintain such areas and efforts to preserve them are fragmented. The Department shall record where significant natural areas are, share that information, and seek to maintain and perpetuate them in the most feasible manner.

The Department's Goals

While an organization's mission statement should not necessarily change each decade, much less each year, its goals should interpret that mission in one to three-year blocks. In order to be effective, a goal should (1) identify administrative or programmatic emphasis for a specific time and (2) express the results desired.

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In January 1988, the Department's management gathered to plan for the future. This effort resulted in the formulation of five strategic goals. THE
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GOAL I. Begin addressing fish and wildlife habitat needs for now and the future, especially key habitat threatened by California's population growth.

GOAL II. Increase the awareness among our external and internal publics of the Department's responsibilities and importance of fish and wildlife to the state while identifying and educating our specific constituencies. Wil
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GOAL III. Continue the development of a stable funding base to help ensure adequate resources are available for the enhancement and protection of all fish and wildlife. Hab
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GOAL IV. Develop an aggressive training program to ensure that Department personnel are prepared to address the challenges of the future. Hab
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GOAL V. Ensure that Department programs in areas of personnel, recruitment and retention reflect societal changes and meet state equal employment opportunity targets. Cal
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CHAPTER 2 IMPACTS ON WILDLIFE AND THEIR HABITATS

"...a land ethic changes the role of homo sapiens from conqueror of the land community to plain member and citizen of it. It implies respect for his fellow members, and also respect for the community as such."

Aldo Leopold, 1949

Wildlife today is most threatened by the loss or degradation of habitat.

Habitat is the environmental setting in which an animal or plant lives, grows, and reproduces. Healthy habitat is vital for the survival of wildlife populations.

Habitat loss and modification have caused many species of plants and animals in California to be listed as threatened or endangered. At least 15 percent (15,400,000 acres) of California's lands and wet areas have been modified to the extent that few values remain for wildlife.

California will continue to be intensively developed. A desirable climate, an increasing human population, advanced technology, and a healthy economy will combine to generate greater demands to modify California's lands and waters. These changes may adversely affect wildlife and their habitat.

Natural conditions such as ocean currents, drought, flooding, lightning-caused fire, strong winds, predation and diseases also affect fish and wildlife resources. Some events are to the advantage of one species while to the disadvantage of another.

The following are most responsible for affecting wildlife and its habitat.

Agriculture

Much of the broad expanses of marshlands, riparian forests and grasslands which characterized many of California's valleys and flood plains have been converted to agriculture or other uses. This has reduced both the natural diversity and amount of wildlife.

Some traditional agricultural practices reduced or degraded habitat and wildlife. Modern attitudes and practices now encourage land use principles that accommodate the needs of the farmer, habitat, and wildlife.

Development

Historically, the areas which supported the greatest diversity and abundance of wildlife resources were the first to be settled. While urban developments today occupy less than five per cent of the state's land area, their impact on wildlife resources is proportionately much greater. Most wildlife species are displaced by development, although some, including songbirds, migrate into and adapt to urban conditions.

The movement of large numbers of people into rural areas is expected to have a significant future impact on wildlife. Six of the 14 Sierra foothill counties are among the top 10 growth counties in the state.

Timber Management and Harvest

The demand for forest products has accelerated logging on California's 16 million acres of timberland. Practices that speed establishment of a new stand, accelerate tree growth, and shorten the rotation period, may improve timber production but reduce the diversity of plant species, and, thus, wildlife habitat.

Logging roads and site preparation, if not done properly, cause soil erosion and siltation of fish habitat.

Replacing the natural mixed forest with single species timber farms reduces diversity and the value of the land as wildlife habitat.

If considerations for wildlife are made an active part of logging plans, habitat can be protected and in some circumstances even improved for wildlife.

Water Development and Management

The construction of dams and the diversion of water to other areas has had an immense impact on wildlife. Reservoirs behind dams destroy the natural habitat for some species but may provide better habitat for other species. Dams have largely eliminated downstream seasonal wetlands and the seasonal flooding that replenishes gravel spawning beds. Estuaries also suffer from salt water intrusion.

By pumping water out of the South Delta, the state and federal water projects have altered the hydraulics of the estuary and

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Contributed to the decline of many estuarine dependent species. Water diverted from the north to the Central Valley and Southern California has made possible large scale development and agriculture in arid country, but at a cost to wildlife, especially anadromous fish cut off from their spawning grounds and dependent on flows in the rivers. In many areas desert habitat and wildlife have largely been replaced by irrigation and "urban wildlife".

Water conservation practices, such as rip-rapping, necessitated by greater demand for a limited supply and increasing prices for water, reduce wildlife values by eliminating wetland habitat.

Water development, however, can improve conditions for wildlife. Reservoir releases that increase the naturally low summer and fall stream flows can increase habitat for trout and other fishes, and cause riparian vegetation to flourish. And there has been a tenfold increase in the amount of lake/reservoir habitat in California.

Flood Control

Unfortunately, flood control often brings development to land, and thus habitat, that has been floodproofed.

Dams and realigned streams destroy riparian habitat as do canals and levees which must be cleared periodically of vegetation.

Acid Rain

Aquatic life, especially the smallest plants and animals, is the environment most vulnerable to acid rain and the first to show damage. When the bottom of the food chain disappears, the rest of the food chain slowly starves.

Until recently, California had no acid rain problem because of the coast and its air quality standards. However, California Air Resources Board studies in Northern and Southern California found rainfall from 10 to 500 times more acidic than unpolluted rain. Lakes in the Sierra Nevada are particularly vulnerable to acid rain. Several Sierra lakes show a slight but steady increase in acidity over the past 25 years.

Mining

Surface mining at least temporarily strips the area of wildlife habitat and may permanently eliminate native plants. Placer

mining, particularly, requires a large amount of water and can send silts and contaminants into the stream.

Well designed mitigation plans for sand and gravel operations can offset some of the negative impacts on streambed configuration and gravel recruitment and can create additional wetland wildlife habitat.

Introduced Species

The introduction of foreign plants and animals to California has been a blessing and a curse. More than 1,000 species of plants have been brought into California in the past 200 years. Many of these out-compete native plants for space and nutrients.

Exotic fish species have seriously depleted many native fish species. However, we wouldn't have striped bass and shad fishing had they not been imported here.

Collisions

Automobiles and trains kill a variety of wildlife in California. Losses increase as country roads gradually grow into freeways. Between 15,000 and 20,000 deer are estimated to be killed annually by automobiles. Fences, power lines, and canals can also significantly affect wildlife.

Toxicants and Contaminants

California applies huge volumes of chemicals to the land, many of them potentially hazardous to fish and wildlife if not applied properly.

Oil and other hazardous materials, pollution, particularly spills into the water, usually kill wildlife.

Altered Competition

Removing one species can permit a competitive species to dominate. For example, removal of only largemouth black bass from a lake also containing bluegill often allows the bluegill to overpopulate, eventually reducing the bass reproduction. Reducing coyote numbers can allow bobcats to increase. Conversely the termination of coyote control and resultant increase in coyotes has depressed bobcat numbers.

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Disease

Fish, birds and mammals are susceptible to a variety of diseases. Some diseases are controllable if discovered early and properly managed. Severe disease outbreaks have been responsible for losses of hundreds of thousands of waterfowl. When stressed by poor environmental conditions, many mammals, such as deer and bighorn sheep, are particularly susceptible to deadly diseases. Wild animals may contract some diseases from domestic animals. Fish diseases in private aquaculture facilities or government hatcheries can result in severe losses.

Natural Catastrophes

Most natural catastrophes such as wildfires, floods, droughts and high surf are detrimental to wildlife and habitat; some are beneficial. Fires in old growth timber are harmful to wildlife species found there, but advantageous to species favoring the new growth that follows a fire. Wildfires in large stands of decadent brush usually improves wildlife habitat as the brush regenerates and provides food and cover.

Prolonged surf dislodges various nearshore invertebrates either directly by wave force or from rolling boulders that disrupt the substrate. In 1983, following prolonged high surf, abalone and sea urchins were reported to "litter the beaches" between Westport Landing and Elk, Mendocino County.

Poaching

Hunting and fishing regulations are established to allow a controlled take of wildlife and yet maintain self-sustaining populations. The illegal take of wildlife is a serious threat to some species, particularly those threatened or endangered. Commercial poaching usually shrinks the animal population in any given area. Poaching of some species, such as abalone and bear, can be very lucrative, but very expensive to police.

Recreational and Commercial use

Sound management of recreational and commercial fishing, and hunting can minimize consequences to fish and wildlife, and in many cases, improve populations by balancing their size where habitat is limiting. User fees help the Department to maintain and improve wildlife populations and their habitats.

CHAPTER 3 FACTORS AFFECTING THE USE OF WILDLIFE

Population

California's population has just passed the 30 million mark--nearly double the population in 1960.

The greatest absolute growth has occurred in the metropolitan areas of the state, where people are increasingly separated from the natural environment. But the highest rates of growth are in prime wildlife habitat: the Sierra foothills.

Cultural Differences

The composition of California's population is changing as well. By the year 2000, the state's population is expected to be 36 million and at least 50 percent ethnic minorities. Because much of this growth is through immigration, the Department will have to better educate the public on the values of fish and wildlife and the importance of hunting and fishing regulations.

Aging

California's population is also growing older. The implications of this trend are varied--hunters tend to drop out of the sport as they enter their 40's, but anglers continue fishing well into retirement.

Family Structure

Families today tend to be scattered and few now live on farms, ranches, and rural areas where hunting and fishing is the norm. Children now have less experience with wildlife and may think differently toward such issues. Counterbalancing this trend, for nearly 20 years, all California school children have been exposed to mandatory environmental education and these students advance into adulthood with a different awareness of the natural world than their parents.

Leisure

Today there may be less leisure time, and certainly more demands on it: computers, television, tennis, jogging and the whole range of health related activities. When those who used to fish were asked why they dropped out, nearly 60 percent said they lacked the time. The second most common reason was that good fishing places were too far from home.

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Even if there were more leisure time available, many citizens can't afford recreation. Many quit hunting and fishing because of the cost, particularly travel. Although people do complain about the rising price of fishing and hunting licenses, a study of "dropout" hunters found no correlation between rate of dropout and increases in license fees.

Lowered Expectations

Many hunters and anglers are frustrated by a diminished experience in the field or on the water, and simply lower their expectation of success. Most bag limits are lower than they used to be, the "good" places to hunt or fish are "too crowded," and private lands are increasingly posted.

There are numerous examples of crowding: congested boat launch ramps, elbow-to-elbow anglers in the tail-waters below dams, shooting over other people's decoys at public waterfowl areas. Boaters, water skiers, and white-water rafting can interfere with fishing; sport vs. commercial fishing can conflict on the ocean; and off-highway vehicles don't make for happy hikers or bird watchers.

Changes in Attitudes

The environmental movement of the 70's and 80's continues to flourish as a significant constituency of the Department. Although most who hunt and fish care deeply about the environment, and many environmentalists hunt and fish, a reflection of shifting attitudes is evident in the growing participation in nature walks, wildlife photography, bird watching, etc.

Environmental awareness has been accompanied by a major movement to set aside more public lands for outdoor recreation. Chiefly through the Wildlife Conservation Board, the State over many years, has acquired valuable wildlife habitat. An urban fishing program in the Department is just beginning and has the potential to become popular. The Department's interpretive services at ecological reserves, wildlife areas, and at fish hatcheries has expanded public appreciation of wildlife. And while regulatory programs to protect habitat can produce friction, many ranchers and farmers have cooperated with the Department to improve habitat on their lands in exchange for the benefits of hunting.

THE DEPARTMENT OF FISH AND GAME -- THE 1990's and BEYOND

The public demand for seafood has resulted in significant commercial pressure on coastal fish stocks. Regulation of these fisheries is costly to the Department and can sometimes lead to commercial and recreational competition for the same fish populations.

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CHAPTER 4 CONSTITUENTS, THE TRADITIONAL AND THE NEW

The General Public as Constituent

Wildlife of this state are the property of all the people, consequently the general public is this Department's ultimate constituency. In everything we do, we benefit the public at large. When we protect a wetland, we increase ducks for the hunter, bring shorebirds to the bird watcher, expand the "sponge" to absorb floods, and satisfy everyone who loves the beauty of marshes.

Traditional Constituents

Hunters, anglers, and the commercial seafood industry, including private aquaculture, have been the Department's historical constituencies and they continue to play a major role in the Department's activities today. They have supported the Department financially through the purchase of hunting and fishing licenses, fish landing taxes, the donation of funds, and volunteer programs.

Through the support of hunters and anglers, the Department has been able to protect and manage large areas of land which provide habitat for nongame as well as game species.

Emerging Constituents

In recent years, changing public attitudes and a changing population have created new and growing constituencies. Foremost among these constituencies are individuals and groups that promote natural area conservation and who enjoy activities such as nature photography, birding, whale watching, and animal rehabilitation.

Another growing constituency, commonly referred to as stakeholders, are those whose actions could in some way impact wildlife or its habitat.

Some of these new constituencies are recognized in AB 3158 (Chapter 1706, Statutes of 1990) which expanded the Department's definition of wildlife resource "user."

Constituents and Funding

Historically the principal support for the Department budget came from the sale of hunting and fishing licenses and fish landing

THE DEPARTMENT OF FISH AND GAME -- THE 1990's and BEYOND

taxes. In recent years, the Department has received additional funds through environmental license plates, the State Tax Check-Off Program, the Wildlands Program, and several acts of the Legislature related to salmon and steelhead habitat restoration.

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Nontraditional fund sources have been developed on an ad hoc basis, frequently in response to a crisis or emergency situation, and not as a result of a long-range plan based on the Department's stated program goals.

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As human development has pushed aside wildlife, the Department has seen the emphasis of its workload shift away from direct support for hunting and fishing toward activities aimed at habitat protection.

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This change in emphasis has caused traditional constituencies to express concern that their interests are not being addressed proportionate to the financial support they are providing.

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Advisory Committees

Funding support is not the only way constituencies influence Department activities. Advisory committees, which are growing in number and provide a sounding board for ideas and future Department directions, can exert considerable influence. However, they have not been used systematically to fulfill the Department's mission and program goals.

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Constituents and funding are inseparable. Hunters and anglers who contribute to the Department budget rightfully expect to get something for their money and they tend to resent "their" money being spent to benefit other groups.

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Groups which do not contribute directly to the Department's budget, but who are affected by the Department's activities, frequently find themselves at odds with the Department's budgeted priorities.

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THE DEPARTMENT OF FISH AND GAME -- THE 1990's and BEYOND

CHAPTER 5 A HISTORY OF THE DEPARTMENT

In The Beginning.....

The genesis of the Department of Fish and Game began in 1851 when the Legislature enacted a law concerning the right to take oysters and legislation on aquatic property rights.

Statutes outlawing water pollution and providing for upstream passage of fish were first codified in the Penal Code in the late 1800's.

The Board of Fish Commissioners

Wildlife management in California began formally in 1870 when the Legislature established a Board of Fish Commissioners "to provide for the restoration and preservation" of fish in the state's waters. This was the nation's first wildlife conservation agency predating even the U.S. Commission of Fish and Fisheries.

In that same year, a state "hatching house" was established at the University of California Berkeley, and a fish ladder was built on a tributary of the Truckee River near Lake Tahoe.

The First Game Law

The first game law, enacted in 1852, for only 12 counties, protected certain species of animals, quail and waterfowl for six months of the year. The game laws were extended to the entire state in 1854. In 1861, nine years before the Board of Fish Commissioners, closed seasons for trout were established and fishing fees were first collected.

The First Wardens

In 1871, two wardens were appointed to patrol San Francisco Bay and the Lake Tahoe area. In 1878, the Fish Commission's authority was expanded to include game animals. The Commission established a Bureau of Patrol and Law Enforcement in 1883, and in 1885 it published the first compilation of California fish and game laws.

Licenses

Administration of fish and game laws was strengthened and expanded as the century ended. The first hunting licenses were issued in 1907, and money from license sales and fines deposited

THE DEPARTMENT OF FISH AND GAME -- THE 1990's and BEYOND

in a new Fish and Game Preservation Fund established by the Legislature.

The Fish and Game Commission

The name of the Board of Fish Commissioners was changed to the Fish and Game Commission in 1909, reflecting more accurately the scope of its responsibilities.

Today's complex fish and game administration dates from the early 1900's, when the Commission was given additional responsibilities. Legislative appropriations for fish and game administration were ended, and Commission activities funded by revenue from license sales and fines.

The Division of Fish and Game

In 1927, the Governor established within the Department of Natural Resources, a Division of Fish and Game to be administered by the Fish and Game Commission. A separate Fish and Game Code was enacted in 1933, replacing certain portions of the State Penal Code.

A constitutional amendment in 1940 provided for six-year staggered terms for the commissioners, with their appointments subject to Senate confirmation.

In 1945, the Pacific Marine Fisheries Compact was enacted. It provided for the formation of the Pacific Marine Fisheries Commission, involving west coast states, for the better use and management of marine shell and anadromous fish. Also that year, a constitutional amendment delegated responsibility to the Fish and Game Commission for enacting state fishing and hunting regulations.

The Wildlife Conservation Board

The Wildlife Conservation Board was established in 1947 to administer the capital acquisition and development program for conservation and recreational uses of wildlife resources.

The Department of Fish and Game

The Reorganization Act of 1951 elevated the Division of Fish and Game to Department status.

In 1952, the Department of Fish and Game's organizational

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structure was revamped, creating a line-and-staff system with five regional offices (Redding, Sacramento, San Francisco, Fresno and Los Angeles), and elevating the bureaus of Game Conservation, Inland Fisheries, Patrol and Marine Research to full branches of the Department. In 1953, Department headquarters was moved from San Francisco to Sacramento.

In 1958, a new federal law increased the scope and importance of the Department's water project activities. The Fish and Wildlife Coordination Act required full consideration of wildlife resources and coordination of federal project planning with state agencies. In 1959, the Department established the Water Projects Branch to handle impacts of water quality and land and water development on wildlife resources.

In 1961, the Department of Fish and Game became a component of the new state Resources Agency of California. The Delta Fish and Wildlife Study was established to gather data to ensure protection of wildlife in the Sacramento-San Joaquin Delta. That same year, the Davis-Dolwig Act declared that the preservation and enhancement of wildlife resources were purposes of the State Water Project and further provided for the Department's participation in the planning of the project's fish, wildlife and recreation facilities.

Statewide Master Plan

In 1966, the California Fish and Wildlife Plan, two years in the making, was completed on schedule. This was the nation's first statewide master plan for wildlife. This three volume document provided direction for the Department for the next five years and provided a basis for subsequent planning efforts.

Nongame Programs

In 1968 California and Arizona became the first state wildlife agencies to establish nongame wildlife programs.

Environmental Programs

The year 1970 marked the 100th anniversary of wildlife conservation in California. The Legislature enacted the California Endangered Species Act to protect wildlife whose survival is in jeopardy, with the Department to report biennially to the Governor and Legislature on the status of these animals.

The California Environmental Quality Act (CEQA), was also enacted

in 1970, which added further to the Department's responsibilities, requiring it to provide detailed analysis of thousands of environmental documents and to prepare extensive environmental impact reports on Department projects and programs. The Water Projects Branch was retitled the Environmental Services Branch and given additional responsibilities in environmental monitoring of both land and water projects.

Federal Laws

Changes in the state's management authority occurred in 1972 with the passage of the Federal Marine Mammals Protection Act. Under this law, the Federal Government assumed management authority for all marine mammals. A similar reduction in authority occurred in 1976, when passage of the Fisheries Management and Conservation Act established federal jurisdiction over management of fisheries resources from 3 to 200 miles offshore.

Several Federal laws have made substantial funding available to states: the Dingell-Johnson Act and its Wallop-Breaux amendment now called the Sportfish Restoration Act; the Pittman-Robertson Act; the Anadromous Fisheries Act; and the Bartlett Act-Aid to Commercial Fisheries.

Advisory Committees

A Citizens Nongame Advisory Committee was appointed in 1975 to define objectives for the Department's nongame programs, to review and recommend projects, and to suggest means of financing programs. Other advisory committees were subsequently created by the Department or through legislation.

Forest Practices

Amendments to the Forest Practices Rules in 1975 gave the Department, for the first time, a meaningful role in reviewing proposed timber harvesting operations on private lands.

Nongame Funding

In 1978 the Legislature provided for funding of nongame wildlife programs through the General Fund and sources other than the Fish and Game Preservation Fund - and established a funding advisory committee.

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The Significant Natural Areas Program was established by the Legislature in 1979 to protect the state's most significant natural areas. The Native Species Conservation and Enhancement Act requires maintaining and supporting all species of native wildlife and their habitats, and provides for general public funds to protect nongame species.

Habitat Acquisition and Enhancement

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The Fish and Wildlife Enhancement Act of 1984 provided the financial means to correct severe deficiencies in wildlife habitat through a program of acquisition, enhancement, and development of habitat most in need of conservation. Fifty-five million dollars were appropriated for use by the Wildlife Conservation Board to carry out the provisions of this act. Over the years bond acts have provided funding for habitat acquisition or enhancement.

Aquaculture

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An aquaculture development section was established by the Legislature in 1987 to assist private commercial hatcheries in the cultivation and production of freshwater and marine fish for commercial programs.

Natural Heritage

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The Natural Heritage Division was established in 1989. Incorporated into the Division is the Significant Natural Areas Program, the Endangered Plant Program, the Natural Diversity Data Base, the Department's Lands Program, the Wildlands Program and coordination of the Department's threatened, endangered and nongame species programs.

Oil Spill Prevention and Response

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In 1990, the Legislature created the Oil Spill Prevention and Response Unit in the Department. The Oil Spill Prevention and Response Unit is funded by the oil industry. The primary objectives of this program are to prevent and respond to oil spills affecting California's marine waters.

CHAPTER 6 THE DEPARTMENT TODAY, 1991

The Department of Fish and Game is a large and complex government agency, little resembling the Board of Fish Commissioners of 120 years ago.

The Department's responsibilities today have been expanded from traditional fish and game management to include such diverse areas as oil spill controls, endangered species of both plants and animals, marine resources, management of ecological reserves, and trustee agency for the environmental review process.

In spite of this expansion, however, the Department continues to support recreational and commercial hunting and fishing.

Department Resources

The most important resource of the Department is its expert and dedicated employees. The Department currently has approximately 1,800 permanent and temporary employees. Many are scattered over the state, working out of their homes, while others are concentrated in offices or laboratories. There are 10 major offices, 20 hatcheries, 3 laboratories, 14 staffed and 64 unstaffed wildlife areas and 67 ecological reserves.

The Department owns and/or manages more than 520,000 acres of land, much of it critical wildlife habitat. The Department has 7 airplanes, 10 ocean going vessels, and a statewide radio communication system. The Department has the greatest storehouse of knowledge of wildlife resources in California.

Department Organization

The Director of the Department is appointed by the Governor. The Department has a basic line - staff organization.

Fish and Game Commission

The Fish and Game Commission is appointed by the Governor. The Commission has important policy and regulatory responsibilities but is not directly involved in the operation of the Department.

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Fish and Game Programs

The Department has nine major functions.

BAY DELTA PROJECT--Evaluates impacts of the Central Valley Project and State Water Project on wildlife and develops appropriate mitigation measures. The project also participates in the Interagency Ecological Study Program for the Sacramento - San Joaquin Estuary, a six-agency effort.

ENVIRONMENTAL SERVICES--Reviews projects and acts to ensure that wildlife resources are protected or enhanced in water or land development matters as well as other actions resulting in major land use changes. Reviews timber harvest activities, coordinates technical activities in water quality and pollution control work as it affects wildlife.

INLAND FISHERIES--Manages the inland waters of the state and recommends regulations for the protection and use of inland and anadromous fisheries resources, including amphibians, reptiles and invertebrates. Conducts a hatchery program for production and planting of numerous fish species to maintain recreational and commercial fisheries and to provide mitigation for various state and federal water projects. Reviews the potential impacts of a variety of activities on fisheries resources. Identifies and protects rare and endangered fishes, amphibians and reptiles. Restores and enhances fish habitat, especially for salmon and steelhead.

MARINE RESOURCES--Gathers information for the management and wise use of marine fisheries, both commercial and sport. Conducts extensive work to discover the extent and best uses of this great but not inexhaustible resource. Carries out a management program and recommends regulations.

NATURAL HERITAGE--Provides for the protection of the biodiversity of California by maintaining a current data base documenting significant natural areas, specific occurrences of species of special concern, and threatened or endangered fish, wildlife, and plants. Coordinates the development of species recovery plans and coordinates endangered plant conservation activities, Department land acquisition planning, and naturalist services to the public on Department lands.

WILDLIFE MANAGEMENT--Maintains a continuous survey of wildlife species, works on habitat improvement, preservation and acquisition. Reviews the potential impact of a variety of

THE DEPARTMENT OF FISH AND GAME -- THE 1990's and BEYOND

activities on wildlife resources. Prevents wildlife losses from pesticides and disease. Works on public land and access projects. Recommends regulations for protection and use of wildlife populations in accordance with modern wildlife management principles. Surveys and preserves threatened and endangered wildlife.

WILDLIFE PROTECTION--Enforces laws and regulations to protect fish, wildlife and habitat. This effort includes air, marine, and land patrols by uniformed officers, undercover operatives, and volunteer reserve officers. Responds to inland water pollution incidents. Inspects all types of licensed hunting clubs, facilities for housing wildlife, aquaculture facilities, fish markets, and restaurants. Provides conservation education programs for schools, community service groups, and sportsmen's expositions. Issues permits for falconry, licensed pheasant clubs, animal care facilities, scientific collection, possession of wildlife by zoos, exhibitors, and scientific and educational facilities. Manages, coordinates, and supervises the activities of over 1,200 volunteer hunter education instructors who provide training classes to over 25,000 students each year.

OIL SPILL PREVENTION AND RESPONSE--The 1990 Legislature passed SB 2040, the Oil Spill Prevention and Response Act, which formalized and provided funding for a responsibility which the Department has had for more than 100 years. The act provides for an oil spill prevention and response unit, with a resulting expansion of the Department's staff and responsibilities.

ADMINISTRATION--Provides overall direction for the Department and assists other programs in carrying out their mandates. The main functions are policy development, fiscal, budgets, personnel, public affairs/conservation education, legal affairs, engineering, data processing, audits, contracts, management planning, program evaluation, coordination of the analysis of proposed legislation, and licenses and revenues.

The Scope of The Task

California's 100 million acres represent a tremendous variety of wildlife habitat. The state includes more than 5,000 lakes, 30,000 miles of major streams and rivers, and 1,100 miles of coastline. California contains more than 1,100 species of birds and mammals, 175 species and subspecies of native fish, amphibians and reptiles, 5,000 species of native plants, and more than 275 distinct natural vegetation communities. Only about 10 per cent of the species are hunted or fished. Of the plants and

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animals, 240 species are threatened or endangered and the threats are growing as California's development escalates. The nearshore ocean contains more than 550 species of fish and several thousand species of invertebrates.

By the year 2010, the state's population is expected to exceed 37,000,000. This growth will add 41 per cent more drivers, increased traffic congestion, and a demand for 50,000 more miles of roadway. During these two decades, school populations will increase by 1.2 million and 3.3 million new homes will be needed. During the next 20 years the number of retirees will grow by 50 per cent. In addition, exports of food, natural resources, manufactured goods, and technological products from California will grow dramatically. All of these changes will increase the pressure on California's limited natural resources.

Funding

Funding for the Department grows more complex each year. For Fiscal Year 1992-93 the Department's funding was:

Fish and Game Preservation Fund (from sale of various licenses and permits)	\$71,460,000
California Environmental License Plate Fund	11,137,000
Federal Funds (from excise taxes on hunting, fishing and boating equipment)	26,575,000
California General Fund	3,438,000
California Wildlife Conservation Parkland Conservation Fund (Prop. 70)	3,156,000
Reimbursements (from government agencies and private organizations)	13,659,000
Cigarette and Tobacco Surtax Fund	7,010,000
Oil Spill Prevention and Administration Fund	12,193,000
Delta Flood Protection Fund	336,000
Outer Continental Shelf Land Act	5,902,000
Other	<u>1,076,000</u>
TOTAL	\$155,942,000

Source: Fiscal Year 1992-93, as of
December '92, per DFG Budget Office.

The Fish and Game Preservation Fund consists of user-related fees segregated into dedicated and nondedicated funds. Dedicated funds have very specific limitations on how they may be spent, while nondedicated funds are less restricted.

Funding Trends

Recent downward trends have occurred in the number of fishing and hunting licenses. For example, fishing license sales dropped from 2,300,000 units in 1981 to 1,600,000 in 1989, a decrease of 30 per cent. Hunting license sales dropped from 500,000 units in 1981 to 375,000 units in 1989, a decrease of 25 per cent.

Because the number of fishing and hunting licenses has declined in recent years faster than the rate of increase in the license fees, since 1986 there has been an overall decrease in these revenues to the Fish and Game Preservation Fund.

Other sources of Department income include the General Fund, the California Environmental License Plate Fund, federal funds, Environmental Review fees, Cigarette and Tobacco Surtax funds, Oil Spill Prevention funds, as well as revenues from several other non-fishing or hunting related sources.

The Department's Role

The Department's role in wildlife management has changed dramatically over the years. In the beginning, the main function was law enforcement and control of predatory animals. Later, management and enhancement of game species were added. The Department continues to take an active role in producing fish and maintaining suitable habitat for recreational fishing and hunting. Since 1970, greater emphasis has been placed on protection of the environment. Mandates to the Department from the Fish and Game Commission and the Legislature have expanded Department responsibilities at a faster rate than its funding sources.

Citizens and special interest groups have lobbied for more and more of the Department's limited resources, resulting in laws providing dedicated funds to fulfill specific responsibilities.

Bond acts have provided funds to buy some very critical wildlife habitat, but no funds to operate and maintain the land once acquired.

The Department cannot meet the requests of all its constituents. As funding and efforts traditionally spent on fishing and hunting are redirected to new activities, anglers and hunters often express vehement concern.

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Through its "Common Ground for Wildlife" the Department is trying to unify the various groups with a stake in Department activities. This effort has identified four areas of concern - habitat, funding, law enforcement and outreach.

The California Wildlife Foundation was established so the Department could work with the private sector to secure funds. Previously, the Department had difficulty accepting private donations for specific purposes.

The ever increasing demands over the years on the Department's budget created such a controversy that in 1989 and 1990, the Department was reviewed by a Resources Agency Task Force, investigated by the Little Hoover Commission and reviewed by the Legislative Analyst Office. These various reviews and investigations have indicated basic problems with the level of Department funding and a concern for the Department's organization and budgetary system. Changes were suggested.

Because of this controversy and growing demands for Department services, the Department has often been in a reactive mode, fighting "brush fires," all to the detriment of maintaining its hatcheries and wildlife areas, acquisition of equipment, and its scientific research.

As the Department attempts to fulfill its role as the trustee agency for the wildlife resources of California, undoubtedly there will be additional controversy, but also additional opportunities for the Department to meet its mandate.

CHAPTER 7 OUR VISION, MISSION, AND VALUES

A vision is the context for strategic, long-term planning.

A vision must look beyond the day-to-day problems. It's neither a prediction of what we think will happen, nor a fantasy; instead, it is the answer to the question, "What is the future we prefer?"

The Department must confront the challenges of the 1990's with the organization formed around its vision. The vision should be a frame of reference by which everything is examined.

VISION STATEMENT

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

... acts to anticipate the future. In order to be effective stewards of the state's diverse wildlife resources, we must put in place a system to set priorities, manage conflict, and deal with change.

... approaches management of our wildlife resources on an ecosystem basis. Intrinsic and ecological values of these resources are of primary importance, but healthy resource populations to meet human needs are also necessary.

... bases its resource management decisions on sound biological information and a clear understanding of the desires of the public. We must ensure that allocation of these resources is supported by sound information, research, and publicly supported policies and processes.

... is based on teamwork and on open and honest internal communication. Only in this kind of working environment can we have mutual respect, understanding, and a sense of pulling together to meet established goals.

... empowers its employees to make the most of the "how" decisions. Goals and objectives will state the "what," but our employees are in the best position to determine "how" best to do their jobs. The Department is responsible for providing the support necessary to get the job done, and the individual employee is responsible to perform it in the most professional manner possible.

THE DEPARTMENT OF FISH AND GAME -- THE 1990's and BEYOND

VISION STATEMENT (continued)

... is committed to extensive external communication and education programs. Public awareness of the environment begins with preschool children; we must reach these children now and throughout their formal education. We must also be a more responsive source of information on fish, wildlife, and plants to the general public. Finally, we must improve our communications with our historical constituencies and with those individuals or groups that are less likely to embrace traditional resource values.

... creates and promotes partnerships; coalitions of agencies, groups, or individuals; and any other collaborative efforts to meet needs and manage wildlife resources. As our vision of the Department does not require a major increase in the size of our workforce, we must work hand in hand with other organizations and individuals who are willing to share the load.

MISSION STATEMENT

While the 1988 mission statement (see Chapter 1) reasonably described the purpose of the Department, it was somewhat lengthy and cumbersome.

The overwhelming response from Department employees and outside reviewers to the mission statement proposed in the draft Vision Document was that it was too complex - the words too flowery or bureaucratic - and that it needed to be simpler and easier to understand. Furthermore, it should stand alone and not require definitions or amplifying language. Many commenters also felt that there should be some focus on habitat in the statement.

The mission statement proposed in this document is:

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

DEPARTMENT VALUES

These values provide guidance for all Department employees, and set the tone for how the Department should operate.

The Department of Fish and Game believes that:

Wildlife resources are vital to human existence, and are an essential element and provide an index to the quality of

life and the health of our environment.

We hold the state's living natural resources in trust for the public, will always treat the public with courtesy and respect, and will perform the public's business in an honest and forthright manner.

We should develop interdisciplinary teams to deal effectively with the intricate inter-relationships of wildlife resources.

Careful planning allows the Department to deal with basic problems rather than symptoms, so that program needs shape the Department's budget priorities, and not vice-versa.

To ensure appropriate use of employees and funds in understanding and setting priorities, we must work closely with the public, both individuals and organizations.

New programs should be adequately funded from appropriate sources.

To assure credibility at all levels and maintain internal harmony and mutual respect, we should strive for the consistent application of policies and procedures.

To manage wildlife we have to know what shape they are in, and this requires using the best research for making decisions.

All resource management decisions should be based on sound biological information. While political or other considerations affect decisions, they should be secondary to the needs of the resource.

As our mission can be accomplished only with the acceptance and support of the public and our employees, we must be prepared to explain all sides of an issue.

Our dedicated and experienced employees are our number one asset. They need the necessary authority, tools, and support to do their jobs effectively. This involves adequate training, equipment, and budgets.

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DEPARTMENT VALUES (Continued)

We must recruit the most qualified employees and foster professionalism at all levels.

The happiness and satisfaction of all employees depends on how well management listens to and involves them in making decisions and solving problems.

Our employees have limits. They should have reasonable workloads and deadlines.

We make sounder decisions on behalf of wildlife by fostering an atmosphere of excellence in our work, even though this may result in fewer things getting done.

All personnel must be open to change and be willing to try new ideas.

Being creative means taking risks and learning from our mistakes.

We will be more effective if information flows freely, team work is encouraged, and outstanding work is recognized and rewarded.

CHAPTER 8 ISSUES, CONCLUSIONS AND RECOMMENDATIONS

This section includes issues, conclusions and recommendations for action in seven subject areas. Because this document sets the stage for the long-term vision of the Department, the specific recommendations for immediate action should be viewed only as a partial list of the potential changes that could or should be made to bring the Department into a more proactive role. The full spectrum of changes and refinement of the Department's mission, goals, and objectives should be determined through a comprehensive management process.

I. COMPREHENSIVE MANAGEMENT SYSTEM

Major Recommendation

The Department should implement a comprehensive management system to develop strategic and operational planning so that the Department can take the initiative in meeting the needs of wildlife resources and those who enjoy them.

Discussion

Perhaps the most frequently heard comment voiced by both the Advisory Committee and the Organization Committee was that employees are reacting ever-more frequently to outside forces without a clear understanding of where the Department is heading.

This first recommendation, to develop a Comprehensive Management System (CMS), is so central to the accomplishment of the mission that all of the other conclusions contained in this document are embodied in its implementation.

CMS Proposal

The Organization Committee has proposed a Comprehensive Management System for the Department. Work has already begun on implementing this system. The Director has appointed a Strategic Planning Team (SPT) and a Strategic Plan is now being created. The Vision Implementation Team (VIT) has been staffed to design systems and procedures necessary to implement CMS.

CMS Implementation

A comprehensive management system is a means of establishing program and funding priorities, and communicating, internally and externally how the Department intends to meet its mission. Plans

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may also serve as criteria for measuring program performance and providing a basis for budgeting program activities. The Department can convince the public and the Legislature to support, and fund, specific program goals only by showing a systematic rationale to its funding proposals. The Comprehensive Planning System will provide that basis.

Strategic Planning

The Comprehensive Management System envisions two levels of departmental planning.

The first level is strategic planning. Strategic planning is a disciplined effort to produce fundamental decisions and actions that shape and guide what an organization is, what it does, and why it does it. Typically, strategic plans are updated every three to five years.

Basic to the functioning of any organization is the employee's and the public's understanding and support of the organization's mission, values, and goals. This is the essence of a strategic plan. It must be sensitive to public concern and opinion and provide for an organizational structure suitable to carry out the plan.

A strategic plan is a long-term tool that will require the patience and commitment of the Department's employees, management, and constituencies, as well as the Legislature, to ensure success. Certainly, we can solve many current problems with interim or short-term decisions, however, the Organization Committee heard the message that quick fixes to urgent situations will not serve the Department's long term goal nor achieve its mission.

Operational Planning

The second level of planning is annual operational planning, whereby all departmental activities are detailed to translate strategic plan objectives into action. Development of a strategic plan will prepare a foundation for operational plans that set priorities for goals, objectives, and procedures. In this way, the Department can monitor progress and provide accountability.

II. FUNDING

Major Recommendation

Establish a task force to examine all spending priorities, funding alternatives, and needs as related to strategic plans for the Department. Although progress has already been made in this endeavor, it must be formalized and pursued.

Discussion

Although adequate resources are essential to adequate performance, the Organization Committee decided that the Vision Document should concentrate on what the Department should be like, not how to fund it. The Department must articulate its mission, goals, values, and strategies, and achieve departmental consensus on its priorities, as a first step towards securing the funding necessary to attain the vision.

During the past decade the Department has experienced financial difficulties as traditional funding sources have held steady or declined, and responsibilities have increased.

The Legislature responded with AB 3158 that authorized the Department to impose new user fees to help fund its various responsibilities.

Over the years the Department has been assigned new responsibilities, which, while supporting wildlife, are not traditional hunting and fishing programs. As hunting and fishing license revenues have declined, these new responsibilities have forced the Department to seek alternative funds, such as the Environmental License Plate Fund, the Public Resources Account (P-99) and the General Fund. Our experience to date with these funds, however, is that they are also sought after by other state agencies and have not proven to be stable sources of money.

If the Department is to carry out its mission in the future, it must find more reliable sources of funding. To this end, the Department should pursue the following actions.

Other Recommendations

- 1. Establish a formal mechanism with the California Wildlife Foundation.

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2. Review and tap all federal funding programs potentially available to the Department, including but not limited to the expanded Sport Fish Restoration Program (wetlands) and nongame funding programs.
3. Expand funding by actively pursuing partnerships with public and private organizations.
4. Formalize and expand endowment programs.
5. Create a catalog of Department funding sources, identifying sources of funds, limitations on the uses and intended use of the funds, estimated amounts available each year, and statutory references creating each fund.

III. INTERNAL COMMUNICATION

Major Recommendation

The Department examine the problems of its internal communications - - both written and verbal, chain of command, newsletters, etc. - - and recommend solutions.

Discussion

Employees consider it highly important that they feel "in" on things. Out of 19 major issues on which the Advisory Committee focused, flow of information within the Department ranked seventh. Some of the matters the Organization Committee considered of high priority have important links with how well the Department's internal communication procedures work. The Organization Committee was particularly concerned that employees who must implement decisions be given timely explanations of how and why decisions are made. A general concern was expressed that there are points in our organization where the flow of information becomes unintentionally restricted. There was a general consensus that everyone needs to become a better listener.

The team approach to decision making, problem solving, planning, and even day-to-day tasks embodied in the organizational criteria section should help significantly to improve internal communication.

Other Recommendations

1. Reestablish the Employees Newsletter, ensuring that it contains current information, invites participation from the entire Department, and is distributed on a regular and timely basis.
2. Structure the Regional Manager/Division Chief (RM/DC) Meetings to ensure the following:
 - Reestablishment of monthly informational meetings for employees that precede the RM/DC Meeting. This can provide a forum to a wide audience for presentation of important regional, division, branch, program, or project ideas.
 - A manageable group size so that issues can be dealt with effectively.
 - A meeting environment which encourages candor and resolution of policy related issues.
 - Timely dissemination of highlights of the RM/DC Meetings to employees in the regions and divisions.
3. Consider using trained facilitators for selected Department meetings.
4. Ensure that program personnel are invited to be present and heard at meetings that lead to program decisions affecting them, and that after a decision is made, the rationale is explained to appropriate employees.
5. Encourage that Department executives and managers make more field visits to our installations.
6. Develop a formal system for submitting and receiving ideas from all levels within the Department. A good example is the system used by the Wildlife Protection Division.
7. Even before conducting the formal communication audit, begin to provide training opportunities and examine the various ways we can improve communication, such as electronic mail and training bulletins.

IV. EXTERNAL COMMUNICATION

Major Recommendation

With the advice of professionals in the field, the Department should develop a communication plan. An audit should professionally assess communication problems and provide the Department with the most appropriate and cost-effective methods of identifying and communicating with a wide range of public groups. It should also include recommendations on organizing the Department's public affairs/conservation education staff.

Discussion

The Department recognizes that the best laid plans for conservation will little benefit wildlife unless there is support from the public. For the public to understand, care about, and support Department programs, all Department employees must effectively communicate. A technically sound wildlife program will get public support only if it is articulated in clear and simple English. Communication, of course, is a two-way street. To serve the public, the Department must listen to the public - - ~~whether in formal meetings, small informal groups, or as~~ individuals. And the Department must actively promote Department programs by demonstrating how they serve the public good by protecting wildlife. This means reaching out to all constituencies, and the broader public that fits no label as a constituency.

Other Recommendations

1. Continue the Common Ground for Wildlife meetings as a useful forum for various constituencies. These meetings have provided a good opportunity for people from a number of different organizations to exchange information and frank opinions, and approach consensus on some issues.
2. Structure constituency meetings to promote a two-way exchange of information.
3. Periodically distribute informative newsletters or pamphlets to the public and constituency groups.
4. Update the film or videotape library and create a library for scripted slide shows. Expand the number of conservation education programs such as Project Wild, Salmon In The

Classroom, and naturalist-led field trips and tours.

5. Become more involved in "partnerships" or joint ventures with other agencies or with constituent groups, as a way of breaking down the "us" vs. "them" attitude.

V. STEWARDSHIP

Major Recommendations

1. With continuing public participation, develop and implement plans for threatened and endangered species, and land and aquatic management plans. These plans should be developed on a drainage or ecosystem basis wherever possible. Establish statewide priorities on each, so that management actions can be carried out efficiently and effectively. An interdisciplinary team approach should be used in developing the plans and setting action priorities.
2. Based on priorities, develop a plan and continue an aggressive land and water management and acquisition policy to protect the state's important wildlife resources.
3. Establish and appropriately fund a comprehensive program of resource assessment based upon statewide priorities.
4. Expand coordination and cooperation with the public (particularly volunteer groups) and federal and state agencies. The job of wildlife stewardship cannot be accomplished alone, and many individuals, organizations, and agencies are willing to cooperate with landowners who have valuable resources on their property.

Discussion

As reaffirmed in AB3158, the Department has a public trust responsibility and acts as a steward for the wildlife resources of California. It has become abundantly clear that the Department must become more effective in its stewardship role if it is going to be successful in protecting California's wildlife.

Successful stewardship requires protection of all of California's biological diversity through such programs as law enforcement, management of lands and wildlife, and compensation for loss of wildlife habitat.

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This can be accomplished by:

- (a) inventory of wildlife and their habitats;
- (b) analysis of current conditions and level of protection;
- (c) planning what and how actions need to be taken; and
- (d) taking action.

This process, if sufficiently funded and staffed, will provide for appropriate management and protection of wildlife.

Other Recommendations

1. Adopt effective procedures for the interim operation and maintenance of Department owned lands.
2. Provide appropriate funding and staffing to effectively participate in state and federal environmental protection processes. The Department has an important role as advisor and consultant on land and water development affecting wildlife habitat. Without proper staffing, the Department will be seen as a constraint in the process and much of California's remaining wildlife habitat will be lost by default.

VI. TRAINING

Major Recommendations

1. Implement the Field Training Biologist (FTB) Program. The FTB Program is patterned after the highly successful Field Training Officer (FTO) Program. Planning and design are completed and the program only awaits implementation.
2. Make a concerted effort to train future supervisory and managerial candidates. Too often, functional supervisors and managers simply learn on the job, rather than being trained with specific skills as they climb the organizational ladder. The core and priority training program already in place should be expanded to emphasize developing supervisory and managerial skills, especially communication skills. The responsive management training program, (for example) could be available to more employees.

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3. Improve cross functional awareness. Keeping in mind existing funding constraints, this can be accomplished in two ways. First, cross functional training sessions which have been extremely useful should be given a higher priority. A second way is through Training and Development assignments. While difficult to implement widely throughout the Department because of moving expenses, it could be implemented intra-regionally or at headquarters at very little cost.
4. Revitalize the Department's training committee, which has been inactive since the implementation of the core and priority training program. The committee membership is still in place and could implement other recommendations.

Discussion

As it is fundamental to the effective operation of any organization, every effort should be made to provide timely and thorough training to Department employees.

Other Recommendations

1. Give more emphasis to career enhancement training.
2. Make a renewed effort to promote opportunities in our existing training programs.
3. Provide more support for attendance at professional conferences - in-and-out-of-state.
4. When appropriate, include elements in training classes which emphasize public service and which explain how, in relation to the course material, Department employees can best provide prompt and courteous service and convey a service attitude to the public.

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VII. ORGANIZATIONAL CRITERIA

Major Recommendations

The Department's organizational structure should be based on the following criteria:

1. A clear definition of the role, responsibility, and function of each element of the organization.

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2. The use of self-directed and interdisciplinary work teams to develop and implement operational plans which seek to equitably allocate the workload at all levels; resolve issues and make decisions at the lowest

practical level of the organization. This means providing personnel with the necessary support and time to complete these tasks.

3. The use of clear and consistently applied policies and program evaluation mechanisms to ensure accountability at all levels related to budgets, goals, and operational plans.
4. Active communication between all elements of the Department and the public.
5. An environment of openness within which decisions are made, with emphasis on teamwork, creativity, and innovation. Emphasis should be placed on providing timely information to members of the organization affected by, or interested in, the decisions.
6. Eliminate duplication of effort; improve efficiency; make recommendations for adjusting the allocation of resources, including funding and staff; and ensure that operational plans are properly linked to strategic plans.

Discussion

In strategic planning -- that is, one that defines the mission of an agency, describes its values, and states its strategic goals -- the final step is to determine if the organization is structured effectively to carry out its responsibilities.

The Organization Committee did not complete this final step. Until the new mission statement, values, and goals were developed, accepted, and approved by the Director, it would have been premature to do so.

The Organization Committee focused its efforts on revising the Vision Document. After considering the comments received from both employees and interested groups and individuals, the Organization Committee revised the criteria proposed in the draft Vision Document for evaluating organizational structure.

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Some people have asked the question, "Well then, when are we going to reorganize?" There is no pat answer, but it is the consensus of the Organization Committee and the Management Team that the first priority should be to establish a comprehensive management system. This should generate ideas on organization based on what we are about and where our priorities lie.

Other Recommendation

The Director appoint a committee to suggest a name change to propose to the Legislature.

Although not related to organizational structure, the subject of changing the name of the Department continues to be raised. Many people feel that the Department's broadened responsibilities need to be reflected in a revised name.

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CHAPTER 9 THE PROCESS BEGINS

Changing the way a Department manages itself is neither an easy nor a short-term task. The Director has indicted his support for innovation by directing his top managers to begin the process of change.

The Department has already made its commitment clear by issuing this Vision Document, proposing a new Mission Statement, proposing a set of Departmental Values, creating a series of teams to implement the changes, setting long-term and short-term goals for those teams, and making a set of recommendations which can be acted upon to improve the Department.

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APPENDIX A MEMBERS OF THE ORGANIZATION COMMITTEE

Chair:

Mr. Peter Sakai, Chief, Office of Program Management and Control

Members:

Ms. Susan Cochrane, Chief, Natural Heritage Division

Mr. Banky Curtis, Regional Manager, Region 1

Mr. Tim Farley, Assistant Chief, Inland Fisheries Division

Mr. Eldridge "Red" Hunt, Chief, Wildlife Management Division

Mr. DeWayne Johnston, Chief, Wildlife Protection Division

Mr. Greg Laret, Deputy Chief, Wildlife Protection Division

Mr. Rolf Mall, Deputy Regional Manager, Region 5

Mr. Terry Mansfield, Assistant Chief, Wildlife Management Division

Mr. George Nokes, Regional Manager, Region 4

Mr. Al Petrovich, Chief, Marine Resources Division

Mr. John Schmidt, Executive Director, Wildlife Conservation Board

Mr. Fred Worthley, Regional Manager, Region 5

Technical Advisor:

Ms. Kathy Noia, Chief, Personnel Programs Branch

Staff:

Ms. Pat Oman, Chief, Management Planning Branch

Mr. Curt Sutliff, Editor

Mr. Michael Dues, Consultant

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APPENDIX B MEMBERS OF THE EMPLOYEE ADVISORY COMMITTEE

Members:

- Mr. Ryan Broddrick, Oil Spill Prevention and Response, Deputy
Chief, Wildlife Protection ¹
- Ms. Cindy Chadwick, Environmental Services Division, Associate Fishery Biologist
- Mr. Patrick Coulston, Bay/Delta Division, Associate Fishery Biologist
- Mr. Richard Davidson, Region 2, Fish and Wildlife Assistant I
- Mr. Rich Elliott, Region 1, Regional Patrol Chief, Wildlife Protection ²
- Ms. Judy Harn, Region 2, Fish and Wildlife Assistant I, Mokelumne River Fish Hatchery
- Mr. Les Howard, Region 4, Wildlife Habitat Supervisor II,
- Ms. Eva Kennedy, Region 5, Warden, Wildlife Protection
- Ms. Karen Moreno, Administration, Staff Services Manager I, Personnel Programs Branch
- Ms. Terry Palmisano, Region 3, Associate Wildlife Biologist ³
- Mr. Ron Pelzman, Fish and Game Commission, Assistant Executive Secretary
- Ms. Elena Tarailo-Scofield, Conservation Office, Project Wild Coordinator

Three members changed job classifications after appointment.

- (1) Appointed while Captain, Region 2, Wildlife Protection
- (2) Appointed while Captain, Region 1, Wildlife Protection
- (3) Appointed while Wildlife Biologist

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APPENDIX C Related Publications and Colophon

Two reports are available documenting the Department's Organizational Development Project,
THE DEPARTMENT OF FISH AND GAME, THE 1990's and BEYOND

A VISION FOR THE FUTURE

*The Department of Fish and Game, Its Mission, Values and Goals, to Meet the
Challenge of the Future*

Prepared by the Organization Committee
Peter Sakai, Chairman

COMPREHENSIVE MANAGEMENT SYSTEM PROPOSAL

*A Comprehensive System for Stewarding Wildlife Resources, Managing
Change, and Serving the Public*

Prepared by the Organization Committee
Peter Sakai, Chairman

A limited number of these documents were printed and may be obtained without charge, as
available, by interested persons and groups, by contacting:

Department of Fish and Game
Office of Program Management and Control
1416 Ninth Street, 12th Floor
Sacramento CA 95814

COLOPHON

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