

**REPORT OF THE
JOINT SUBCOMMITTEE STUDYING**

**The Effectiveness of the
Management Structure of
the Department of
Game and Inland Fisheries**

**TO THE GOVERNOR AND
THE GENERAL ASSEMBLY OF VIRGINIA**



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**REPORT OF THE
EFFECTIVENESS OF THE MANAGEMENT
STRUCTURE OF THE DEPARTMENT OF
GAME AND INLAND FISHERIES**

**RICHMOND, VIRGINIA
MAY 1993**

**TO: *The Honorable L. Douglas Wilder, Governor,
 and
 the General Assembly of Virginia***

I. AUTHORITY FOR STUDY

House Joint Resolution No. 191 (1992) established a joint subcommittee to study the effectiveness of the management structure of the Department of Game and Inland Fisheries. The joint subcommittee was to determine whether: (i) the current structure of the Department allows for the most cost-effective and efficient delivery of service, (ii) the ratio of management and staff to technical and law-enforcement personnel is appropriate, and (iii) the organizational structure reflects the agency's priorities (Appendix A). The enabling resolution authorized the joint subcommittee to seek the assistance of the Auditor of Public Accounts and the University of Virginia's Center for Public Service.

II. BACKGROUND

A. Historical Perspective

In 1916, the Virginia General Assembly created the Department of Game and Inland Fisheries. The new department was to be presided over by the Commissioner of Fisheries. The Commissioner was responsible for (i) enforcing all laws for the protection, propagation and preservation of wild animals and birds, and freshwater fish and (ii) assisting in the enforcement of all dog and forestry laws. He also had the authority "to propagate game and fish found in inland streams." The authorizing statute stipulated that no general treasury funds could be used to pay staff salaries or support agency activities. Instead, the money to finance all capital and operating costs was to come from a special fund known as the Game Protection Fund. This fund would contain proceeds from the sale of hunting, fishing and trapping licenses.

In 1926, 10 years after the creation of the Department, administrative control over the agency was placed in the hands of a five-member gubernatorially appointed commission, with the chairman of the commission assuming the role of administrator of the Department. This statutory change resulted in the separation of the then Fisheries Commission, which subsequently became the Virginia Marine Resources Commission, from the Commission of Game and Inland Fisheries. Because of the dwindling deer

herds and the lack of forest habitat for wild turkeys, the Department's highest priority in the early years was the raising of animals in captivity and their subsequent placement in the wild as huntable game and seed for new populations. One hundred fifty elk were imported and released in the mountainous regions of the Commonwealth and 2,500 English ring-neck pheasants were released in several counties.¹

This period also saw the establishment of the game warden system. Game warden positions were authorized in each county and in each first-class city. In addition, 10 supervisory warden positions were created and 10 wardens were to be hired and assigned where most needed.² With this new organizational structure came an expansion of game propagation programs in the late 1920s.

The Department's efforts to restore wildlife were significantly enhanced, in 1937, with the passage of the Pittman-Robertson Act (Federal Aid in Wildlife Restoration). This act allocates the revenue from an 11 percent federal excise tax on guns and ammunition. Funds are distributed by the U.S. Fish and Wildlife Service to states based on the number of paid hunting licenses and the amount of publicly owned hunting lands held by a state. The Department uses a portion of these funds for research into the problems associated with the restoration of game and to hire trained biologists who can apply new wildlife management techniques.

In 1938, the Commission entered into a unique cooperative agreement with the United States Forest Service to provide wildlife management in federal forest land within Virginia. The forests were the largest tracts of public land in the State, able to produce vast areas for abundant hunting of deer, bear, turkeys, grouse and other birds as well as fishing for such species as native brook trout. This cooperative relationship remains in force today. The management responsibilities which are entailed in the agreement are partially funded by a three dollar National Forest Stamp that must be purchased to hunt, trap, or fish within these federal reserves.

Prior to 1942, the Commission consisted of five members who were appointed without regard to their residence. A lack of geographic diversity occurred because the commissioners were clustered in certain regions. The situation was corrected in 1942, when, as part of a reorganization of state government, the membership of the Commission was increased to nine, and a requirement was added that no two members could reside in the same congressional district. Rather than continue the chairman as the chief administrative officer of the Department of Game and Inland Fisheries, legislation was enacted which authorized the Commission to appoint "some other person, not a member of the Commission, as executive director."

By the 1950s, with the assistance of federal fish and wildlife funds, the Commission's efforts shifted from stocking imported animals onto available land to producing and maintaining suitable wildlife habitat. The passage of

¹ "From Distant Beginnings," Gail Hackman, Virginia Wildlife, August 1976, p. 5.

² Ibid.

the Dingell-Johnson Act (Federal Aid in Fish Restoration), in 1951, provided the Fish Division with the funding necessary to expand its operations and gave an immediate boost to fishing. During this period, the Department successfully restored wild turkey and beaver, both species being near extinction. The agency also initiated a waterfowl management program. The impetus for the waterfowl program was the purchase and development of the state's first designated waterfowl refuge area at Hog Island.³

Since its inception the Commission had been charged with the enforcement of dog laws. But, in 1952, the General Assembly began to transfer this responsibility from the state's game wardens to local dog wardens. This gradual transfer of responsibility was fueled, in large measure, by a legislative study which found that (i) "the program for wildlife conservation and protection and game law enforcement suffers from the large amount of time game wardens are required to spend in enforcement of dog laws" and (ii) the "enforcement of dog laws costs the Commission of Game and Inland Fisheries much more than is realized by the Commission from its share of dog license fees."⁴

During the 1960s, the Game Division, having previously identified the need for suitable habitat, sought ways to expand and improve their early methods of land management. The expensive practices of herbaceous seeding and bulldozing of wildlife clearings were gradually replaced by more practical land treatments, such as prescribed burning, mowing, and planned and controlled timber harvests. These land use practices continue today. Like the Game Division, the Commission's Fish Division recognized the need to improve and create habitat where fish could live and thrive. Constant stocking was shown to be a costly strategy which did not represent a long-term solution. Therefore, the Fish Division concentrated its efforts on the purchase or construction of public lakes, which not only provided ideal habitat for fish species, but also afforded additional recreational opportunities to Virginia's anglers.⁵

Throughout the 1970s, the stocking of game and fish continued in those areas where habitat had been made suitable. Another wildlife management technique, which was tested and found to be successful, was the live trapping of animals and their transplantation to less populated areas. By the mid-1970s the Commission managed two million acres and 21 public fishing areas, operated seven fish hatcheries, and maintained four field offices.

During the last 15 years, the Commission's efforts have been limited by the lack of funds. In an attempt to make up for revenues lost due to inflation and the decline in the number of hunting license purchasers, the General Assembly increased the basic hunting and fishing license fees in 1974, 1981, and again in 1988. During this period, the hunting and fishing license fees

³ Ibid., p. 6.

⁴ The Problem of Stray Dogs and Activities and Compensation of Game Wardens, Virginia Advisory Legislative Council, Senate Document 14, 1958, p. 7.

⁵ "From Distant Beginnings," p. 7.

each increased from \$3.50 to the current \$12.00 charge. The Commission also received substantial additional financial assistance in 1984 when Congress enacted the Wallop-Breaux Amendments to the Dingell-Johnson Act. These amendments increased the Commission's federal allocation by \$1.6 million over the previous year.

In 1987, the General Assembly enacted legislation which brought the Commission under the standard nomenclature provision of state law. Because the Commission was a policy-making supervisory body, its name was changed to the Board of Game and Inland Fisheries, with the administrative agency continuing as the Department of Game and Inland Fisheries.

Today, apart from its traditional roles of enforcement of game laws and fish, game and wildlife management, the Department has assumed additional responsibilities. It is statutorily charged with administering the motorboat registration and watercraft titling program, the Watercraft Dealers Licensing Act, boating safety and hunter education programs, the Endangered Species Act, the fish passageway program and enforcement of the boating laws, including the drunk boating statute. The agency is also responsible for boat ramp development and maintenance and has significant involvement in environmental impact reviews and long-range studies, on topics such as the effects of acid rain and sea turtle survival. In addition to these specific responsibilities, the agency maintains 180,781 acres of Department-owned land, 3,374 acres of Department-owned water areas, 33 wildlife management areas, 38 public fishing lakes, nine fish hatcheries, and 179 boat ramps and manages 2.3 million acres through cooperative agreements with federal and state agencies.

B. Previous Management Studies

Five management or organizational studies of the Department of Game and Inland Fisheries have been conducted by independent evaluators. Two of these were performed at the request of the legislature and three were initiated by the Department.

Two assessments, Evaluation of the Virginia Commission of Game and Fisheries, conducted by the Wildlife Management Institute in 1982, and Organization and Management Study of the Commission of Game and Inland Fisheries, conducted by the Department of Information Technology (DIT) in 1986, provided the most detailed examination of the management structure of the Department of Game and Inland Fisheries. Each sought to determine whether the agency structure/organization enabled it to effectively manage the Commonwealth's wildlife resources. While the Wildlife Management Institute and the DIT studies found a principal strength of the agency to be its committed workforce, the evaluation teams were critical of an agency management system which was unable to (i) determine whether agency programs and staff were performing effectively and (ii) adapt to change. This lack of accountability and comprehensive planning was reflected in the Wildlife Management Institute's finding that "care should be taken regularly to analyze the cost effectiveness of ongoing programs and activities, and to identify where modifications may bring savings through more effective use of personnel, equipment and property without jeopardizing the well-being of fish

and wildlife and the public's interest in them. This kind of evaluation is lacking in the agency."⁶

Similarly, four years later, the DIT study emphasized that it was essential that the Commission have a "planned management system to: effectively make decisions and develop programs in an environment of scarce agency resources; ensure agency programs and leadership are performing effectively; and make the best long term use of the agency's personnel resources."⁷ The study found that the agency lacked such a system and as a result "has had understandable difficulty in responding to challenges except on a crisis basis." The assessment noted that

. . . agency divisions, programs, and leadership appear ineffectively monitored. Marginal, unproductive facilities and personnel positions are rarely phased out. Major organizational gaps have been recognized by Game Commission leadership, but not really dealt with. The project team also found that many employees lack clear work goals, targets, or standards to achieve; are often not effectively evaluated on their work; and are seldom held accountable for substandard performance.⁸

The following are summaries of the five management studies of the Department of Game and Inland Fisheries:

1. Improvement in the Game and Inland Fisheries Program in Virginia, Report of the Virginia Advisory Legislative Council, House Document 20, 1954.

The Virginia Advisory Legislative Council (VALC) was directed, by the 1952 Session of the General Assembly, to study the operation of the Commission of Game and Inland Fisheries. Specifically, it was charged with evaluating the activities of the agency to determine whether the expenditures made by the Commission resulted in increasing the supply of fish and game. The VALC examined the (i) revenues available to the Commission through the game protection fund and (ii) expenditures made by the Commission.

The VALC study found that the Commission generally had done a "commendable job." The agency was effective in fostering public interest in conservation, game management, law enforcement, and propagation. The study found "no serious deficiencies or operations contrary to or unauthorized by the Game and Inland Fish laws for which the Commission should be held accountable." The report pointed out that improvement was needed in certain administrative and policy areas, and recommended that:

⁶ Evaluation of the Virginia Commission of Game and Inland Fisheries, Wildlife Management Institute, February 1982, p. 70.

⁷ Organization and Management Study of the Commission of Game and Inland Fisheries, Department of Information Technology, August 1986, p. i-ii.

⁸ Ibid., p. ii.

- The Commission publish its policies and detail the method and manner in which the Executive Director is to discharge these policies so that sportsmen know where responsibility lies and where objections can be lodged. The report suggested that the Commission outline, promulgate and distribute to sportsmen the scope of the agency's duties and how it expected to perform them;
- The fish propagation and distribution program be expanded;
- Administrative officers carefully scrutinize the expense allowances paid to wardens to ensure that they accurately reflect expenses incurred;
- The position of warden be expanded to full time. Much of the license fee increase adopted in 1948 was to be used for increasing compensation to wardens, which justified requiring full-time employment; and
- Better liaison occur between landowners, sportsmen and the Commission.

2. Evaluation of the Virginia Commission of Game and Inland Fisheries, Wildlife Management Institute, February 1982.

In 1981, the Department requested the Wildlife Management Institute to conduct a management study of the agency. The study included an evaluation of the agency's laws, policies, organizational structure, funding, and other aspects but did not involve an evaluation of personnel. The purpose of the study was to assist the Commission and the Department in (i) becoming more effective and efficient in managing fish and wildlife and (ii) providing services to the public.

The study identified the following problem areas:

- Escalating costs, coupled with rising public demands, had placed a severe managerial burden on the agency, whose income was largely tied to license fees established by the General Assembly.
- While the agency was organized along functional lines, the three operational divisions (Law Enforcement, Fish, and Game) operated under regional/district boundaries which were not uniform. Field assignments and related work activities and conditions were a result of tradition or convenience rather than a coordinated response to a specific organizational plan.
- Each of the three operational divisions lacked both short- and long-term plans. The Fish and Game Divisions had no statements regarding (i) their goals and objectives, (ii) the type and scope of programs believed necessary, (iii) the results and benefits envisioned, and (iv) the resources and actions needed to implement them.
- Present programs were not subjected to cost analysis and other measures of value and effectiveness.

- Budgeting was based mainly on the previous biennium allocation plus an inflation factor.
- Improvement was needed in internal communication, especially with respect to field personnel who expressed a desire for timely information regarding Commission actions, new policies and programs, research and program results, employee assignments, and personnel actions.

The study made more than 90 recommendations in the areas of laws, organization and programs. The following were some of the more significant recommendations in each of these areas:

a. Laws

- Clarity and greater precision was needed in setting forth the authority and responsibilities of the Commission and the Executive Director.
- The names of the Commission of Game and Inland Fisheries and Department of Game and Inland Fisheries should be changed to the Commission of Wildlife and Inland Fisheries and to the Department of Wildlife and Inland Fisheries. This name would more accurately reflect the scope of the Commission's responsibility.

b. Organization and Programs

- The budget- accounting process and the process for paying bills needed improvement.
- A computer coordination committee should be formed, consisting of representatives from each division to plan use of the new computer.
- The game and wildlife divisions should develop a comprehensive plan to include short- and long-term goals, objectives and strategies that would provide a measure to determine progress.
- Regional boundaries should be realigned to bring conformity among the law-enforcement, game and fish divisions for improved administrative direction, planning and coordination.
- A statewide research supervisor should be designated and a research committee established to provide a better coordinated program with means for periodic review and evaluation.
- An in-depth evaluation should be made of the hatchery program and facilities. In terms of employees and expenditures, it was the largest program in the Fish Division.
- The Fish Division's research capabilities and contractual services needed improvement.
- The promotion and merit rating system for law-enforcement personnel needed improvement. Most wardens neither knew nor understood the mechanism for merit rating or promotions.

3. Organization of the Executive Branch in Virginia, Summary Report of the Joint Legislative Audit and Review Commission, House Document No. 44, 1984.

House Joint Resolution No. 33 of the 1982 General Assembly directed the Joint Legislative Audit and Review Commission (JLARC) to "study the organizational structure of the executive branch for the purpose of determining the most efficient and effective structure." The principal findings and recommendations of the JLARC study constituted a "blueprint for action" and served as the basis for the Governor's reorganization proposal to the 1984 Session of the General Assembly. While JLARC found that the executive branch was "logically organized in a manner consistent with the management needs of the Commonwealth, numerous recommendations were made to address "areas of imbalance or inefficiency." One recommendation, No. 38, dealt directly with the Commission of Game and Inland Fisheries. In the area of resource planning and regulation, specifically boating regulation, the report noted that the "Marine Resources Commission enforces small boating laws on the marine waters of the State and the Commission of Game and Inland Fisheries enforces boating laws in all waters of the State, both inland and Marine. Each agency has an administrative structure to support personnel that patrol the waters - sometimes the same water." The JLARC staff recommended that "The Virginia Marine Resources Commission and the Commission of Game and Inland Fisheries should be brought together to create a new Department of Game and Inland and Marine Fisheries."

4. Organizational Management Study of the Commission of Game and Inland Fisheries, Management Consulting Division of the Department of Information Technology, August 1986.

In 1985, the Executive Director of the Commission requested DIT to conduct a general organization and management study. He wanted the study to take "a fresh look" at the management and operations of the agency as well as each of the current divisions. The evaluation covered (i) overall employment levels; (ii) regional office structures; (iii) organizational structure; and (iv) communication. The following were the key findings and recommendations of the study:

a. Agency Strengths

- Commission employees appeared exceptionally committed to the mission of the agency and its executive leadership.
- The basic organizational structure was sound.
- The Commission had taken a first step toward developing a viable regional office structure.
- The Commission had built a solid working relationship with many external groups.
- The Commission (Board) had provided necessary direction and support to agency activities.

b. Principal Recommendations

- The Game Commission should develop a planned management system. Without such a system the agency lacked a sense of direction. Its focus and purpose were not well-defined. Priorities had not been established because of the absence of agency goals and objectives.
- The agency needed to develop an employee relations unit. The unit would be responsible for developing and implementing sound personnel management practices throughout the agency.
- The Commission needed to improve accountability.
- The Deputy Director should focus his attention on improving performance and leadership.
- The agency should consolidate and strengthen data processing.
- The agency should consider giving responsibility for boat titling and registration to the Department of Motor Vehicles.
- The Lands and Engineering, and Administrative Services Divisions should be merged to form the Support Services Division.

The report also contained 28 recommendations regarding the management of the three operational divisions (Law Enforcement, Fish and Game) and 51 recommendations concerning the performance of the support divisions. Among the more significant of these were:

Operational Divisions

- The Law Enforcement Division (i) needed clear, consistent goals and strategies, as well as processes for developing and refining goals and strategies over time; (ii) could streamline its internal structure from the six organizational levels, which caused excessive layering and were counterproductive at the field level; and (iii) needed to reconsider and strengthen its methods for conducting performance evaluations.
- The Fish Division (i) needed to better plan and control its programs and personnel, rather than often have programs developed by field personnel with little guidance from division leadership; (ii) should administer its programs in a more cost-effective, business-like fashion, e.g., have cost data to evaluate the hatcheries; and (iii) should properly manage its federal aid reimbursement program.
- The Game Division's programs and activities needed to be better planned.
- The Research Section of the Game Division should be restructured to provide greater administrative oversight of programs. Research programs should be closely linked to Division goals and objectives.

Support Divisions

- The Commission, as a high data processing priority, should automate its agency accounting process.
- Data processing systems and programs should be developed to assist the accountant in the preparation of federal reimbursements.
- The position of employee relations director should be created to devote full attention to, and be singularly responsible for, establishing effective personnel management practices for the agency.
- The personnel officer should develop a coordinated, agency-wide training program, linked to agency goals and objectives.
- The current capital outlay process could be strengthened to reduce the number of cost overruns.

5. Functional Analysis for the Department of Game and Inland Fisheries, Department of Accounts, June 1991.

In 1990, the Department of Game and Inland Fisheries requested the Department of Accounts to undertake an analysis of the agency's fiscal operations. The Department of Accounts examined the efficiency and effectiveness of the accounting operations and recommended that:

- The Department centralize its financial operations in order to provide better control over expenditures and maximize use of available resources;
- The Department separate procurement from accounts payable operations and hire an individual to manage purchasing and contracting services; and
- Prior to establishing a new license accounting system, the Department develop a system requirements document and implementation plan and evaluate staffing requirements for the new system.

C. Agency Organization

1. Mission

Recognizing the importance of instituting a management system which would establish agency priorities and provide for more accountability, the Department initiated the development of a strategic plan. The plan began with a statement of the agency's mission:

- To manage Virginia's wildlife and inland fish, maintain optimum populations of all species, and serve the needs of the Commonwealth;

- To provide opportunity for all to enjoy wildlife, inland fish, boating and related outdoor recreation; and
- To promote safety for persons and property in connection with boating, hunting and fishing.

This mission statement provided the basis for the Department's adoption, in the fall of 1991, of goals, objectives, and strategies to guide the activities of the agency through June 30, 1996. (See Appendix B for mission statement and strategic plan.)

The strategic plan included the following five goals with objectives and strategies supporting each goal:

1. Provide for optimum populations and diversity of wildlife species and habitats;
2. Enhance opportunities for enjoyment of wildlife, boating and related outdoor recreation;
3. Improve understanding and appreciation of the importance of wildlife and its habitat;
4. Promote safe and ethical conduct in the enjoyment of boating, wildlife, and related outdoor recreation; and
5. Improve agency funding and other resources and the management and effectiveness of all resources and operations.

The agency acknowledged that the strategic plan "merely communicates the planned management of the agency in the near future." In fact, the Department saw the current mission changing by the year 2000 to include greater emphasis on enforcement of environmental laws, nonhunting wildlife control, wildlife rehabilitation, wildlife viewing and presentation, natural resource education, and regulation of surface water recreation.

2. Current Structure and Staffing

The operation of the Department of Game and Inland Fisheries is overseen by an 11-member supervisory board with regulatory responsibility for conserving, managing and restoring all game and forms of wildlife and freshwater resources. The Board is one of the few collegial bodies which appoints the executive director of its administrative agency.

The agency's organizational structure reflects the Department's evolution over the last 76 years. Currently, the agency is organized into seven divisions consisting of three operational divisions (Law Enforcement, Wildlife, and Fish) and four support divisions or administrative divisions (Administrative Services; Lands and Engineering; Planning, Policy and Environmental Services; and Public Relations and Resource Education). Although the Department enforces game, fish, and boating laws and regulations, game wardens are sworn officers with full police powers to enforce all the laws of the

Commonwealth. In addition to their primary enforcement responsibility, game wardens are members of the Governor's Drug Task Force and assist other divisions by engaging in such activities as collecting hunting and fishing books for the Administrative Services Division, educating the public regarding laws and regulations, conducting maintenance checks on boat ramps, investigating crop damage complaints made by landowners, and gathering game statistical information by monitoring check stations.⁹

The Wildlife Division propagates, manages and preserves wildlife and their habitat. The Division also provides advice and assistance to public and private landowners on how to use their land for wildlife management. Staff collects and analyzes data to determine annual wildlife productivity, habitat conditions, and population. This information is important in developing appropriate regulatory proposals and formulating recovery plans for endangered species.¹⁰

The Fisheries Division is responsible for the management, protection and propagation of fresh water fish, amphibians, reptiles, and mollusks. It operates five cold water and four warm water fish hatcheries. As part of its effort to restore various coastal species, and provide greater opportunities for fishing, the Division has played a significant role in developing a fish passageway program which will allow the migration of anadromous fish (e.g., shad).

The three operational divisions are distinguished by their regional substructures. Until recently, there was no uniformity in the regional structure among the three divisions. The Fish and Wildlife Divisions were organized into four regions; whereas, the Law Enforcement Division operated in six regions. In response to the recommendations of several management studies, and in an effort to improve overall management, the Department placed the three operational divisions into five uniform regions. It is anticipated that the new field structure will improve coordination and enable the agency to deliver services in a more efficient manner through the sharing of resources. Although the move toward regional uniformity has begun, according to Department officials, implementation has been hampered by a shortage of funds.

While the focus of each of the three operational Divisions has remained relatively consistent over the years, the four support and administrative divisions have experienced significant internal changes, many of which were instituted in response to past management studies. The Administrative Services Division has undergone the greatest number of functional changes. Currently, it oversees four agency activities: (i) the titling and registration of motorized boats; (ii) data processing and mail room operations; (iii) fiscal, including payroll, expenditures and revenue processing and fixed assets; and (iv) the license program.¹¹

⁹ Department of Game and Inland Fisheries Management Study, Auditor of Public Accounts, January 1993, p. 55.

¹⁰ Ibid.

¹¹ Ibid., p. 56.

The Lands and Engineering Division was created as a result of a 1977 consolidation of the previous Lands Section of the Wildlife Division and the Engineering Section of the Fish Division. The new division enables the agency to focus on statewide maintenance needs and better address the laws and regulations involved in maintaining property. The Division consists of three sections; (i) real estate management, which acquires lands, grants leases and easements, and oversees land improvements, major repairs and boundary surveys; (ii) engineering, which manages the planning and construction of capital projects; and (iii) maintenance, which maintains the central office, leased buildings and boating access sites.¹²

In 1989, recognizing the need to emphasize the dual responsibility of public relations and resource education, the Department separated these functions into two distinct operations within the Public Relations and Resource Education Division. The Public Relations Section, with its emphasis on media relations, provides educational materials including Virginia Wildlife magazines, videos, and news releases as a way to market the agency and promote its activities. The Resource Education Section administers such informational programs as aquatic resource education, environmental education, and wildlife, as well as oversees the boating safety program.¹³

As a result of the recommendations of the 1981 Wildlife Management Institute study and the 1986 Department of Information Technology study, the agency established the Planning, Policy, and Environmental Services Division in January 1990. A newly created planning function was combined with what had been previously the Fisheries Division's environmental services function. This new division is responsible for short and long-term planning and works with the Executive Director in the formulation of agency policy. Division staff interprets fish and wildlife data on approximately 1,200 species and their habitat, so they can assess the environmental impact of various activities on Virginia's wildlife.¹⁴

The Department carries out its responsibilities with a maximum authorized employment level of 444 positions. As of July 1, 1992, 435 of those positions had been established and 375 were filled. Table 1 indicates the staffing allocation among the various divisions. By far the largest number of staff (199 positions or 46 percent of the total established positions) is allocated to the Law Enforcement Division. The three operational divisions (Law Enforcement, Wildlife, and Fish) constitute 80 percent of the agency's total authorized workforce. While these three divisions have the greatest number of staff, they also have the greatest number of vacancies. If a vacancy is defined as the difference between the number of established positions and the number of positions currently filled, of the Department's total of 60 vacant positions, 52 (87

¹² Ibid., p. 57.

¹³ Ibid.

¹⁴ Ibid., p. 58.

percent) of the vacant positions are in the three operational divisions. As of July 1, 1992, the Law Enforcement Division had 31 vacant positions, followed by the Wildlife Division (15 vacancies) and the Fish Division (six vacancies). Many of the vacancies in the Wildlife and Fish Divisions are in the crucial wildlife biologist classifications.

Table 1
Staff Allocation
July 1, 1992

<u>Division</u>	<u>Positions</u> <u>Authorized</u>	<u>Positions</u> <u>Established</u>	<u>Employed</u>	<u>Vacancies</u>
Administration	7	7	6	1 (14%)
Administrative Services (Boating, Data Processing, Finance)	38	35	32	3 (8%)
Fish	72	73	67	6 (8%)
Lands and Engineering	14	14	12	2 (14%)
Law Enforcement	199	199	168	31 (16%)
Planning, Policy and Environmental Services	11	11	10	1 (9%)
Public Relations and Resource Education	21	19	18	1 (5%)
Wildlife	82	77	62	15 (19%)
Totals	444	435	375	60

The agency's efforts to fill vacancies have been hampered by the lack of funds. The situation has been made more difficult because of the large number of senior staff who took early retirement in the fall of 1992. Of the 48 individuals eligible, thirty-two retired. The Law Enforcement Division was disproportionately affected by early retirement. Of the 19 persons eligible, 14 took early retirement, many of these were in management positions, including the colonel, four lieutenants and five sergeants.

D. Department Finances

1. Revenues

The Department relies primarily on the proceeds from the sale of 1.5 million hunting and fishing licenses and 28,000 permits to finance its activities. These sales constitute approximately 70-75 percent of the \$25 million in revenue received by the Department. The agency also receives supplemental funding from such sources as federal matching grants, boat registration and titling fees, proceeds from the sale of publications,

contributions, and a small amount of general fund moneys for special projects, such as the fish passageway program. For FY 1992, the amount of revenue generated by the various sources is depicted in the following table:

Table 2
FY 1992 Department Revenues

<u>Sources of Revenue</u>	<u>(In Millions)</u>
Hunting and fishing licenses	\$ 15.5
Federal grants (Pittman-Robertson, Wallop-Breaux, and Biaggi)	6.2
Boat registration and titling	1.7
Donations, publications, and commodities	<u>1.6</u>
Total revenue	\$ 25.0

The revenue from these sources is deposited into one of two special funds. The Game Protection Fund (Va. Code § 29.1-101) includes not only revenue from license fees but contains three dedicated subfund categories: (i) the "nongame cash fund" consisting of revenues from tax refund checkoffs, (ii) the motorboat safety fund consisting of revenues generated from motorboat registration and watercraft titling, and (iii) federal grant funds. The second fund, the Lifetime Hunting and Fishing Endowment Fund (Va. Code § 29.1-101.1) consists of the proceeds from the sale of resident and nonresident lifetime hunting and fishing licenses, as well as any gifts, grants, or contributions which are designated for inclusion in this fund. Moneys from this fund may be expended solely for administration of the lifetime hunting and fishing program and for support of the Department's wildlife conservation programs.

2. Expenditures

Because it receives only a small amount of state general funds, the Department's expenditures are limited by the revenue generated from the sources identified in Table 2. Based upon its June 1992 Financial Report, the agency's expenses for fiscal year 1992 totalled \$23.8 million. The breakdown by major activity is as follows:

Table 3
FY 1992 Department Expenditures

<u>Major Activity</u>	<u>(In Millions)</u>
Law Enforcement	\$ 8.3
Inland Fish Management	4.3
Wildlife Management	3.8
Administration	1.7
Information, Education and Public Affairs	1.7
Capital Construction and Improvement	1.6
Engineering and Land Acquisition	1.1
Environmental Services	.7
Boating Safety	<u>.6</u>
Total expenditures	\$ 23.8

In developing its budget and projecting expenses, the Department has attempted to correlate expenses with cash flow. Due to the seasonal nature of the agency's revenue sources, there is no consistent cash flow to finance agency operations. The Department typically receives the greatest amount of revenue during the fall hunting season (October through December). In order to ensure that funds are available during July, August, and September, when revenues do not meet expenditures, the agency has incorporated into its budget a cash reserve fund of more than one million dollars. The need for such a reserve became apparent in 1991 when the Department had to borrow \$700,000 from the state treasury to cover end-of-the-year expenses.

III. SUBCOMMITTEE DELIBERATIONS

Because of the technical nature of a management study, the subcommittee sought the assistance of the Auditor of Public Accounts, Mr. Walt Kucharski, and Dr. Deborah Roberts of the Center for Public Service at the University of Virginia. The Auditor, his staff and Dr. Roberts were requested by the joint subcommittee to conduct an organizational analysis of the agency, with the study design/plan reviewed and approved by the subcommittee. The agency was asked to respond to the findings and conclusions of the Auditor and Dr. Roberts. After reviewing the results of the study and the agency's response, the subcommittee made its final recommendations to the 1993 Session of the General Assembly. The subcommittee held three meetings. At its initial meeting in July 1992, it reviewed and approved the study design/plan proposed by the Auditor and Dr. Roberts. The subcommittee received an interim report from the evaluators in October. In January 1993, the subcommittee, meeting jointly with the Joint Subcommittee Studying the Long Range Financial Status of the Game Protection Fund, received the Auditor's report and the agency's response. A summary of the Auditor's report appears as Appendix C.¹⁵

A. Study Design/Workplan

The subcommittee requested the Auditor of Public Accounts and Dr. Deborah Roberts to conduct a study which examined five general areas:

1. The statutory mandates established by the Code of Virginia and how the Department has adopted these mandates in its mission statement and strategic plan;
2. Whether the Department's organizational structure provides the means to deliver required services and measure program delivery;
3. Whether the internal staffing methods adequately allocate staffing between administrative and program functions for both the Department and the divisions;

¹⁵The auditors complete report, entitled Department of Game and Inland Fisheries Management Study, which includes the agency's response, is available in limited numbers from the Auditor of Public Accounts and the Division of Legislative Services.

4. Whether the Department's budgeting and accounting processes appropriately allocate resources and track their usage; and
5. Whether the Department has an adequate planning mechanism to provide information about changing needs.

The Auditor analyzed the first four areas, concentrating on the internal workings of the agency. In looking at the issues surrounding the effectiveness of the Department's management structure, the Auditor engaged in the following activities:

- Structured interviews of 108 persons (25 percent of the agency's staff). The sample consisted of 102 randomly selected employees and six of the seven division chiefs. The interview focused on the agency's mission and programs, management practices, organizational structure, staffing, performance measures and personnel practices.
- Site visits (made in conjunction with the structured interviews) to each of the five regional offices and six of the nine hatcheries.
- Interviews with several Board members regarding their oversight role, constituent contact and the agency's focus.
- Discussion with other state agencies to compare similar programs and budgeting processes. Agencies contacted included the Departments of Conservation and Recreation, Motor Vehicles, Historic Resources, and Agriculture and Consumer Services, and the Virginia Marine Resources Commission, the State Water Control Board, and the Department of State Police.
- Data comparison with game and fish agencies of 10 other states (Georgia, Kentucky, Louisiana, Maryland, New Jersey, North Carolina, Pennsylvania, South Carolina, Tennessee, and West Virginia). A comparative analysis was performed of legislative mandates, agency activities, organizational structure, budgeting process, fee structure, and performance measures.
- Review of documents such as the Code of Virginia, previous management studies of the agency, and comparative statistical studies of game and fish agencies.

Dr. Roberts was responsible for determining whether the Department has a planning capability which will provide information about changing needs. Her approach was future oriented, looking at what external factors would affect the work of the Department. In assessing the agency's planning capacity and ability to adopt to change, this portion of the study sought answers to the following questions:

- In the near future, what will be the major issues facing the Department? Is the Department effectively positioned to respond? How can accountability and adaptability be improved?
- What are the external relationships between the Department and state, local and federal agencies, and constituent and interest groups?

- How can the Department's strategic planning process and strategic management be improved?
- Should policymakers consider making statutory changes affecting wildlife conservation and environmental management (e.g., an environmental impact analysis and a wildlife data base)?

Although Dr. Roberts' approach included interviews of agency personnel, Board members, representatives of outside agencies, and members of various constituent groups and interests groups, her analysis depended, to a great extent, on the data generated by the Auditor's study. Because Dr. Roberts was unable to complete her assessment of the agency's planning function in time for the subcommittee's final meeting, it will be submitted under separate cover.

B. Auditor's Findings and Recommendations

The Auditor's management study made 46 recommendations in the areas of statutory mandates and mission statement, resource allocations, organization, staffing methods, information systems, and policies and procedures. What follows is a summary of the Auditor's findings, as presented in testimony before the subcommittee, and a number of significant recommendations in each of six areas.

1. Statutory Mandates and Mission Statement

Perhaps, the most fundamental issue was whether the agency, with its limited resources, was fulfilling its statutory mandates and mission, as established by the legislature, or was it engaging in discretionary activities which were not mandated or essential to carrying out its mission? To identify the Department's statutory mandates set by the Code of Virginia and how the Department had adopted these mandates in its mission statement and strategic plan, the Auditor: (i) reviewed the Code of Virginia for mandates affecting the Department; (ii) compared the Department's programs and activities to the statutory mandates, mission statement and strategic plan; (iii) evaluated the mission statement and strategic plan; and (iv) evaluated program activities in comparison with other state agencies for improvements in the efficiency or effectiveness of those programs. The Auditor did not find any Code of Virginia mandates that the Department was not following or activities that did not fall within the agency's statutory mandates. However, the study found activities that overlapped with other agencies and opportunities to improve the state's efficiency and effectiveness in conducting such activities.

The mission statement and strategic plan provided detailed direction for staff to carry out the Department's program activities. The primary purpose of implementing a strategic plan was to convert objectives and strategies into results. While the Board and agency management had done a commendable job in developing a representative and easily understood mission statement, according to the Auditor's study, the mission statement and strategic plan were limited in their effectiveness because the Department did not (i) consider funding in setting deadlines to complete the plan, (ii) establish a formal system to review and monitor

the Department's programs, and (iii) establish an evaluation system to measure the performance of its programs and activities. To address these shortcomings the Auditor recommended that the Board and Department:

- Include informational and educational services as part of the mission statement.
- Incorporate specific objectives and strategies related to its accounting, information systems, and boat registration and titling responsibilities.
- Set realistic deadlines for goals, objectives and strategies.
- Establish a formal system to review and monitor the progress in accomplishing its strategic plan.
- Establish an evaluation system to measure the performance of its programs and activities.

2. Resource Allocation

To evaluate the Department's resource allocation methods, the study team conducted an analysis of the Department's major funding sources and how the Department allocates these resources to its program activities. In their analysis, the audit team: (i) reviewed the Code and determined whether the agency was collecting all mandated fees; (ii) considered the budgeting process of other state agencies; (iii) reviewed the budgeting processes and fee structures of game and fish agencies of other states; (iv) evaluated the adequacy of subscription revenues to cover the Virginia Wildlife magazine costs; (v) evaluated the adequacy of license and permit fees to cover the costs of issuing the licenses and permits; and (vi) allocated all agency indirect costs to major program activities to determine if activities were self supporting.

The Auditor informed the subcommittee that, although fish and wildlife programs provide over 88 percent of the Department's revenues, these activities received only 72 percent of the funds. Several programs did not provide sufficient funding to cover their costs, relying on funding from other programs. For example, for fiscal year 1993, the Department forecasted boat-related funding to be approximately \$1.7 million from four sources: boat registration, titling, watercraft dealer licenses, and federal grants. However, boating activities would require \$4.3 million to cover all direct and indirect boating expenses, resulting in a \$2.6 million shortfall. Among the boating activities which have had to be subsidized by revenue from other program sources are boat ramp maintenance and development (\$1.1 million) and enforcement of boating laws (\$963,000).

There were several other areas for which current fees did not support current programs. While all licenses had a fee, 16 of the 36 permits were issued at no cost to the permittee. In fiscal year 1992, the Department published the Virginia Wildlife Magazine at a cost of \$503,000 for which it received \$225,000 in subscription revenue. The Game Protection Fund absorbed the additional costs.

To deal with revenue shortfalls, the Auditor recommended:

- The General Assembly may wish to consider setting fees for permits. Such fees would include both direct and indirect costs.
- The General Assembly may wish to consider whether the Department should continue to provide its current level of service for boating activities if registration, titling, and watercraft dealer fees are not increased to cover direct and indirect costs associated with the operation of its boating activities.
- The Departments of Game and Inland Fisheries and of Motor Vehicles should create a joint task force to study whether DMV should administer boat registration and titling.
- The Department should increase subscription rates for the Virginia Wildlife magazine.

3. Organizational Structure

The Auditor's study team performed a functional analysis of the Department using the mission statement and strategic plan. This involved (i) a review of the structure and divisional responsibilities to determine whether the structure and program allocation provide an efficient and effective means to carry out agency activities, (ii) evaluation of the organizational structure from a department perspective and for each division, (iii) a review of the structures and divisional responsibilities of the game and fish division of eight other states, (iv) analysis of the results of 108 employee interviews, and (v) evaluation of the Department's three major mandated programs: wildlife, fish, and boating. Based on the review of the statutory mandates, mission statement, and strategic plan, the Auditor found that the current organizational structure (see Appendix D) does not reflect the agency's strategic plan. The administrative programs are currently distributed throughout the Department. In addition, the structure reflects the agency's traditional mission and not the future demands and needs of the organization, its constituents or environmental resources. The Auditor proposed an organizational structure (see Appendix D) in which common activities are grouped in a manner to more effectively meet the needs of the Department's programs. He suggested that the proposed changes, which include a reduction in the number of divisions from seven to four, would result in an agency which is organized by function.

Several of the specific changes recommended include:

- Agency activities should be divided into field operations and support divisions. An assistant executive director would oversee each area. The assistant executive director for Field Operations would oversee program activities related to species and habitat management and law enforcement. The assistant executive director for Support Services would administer program activities related to planning and budgeting, public relations and administrative support. Having two assistant directors would help alleviate the current communications and coordination problems.

- Planning, policy and budget functions should be consolidated into one section. This section would coordinate and oversee the development of the annual budget as well as monitor the agency's strategic planning effort. Those charged with the policy function would serve a legislative liaison role, thereby enhancing the information flow between the agency, General Assembly, Governor's office, constituency groups and other states. The policy unit would also review and analyze the impact of potential legislation on the agency and its programs.
- The activities related to management of fish and wildlife species should be consolidated into one division. The management of fish and wildlife would no longer focus on singular species but rather on the management of all species and their habitat in a given area.
- The Human Resources Section should be moved from the Executive Director's office to Administrative Services. This section would provide information to the various divisions regarding pay classification, recruitment, termination and promotional practices. Currently, as part of the Executive Director's office, the personnel function performs an oversight function, rather than a support function. Agency staff perceive the Personnel Section as controlling the activities of the other divisions rather than providing guidance.
- The Department should create an Information Systems Section within the Administrative Services Division. Systems of the future will be integrated, linking an organization's personal computers and the primary computer. To achieve the planning and coordination required to build such systems, the Department should consolidate activities currently performed by the Data Processing and Planning Sections into a single section, under the leadership of a data processing manager.
- The General Assembly may wish to consolidate the natural heritage activities of the Departments of Agriculture and Consumer Services, Conservation and Recreation, and Game and Inland Fisheries. The Department of Game and Inland Fisheries' efforts may duplicate those undertaken by these other two agencies. Game and Inland Fisheries maintains information on all animal species, while Conservation and Recreation keeps information on threatened, endangered, and rare animal species and Agriculture and Consumer Services maintains topographical maps and data on threatened or endangered insects and plants.

4. Staffing Methods

One of the questions raised by the authorizing resolution was whether the Department's staffing methods adequately allocate personnel between administrative and program functions. In order to make such a determination, the Auditor (i) evaluated staffing allocations, vacancies, and management positions in each division; (ii) analyzed the current organizational structure to determine effective and efficient use of positions; and (iii) evaluated the responses of the 108 interviewees regarding staffing, allocations, agency personnel needs and Department morale. The Auditor's review found that the Department did not have a

method to determine how best to allocate staff which would take into account current and future availability of funds and the requirements necessary to support programs and services. The Department's maximum employment level and the number of established positions had increased without an increase in the Department's funding resources. Currently, the agency does not have funding to support the maximum assigned manpower level. From 1988 to 1992, the Department's number of established positions increased from 392 to 435. However, over the past four years, the newly established positions were not filled and the number of vacancies increased from 23 to 60. Most of these vacancies resulted primarily from a lack of funds. Therefore, the Auditor recommended:

- The Department should develop and implement a strategy to determine staffing allocations. Staff levels should be established by evaluating the availability of funding and determining the requirements to support programs and services.
- The maximum manpower level of 444 should be reduced to reflect the agency's funding resources, and positions should be reassigned among the divisions in conformity with the agency's strategic plan and budget priorities.

As part of its analysis of agency staffing patterns, the audit team looked at the allocation of management positions, program positions, and clerical positions. Despite the perception by many of the 108 employees interviewed, who felt that the agency was "top heavy" and needed less management, the Auditor found that the allocation of management positions among divisions was reasonable. However, this perception was a problem which could be dealt with by communicating to employees the rationale for the increase in administrative positions. The Auditor informed the subcommittee that this perception exists partially due to the creation of the Planning, Policy and Evaluation Services Division and the expansion of the Administrative Services Division. Additional administrative positions were created in each of these divisions in response to issues identified in previous management studies and audits.

5. Information Systems

To evaluate the Department's informational systems needs, the Auditor (i) interviewed agency personnel; (ii) examined existing hardware, software and system applications; (iii) evaluated the agency's information and systems planning and development processes; and (iv) evaluated the time and effort reporting system. The Auditor found that the Department had no long-range information systems plan that described the future of the Department's information system. According to the Auditor, the agency's new time and effort reporting system was an example of a system being developed without the proper planning. The Department (i) did not fully document the system requirements before beginning development, (ii) tested the system agency wide while it still had major flaws, and (iii) completed the project without assigning responsibility for operation of the system to a specific section. The Auditor indicated that since there is no long-range plan for information systems, computing was fragmented and inefficient. He concluded that

the agency's plans were either short-term responses to immediate needs or vague goals to be accomplished sometime in the future and recommended that the Department:

- Develop a long-range information systems plan that would comprehensively describe the system and the related computer and network requirements;
- Begin the process of replacing the System 36 computer;
- Begin building a communications network that would connect all of its personal computers with each other and with the primary computer;
- Determine the systems development resources needed to build and maintain the systems envisioned in its long-range plan. The Department should commit these resources to accomplish its plan; and
- Require all systems to be properly documented. New systems should not be placed into production until proper systems and user documentation are finished. Existing systems should be documented as time permits, beginning with those systems that are the most critical and that are expected to have the longest useful lives.

6. Policies and Procedures

The Department has two types of policies: Board policies and regulations and Executive Director policies. The Code of Virginia (§ 29.1-103) authorizes the Board to appoint a Director, adopt resolutions, and promulgate regulations conferring upon the Director all powers, authorities and duties as the Board possesses and deems necessary or proper to carry out the legislative mandates. As a policy body the Board, under § 29.1-501, is authorized to promulgate regulations "pertaining to the hunting, taking, capture, killing, possessing, sale, purchase and transportation of any wild bird, wild animal, or inland water fish." Having adopted these regulations, the Board is to provide guidance on how these regulatory policies should be carried out. Section 29.1-107, in fact, requires that "all rules, resolutions, regulations, and policies adopted by the Board shall be reduced to writing for the Director, shall be public documents and shall be available to the public on request."

The Executive Director is charged with administering the day-to-day operations of the Department, and his policies should standardize operational procedures, including internal personnel issues. In its analysis of how the Board and Executive Director carry out their responsibilities and implement agency policies, the Auditor's study found that the Board has not formally addressed their expectations of the Executive Director. The Auditor recommended that this be done, and those expectations should detail what the Executive Director's relationship should be with the legislature, the Governor's office, and constituency groups.

One of the Executive Director's responsibilities is to see that all laws for the protection, propagation and preservation of game birds, game animals and fish in the inland waters are enforced (§ 29.1-109). He does this with an authorized staff of 199 law-enforcement officers, who not only enforce all rules and regulations of the Department relating to hunting, fishing and boating, but also are called upon to (i) enforce environmental laws and have full police power to enforce all laws of the Commonwealth and (ii) perform such nonenforcement activities as monitoring check stations, stocking fish and issuing kill permits in instances of property or crop damage. Because the agency has defined a role for game wardens which extends beyond their statutory law-enforcement function, the Auditor suggested that it may be appropriate for the Board to examine the law-enforcement role in the agency. Such an analysis, according to the Auditor, would detail the officers' current responsibilities and the role these officers should play in habitat and species management. The Board would then be better able to define the intended role of the Law Enforcement Division and incorporate it into the strategic plan. The Auditor suggested that, based on the Board's findings, the General Assembly may also wish to decide whether it is still appropriate for the Department's law-enforcement officers to continue to enforce general and environmental laws, in addition to game and fish laws.

C. Agency's Response

The subcommittee afforded the Department an opportunity to respond to the Auditor's report. Mr. Bud Bristow, appearing on behalf of the Department and Board, presented a brief response to the Auditor's findings and recommendations. From the agency's perspective the most important words in the Auditor's report was that the Department was following the mandates of the Code, and the agency was not engaged in activities which "fall outside of the statutory mandates." Mr. Bristow indicated that the report's analysis focused on how things could be done better, and in that sense he welcomed and appreciated the report's findings and recommendations.

The report made 46 recommendations. The agency concurred entirely with 39 recommendations and with some aspects of the remaining seven. One of those with which the agency only partially concurred was recommendation 17 that called for a restructuring of the organization to better accomplish its mission and reflect its strategic plan. The agency agreed with a number of the suggested organizational changes, such as adding a second Assistant Executive Director, establishing new sections for such functions as marketing, information systems, and permits, and creating an Education and Training Section within the Law Enforcement Division. The recommendations to move or elevate the status of the Environmental Section and merge the Planning Section with the budgeting function could be accomplished when conditions are more favorable, according to agency officials. Agency officials did not agree with the recommendations to (i) merge the Fish and Wildlife Divisions, (ii) move the Personnel Section to the Administrative Services Division and the boating safety function to the Law Enforcement Division, and (iii) incorporate the Lands and Engineering Division as a section within Administrative Services Division. Their position was that each of these actions would require further study.

Because of the extensiveness of the agency's response to the Auditor's report, the subcommittee has provided an executive summary of the agency's positions on each recommendation, which appears as Appendix E of this report. The complete text of the agency's response is included as Appendix A of the Auditor's report entitled Department of Game and Inland Fisheries Management Study.

IV. FINDINGS AND RECOMMENDATIONS

Determining the effectiveness of the management structure of the Department of Game and Inland Fisheries was a technically complex task. The assistance provided by the Auditor of Public Accounts and his staff as well as Dr. Deborah Roberts was invaluable in developing a study design to measure organizational effectiveness. The subcommittee found that the Auditor's report provided an accurate description of the Department of Game and Inland Fisheries' current management structure and how it functions, and contained many suggestions which will improve the effectiveness and efficiency of the agency's operations. Agency managers and members of the Board appeared to share this view as evidenced by their concurrence with 39 of the Auditor's 46 recommendations.

A primary concern of the subcommittee was whether the agency was fulfilling its legislative mandates or engaging in a variety of discretionary activities unrelated to its fundamental mission. This was a crucial issue because of the limited amount of resources available to the agency to carry out its programs and the need to assure constituents that their money is being spent on appropriate activities. The subcommittee was satisfied that the agency was carrying out those responsibilities established by the legislature. However, absent an agency system of accountability, it was difficult to assess how effective the Department had been in meeting its statutory mandates. As the Auditor specifically noted in his report to the subcommittee, "[t]he Department has not established standard and consistent methods to measure performance of agency programs and activities nor does it have an effective evaluation system."¹⁶ Such an evaluation system "will help the Department justify program activities, maximize the use of limited funds, and become more effective in advocating wildlife resources."¹⁷

The subcommittee recommended two measures for consideration during the 1993 Session of the General Assembly. The first of these was aimed at addressing what was identified by the Auditor and Dr. Roberts as a decrease in morale at the staff level. Much of the problem is attributable to what staff perceived as the inconsistent application of procedures for hiring and promoting personnel. Thirty-nine percent of those interviewed by the audit team indicated the agency's promotional practices were a factor in the decline in morale. A majority (63 percent) was dissatisfied with promotional practices, and 48 percent were not satisfied with the agency's hiring practices. Although the Auditor's review of the Personnel Section's policies and practices found no indication of improper recruitment and selection procedures, the perception exists that management is inconsistent in its

¹⁶ Department of Game and Inland Fisheries Management Study, p. 26.

¹⁷ Ibid., p. 27.

application of personnel policies. There needs to be better communication between management and staff regarding personnel policies, especially in those instances where there may be a deviation from the usual procedures. In the absence of such communication, as the Auditor noted, "perceptions can create an environment as bad as if a situation really existed."

As a partial response to employees' concerns regarding agency personnel procedures, especially in the area of promotion practices, the subcommittee recommends:

- **That the General Assembly enact legislation that allows the Department of Game and Inland Fisheries to promote from within for all law-enforcement positions through the rank of lieutenant.¹⁸ (Appendix F).**

Such a policy, which is similar to that adopted for the Virginia State Police, would afford game wardens greater opportunities for advancement within the agency.

The subcommittee's second recommendation is in the area of resource allocation for boating activities. Boating activities generate \$1.7 million in revenue; however, the direct and indirect costs of such activity is \$4.3, resulting in a program deficit of \$2.6 million. Short of increasing registration, titling and watercraft dealer fees to cover the full costs (direct and indirect) of the boating activities, the agency faces a limited number of financing options. One approach, recommended by the Auditor and supported by the subcommittee, is to consider whether the Department should continue to be the agency to process all the boat registration and watercraft dealer licenses. This currently costs the agency in excess of \$631,000 annually.

The State has two systems of titling and registration, one for boats and the other for motor vehicles. In the past the Department has discussed with DMV the feasibility of establishing a unified registration and titling system administered by DMV. The Auditor, in his study, reported that DMV was developing a new registration and accounting system which could process boat titles and registration if some modifications in the system were made. Therefore, the subcommittee recommends:

- **That a joint resolution be introduced during the 1993 Session of the General Assembly requesting the Department of Motor Vehicles and the Department of Game and Inland Fisheries to study whether DMV should administer the boat registration and titling program.¹⁹ (Appendix G).**

In conducting their study the agencies should respond to the following questions:

- What will be the costs to change the program(s)?

¹⁸ This legislation was introduced during the 1993 Session but was withdrawn in committee.

¹⁹ This resolution was introduced and passed during the 1993 Session.

- What program or fee structure changes will be necessary to make the boat program compatible with programs administered by DMV?
- What changes will be required in the Code of Virginia?
- What benefits or detriments would there be, if any, to boaters?

Respectfully submitted,

Delegate Raymond R. Guest, Jr.
Senator Frank W. Nolen
Delegate Glenn R. Croshaw
Delegate Watkins M. Abbitt, Jr.
Senator Malfourd W. Trumbo

APPENDICES

APPENDIX A
1992 SESSION

LD4319256

HOUSE JOINT RESOLUTION NO. 191
AMENDMENT IN THE NATURE OF A SUBSTITUTE
(Proposed by the Senate Committee on Rules
on March 2, 1992)

(Patron Prior to Substitute—Delegate Guest)

Establishing a joint subcommittee to study the effectiveness of the management structure of the Department of Game and Inland Fisheries.

WHEREAS, the Department of Game and Inland Fisheries is charged with conservation and management of Virginia's wildlife and inland fisheries; and

WHEREAS, the Department receives no general fund moneys, relying solely on the proceeds from the sale of licenses and permits and federal matching funds for the operation of the Department; and

WHEREAS, because of changing attitudes, conditions and demands, revenues generated from the sale of licenses and permits continue to decrease; and

WHEREAS, according to the Department, the net available revenues from fiscal year 1991-1992 is \$25 million, while identified needs total \$32.5 million, resulting in \$7.5 million in unfunded needs; and

WHEREAS, a joint subcommittee concerned with the ability of the Department to continue to provide essential services has been looking into the long-range financial status of the Game Protection Fund; and

WHEREAS, before additional revenue-producing measures are implemented, consideration should be given to the extent to which the organizational structure of the Department provides for the effective delivery of services; now, therefore, be it

RESOLVED by the House of Delegates, the Senate concurring, That a joint subcommittee be established to study the effectiveness of the management structure of the Department of Game and Inland Fisheries. As part of the study, the joint subcommittee shall determine whether (i) the current structure of the Department allows for the most cost-effective and efficient delivery of services, (ii) the ratio of management and support staff compared to the number of technical and law-enforcement personnel is appropriate in light of the agency's mission, and (iii) the organizational structure reflects the agency's priorities. The Auditor of Public Accounts, the Center for Public Service at the University of Virginia, and the Department of Game and Inland Fisheries are requested to cooperate with the joint subcommittee and, upon request, assist the joint subcommittee in the performance of its duties and responsibilities.

The joint subcommittee shall be composed of five members as follows: three members from the House of Delegates to be appointed by the Speaker of the House and two members of the Senate to be appointed by the Senate Committee on Privileges and Elections.

The joint subcommittee shall complete its work and submit its recommendations to the 1993 Session of the General Assembly as provided in the procedures of the Division of Legislative Automated Systems for the processing of legislative documents.

The indirect costs of this study are estimated to be \$10,860; the direct costs of this study shall not exceed \$3,600. The Clerk of the House of Delegates shall send a copy of this resolution to the Director of the Center for Public Service and the Auditor of Public Accounts.

Implementation of this resolution is subject to subsequent approval and certification by the Joint Rules Committee. The Committee may withhold expenditures or delay the period for the conduct of the study.

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APPENDIX B

DEPARTMENT
OF
GAME AND INLAND FISHERIES



STRATEGIC GOALS AND OBJECTIVES

FOREWORD

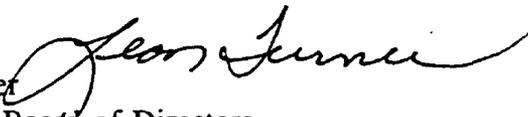
To: *The Employees of the Department of Game and Inland Fisheries*

This document represents the work of every individual employed by the Department of Game and Inland Fisheries. It reflects your efforts to evaluate the current conditions affecting the fish and wildlife resources of the Commonwealth. This process started in 1990 with the development of a concise mission statement by our Board of Directors. The mission statement was developed during a two day workshop in which the Directors explored the purpose of the agency. This mission statement served as the context for staff, in the fall of 1991, to develop the goals, objectives and strategies to guide the activities of the agency in the coming years.

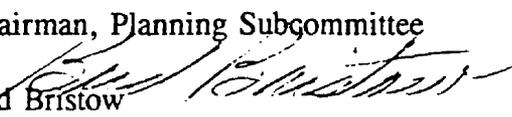
This strategic document presents the collective decisions of the Board of Directors and you, the employees, on what activities the Department should be pursuing and how to accomplish them. It serves as a guidance document for each employee as you engage in your daily activities. The strategies will guide and direct the allocation of resources through the budget process and will be periodically evaluated to determine their progression toward completeness and cost. The objectives and strategies will be reviewed periodically to evaluate their appropriateness and desirability given changing circumstances affecting the agency.

The development of a strategic planning document does not mean the job is done. On the contrary, the document merely presents the current thinking on what should be done. It is the responsibility of each employee to work towards completing the work outlined in the document and to be constantly vigilant in identifying new opportunities or threats which should be addressed. This document merely communicates the planned management of the agency in the near future. As the first step, this document states what the agency will be doing. Questions of: 'Are these activities getting done?'; 'What is being accomplished by doing these activities?'; 'What should be done in the future?'; will be addressed in an ongoing, continuous process of managing the Department of Game and Inland Fisheries.

Please take the time to read and become familiar with this strategic plan. As a guidance document, it should influence all your activities with the Department. Working together for a common vision of the future, we can have the greatest positive impact on the fish and wildlife resources of the Commonwealth of Virginia.


Leon Turner
Chairman, Board of Directors


Leon McFillen
Chairman, Planning Subcommittee


Bud Bristow
Director, Department of Game and Inland Fisheries

DEPARTMENT OF GAME AND INLAND FISHERIES

MISSION STATEMENT

TO MANAGE VIRGINIA'S WILDLIFE AND INLAND FISH TO MAINTAIN OPTIMUM POPULATIONS OF ALL SPECIES TO SERVE THE NEEDS OF THE COMMONWEALTH;

TO PROVIDE OPPORTUNITY FOR ALL TO ENJOY WILDLIFE, INLAND FISH, BOATING AND RELATED OUTDOOR RECREATION;

TO PROMOTE SAFETY FOR PERSONS AND PROPERTY IN CONNECTION WITH BOATING, HUNTING AND FISHING.

MAJOR ISSUES OF BOARD OF DIRECTORS

Open Space:

The amount of open space available for hunting, fishing and other wildlife associated recreation and benefits is decreasing.

Funding:

Projections of revenue from existing sources suggest an inability of traditional funds to meet the increasing demands for programs and services from the agency.

Attitudes Towards Traditional Hunting and Fishing:

The public attitudes towards traditional hunting and fishing activities are changing. Changes in the nation's social structure are resulting in changes in the ways people spend their leisure time. A decreasing proportion of the population is participating in hunting each year whereas the proportion of individuals participating in fishing remains stable.

Environmental Quality:

The quality and quantity of environs needed by fish and wildlife is deteriorating. This directly affects the quality and quantity of recreational opportunities to enjoy hunting, fishing or other wildlife associated recreational activities. The existence of some species is directly jeopardized.

DEPARTMENT OF GAME AND INLAND FISHERIES

GOALS

PROVIDE FOR OPTIMUM POPULATIONS AND DIVERSITY OF WILDLIFE SPECIES AND HABITATS.

ENHANCE OPPORTUNITIES FOR ENJOYMENT OF WILDLIFE, BOATING AND RELATED OUTDOOR RECREATION.

IMPROVE UNDERSTANDING AND APPRECIATION OF THE IMPORTANCE OF WILDLIFE AND ITS HABITAT.

PROMOTE SAFE AND ETHICAL CONDUCT IN THE ENJOYMENT OF BOATING, WILDLIFE, AND RELATED OUTDOOR RECREATION.

IMPROVE AGENCY FUNDING AND OTHER RESOURCES AND THE MANAGEMENT AND EFFECTIVENESS OF ALL RESOURCES AND OPERATIONS.

DEPARTMENT OF GAME AND INLAND FISHERIES

GOALS, OBJECTIVES AND STRATEGIES

1.00.00 GOAL: PROVIDE FOR OPTIMUM POPULATIONS AND DIVERSITY OF WILDLIFE SPECIES AND HABITATS.

1.01.00 Objective: TO ESTABLISH A COMPREHENSIVE WILDLIFE MANAGEMENT PLAN FOR VIRGINIA'S WILDLIFE POPULATIONS AND HABITATS.

Strategies:

1.01.01 Guidelines for the development of a comprehensive wildlife management plan will be coordinated by Policy, Planning and Environmental Services Division, in cooperation with other Divisions, by 4/2/92.

1.01.02 Preparation of individual components of the plan including assessment of needs, development of issues, and implementation schedules will be directed by management staff by established due dates.

1.02.00 Objective: TO INVENTORY AND MANAGE WILDLIFE POPULATIONS AND HABITATS.

1.02.01 Recovery plans will be developed for 100% of state threatened and endangered species, with recovery plans for at least 50% of species initiated by Fisheries and Wildlife Divisions, with assistance from other Divisions, by 6/30/94.

1.02.02 Conservation plans will be developed by Fisheries and Wildlife Divisions, with assistance from other Divisions, which address the needs of species on the list of Special Concern to insure their populations do not continue to decrease by 6/30/94.

1.02.03 Current inventory data will be maintained on wildlife populations and habitats by Wildlife, Fisheries, and Policy, Planning and Environmental Services Divisions through 6/30/96.

- 1.02.04 The development and classification of penalties of Fish and Wildlife laws and regulations shall be coordinated by Fisheries, Wildlife, and Law Divisions, in conjunction with other Divisions, through 6/30/96.
- 1.02.05 Habitat improvement programs will be developed, implemented and conducted on public and private lands and waters throughout the Commonwealth by Wildlife, Fisheries and Policy, Planning and Environmental Services Divisions through 6/30/96.
- 1.02.06 Wildlife populations will be managed and enhanced by Wildlife, Fisheries, and Law Enforcement Divisions, with support from other Divisions, through 6/30/96.
- 1.02.07 Critical habitats, species, and populations will be identified by Fisheries, Wildlife, Law Enforcement and Policy, Planning and Environmental Services through 6/30/96.

1.03.00 Objective: TO ESTABLISH AN AGENCY-WIDE PROACTIVE ENVIRONMENTAL PROTECTION AND MONITORING PROGRAM.

Strategies:

- 1.03.01 Coordination procedures for agency review and monitoring of environmental issues and impacts will be developed by Policy, Planning and Environmental Services, in cooperation with other Divisions, by 12/31/91.
- 1.03.02 Proposed projects and developments will be assessed, reviewed, and comments prepared on impacts, in accordance with the coordination procedures outlined above, by Policy, Planning and Environmental Services, through 6/30/96.
- 1.03.03 Agency policy regarding environmental issues will be developed and coordinated by Policy, Planning and Environmental Services through 6/30/96.
- 1.03.04 Methods/procedures for establishing contacts and providing information on wildlife species and habitats to local, state and federal agencies will be established by Division Chiefs through 6/30/96.
- 1.03.05 Procedures for capturing and monitoring long term data regarding the condition of populations and habitats will be implemented by Policy, Planning and Environmental Services, Wildlife, and Fisheries through 6/30/96.

1.03.06 Environmental concerns and research needs will be identified and addressed by Wildlife, Fisheries, Law Enforcement, and Policy, Planning and Environmental Services Divisions through coordination with state and Federal agencies, and private interests, through 6/30/96.

1.04.00 Objective: TO PROMOTE UNDERSTANDING OF AND COMPLIANCE WITH WILDLIFE AND ENVIRONMENTAL LAWS AND REGULATIONS.

Strategies:

1.04.01 Techniques for measuring compliance with laws and regulations will be developed by Law Division, in conjunction with other Divisions, by 6/30/92. Trends will be monitored by Law Division using those techniques through 6/30/96.

1.04.02 Fish, wildlife, and environmental laws and regulations shall be enforced by Law Division, in conjunction with other Divisions, through 6/30/96.

1.04.03 Recommended changes to simplify Fish and wildlife laws and regulations to increase public understanding and compliance will be provided by Law, Fisheries, Wildlife and Public Relations and Resource Education Divisions through 8/30/93, and annually thereafter.

1.04.04 Actions to improve public compliance of fish and wildlife laws and regulations through better understanding and appreciation of the laws and regulations will be developed and implemented by Public Relations and Resource Education, in conjunction with Fisheries, Wildlife and Law Divisions through 6/30/96.

1.05.00 Objective: PROMOTE JUDICIAL AWARENESS OF THE IMPORTANCE OF WILDLIFE, BOATING, AND ENVIRONMENTAL REGULATIONS.

Strategies:

1.05.01 Procedures and materials for educating the judiciary, Commonwealth's Attorneys, police, sheriff and other law enforcement organizations to the importance of wildlife, boating, and environmental laws and regulations will be developed by Law Division, in conjunction with other Divisions, by 6/30/93.

1.05.02 Procedures and materials for educating the public regarding the importance of adjudicating wildlife, boating and environmental laws and regulations will be developed by Law Division, in conjunction with other Divisions, by 6/30/93.

2.00.00 Goal: ENHANCE OPPORTUNITIES FOR ENJOYMENT OF WILDLIFE, BOATING AND RELATED OUTDOOR RECREATION.

2.01.00 Objective: TO PROVIDE WILDLIFE, BOATING, AND RELATED OUTDOOR RECREATION OPPORTUNITIES.

Strategies:

2.01.01 The supply, demand (current and potential) and need for wildlife and boating-related recreation by geographic region will be assessed by Policy, Planning and Environmental Services, in conjunction with the appropriate operating divisions, by 2/1/93.

2.01.02 Each division will incorporate the results from the assessment (2.01.01) into the operational and capital outlay plans through 6/30/96.

2.01.03 Physical access for people, including the disabled, for hunting, fishing, boating and related outdoor recreation in each region will be improved and increased by Lands and Engineering division, in conjunction with Wildlife, Fisheries and Law Divisions, through 6/30/94.

2.01.04 Open access to lands and waters of the Commonwealth for hunting, fishing, boating and related outdoor recreation in each region will be improved and increased by Wildlife, Fisheries and Law Divisions through 6/30/94.

2.02.00 Objective: TO INCREASE PUBLIC AWARENESS OF AVAILABLE WILDLIFE, BOATING, AND RELATED OUTDOOR RECREATION RESOURCES AND OPPORTUNITIES.

Strategies:

2.02.01 A marketing strategy to increase public awareness of available wildlife, boating and related outdoor recreation will be developed and implemented by Public Relations and Resource Education, in conjunction with the other divisions, by 12/31/93.

3.00.00 Goal: IMPROVE UNDERSTANDING AND APPRECIATION OF THE IMPORTANCE OF WILDLIFE AND ITS HABITAT.

3.01.00 Objective: TO INVOLVE PUBLIC IN PROGRAMS WHICH BENEFIT WILDLIFE.

Strategies:

3.01.01 A watchable wildlife areas program will be developed by Wildlife, Fisheries, Lands and Engineering, and Public Relations and Resource Education with implementation of at least one area by 9/30/95.

3.01.02 Procedures, policies, and techniques will be developed for the management of an agency-wide volunteer program by a committee led by Public Relations and Resource Education by 6/30/93.

3.02.00 Objective: IDENTIFY AND UTILIZE AVAILABLE RESOURCES WITHIN DEPARTMENT OF GAME AND INLAND FISHERIES AND OTHER AGENCIES TO PROMOTE WILDLIFE EDUCATION.

Strategies:

3.02.01 The needs and resources of each division for wildlife education programs will be provided by each division to Public Relations and Resource Education by 9/30/92.

3.02.02 Uniform training and informational materials for presenting wildlife education programs will be developed by Public Relations and Resource Education with the assistance of all divisions by 1/1/94.

3.02.03 Reference materials, describing what every employee should understand about agency programs, will be developed by Public Relations and Resource Education and Personnel using information provided by each division by 1/1/94.

3.02.04 A study of available and potential resources for joint educational programs involving other agencies and organizations will be conducted by Administration by 9/30/93.

3.03.00 Objective: TO INCREASE KNOWLEDGE AND UNDERSTANDING OF WILDLIFE FOR VIRGINIA'S YOUTH.

Strategies:

3.03.01 The effectiveness of the Department's youth education programs will be evaluated by Public Relations and Resource Education Division by 4/4/93.

3.03.02 Youth-oriented wildlife education materials will be produced and distributed by Public Relations and Resource Education Division through 6/30/96.

3.03.03 The emphasis on youth-oriented presentations will be increased by the Department through 6/30/96. (Emphasis on scouting, 4H, FFA, and other youth oriented groups or organizations.)

3.03.04 Workshop(s), personal meetings, or other communications to the methods instructors or other appropriate personnel of the Departments of Education at various colleges and universities throughout the state will be planned, developed, and conducted by Public Relations and Resource Education to encourage the inclusion of wildlife/environmental issues in their curricula by 8/30/93.

3.03.05 Youth programs and/or tours of Department lands and facilities will be organized and promoted by Fisheries, Wildlife, Public Relations and Resource Education and Law Divisions through 9/30/96.

3.04.00 Objective: TO EXPAND THE ACCESSIBILITY AND FORM(S) OF WILDLIFE RELATED INFORMATION.

Strategies:

3.04.01 A targeted public needs assessment concerning availability, need, and format of wildlife-related information will be conducted by Public Relations and Resource Education by 2/1/93.

3.04.02 The development and distribution of informational and regulatory materials on hunting, fishing, boating, and fish and wildlife management will be coordinated by Public Relations and Resource Education through 6/30/96.

3.04.03 The effectiveness of Virginia Wildlife magazine relative to the funds required for production will be determined by Public Relations and Resource Education. Actions will be recommended to Administration, and approved actions will be implemented, which would annually lessen the subsidy required through 6/30/96.

4.00.00 Goal: PROMOTE SAFE AND ETHICAL CONDUCT IN THE ENJOYMENT OF BOATING, WILDLIFE, AND RELATED OUTDOOR RECREATION.

4.01.00 Objective: TO PROMOTE UNDERSTANDING AND COMPLIANCE WITH THE LAWS AND REGULATIONS CONCERNING SAFE AND ETHICAL CONDUCT IN BOATING, WILDLIFE AND RELATED OUTDOOR RECREATION.

Strategies:

4.01.01 Enforcement and education activities will be conducted by Law division in response to public needs as determined by agency statistics and information gathered from localities and other state agencies involved in similar work through 6/30/96.

4.01.02 The current level of agency safety program course offerings will at least be maintained by Law and Public Relations and Resource Education through 6/30/96.

4.01.03 Public safety announcements will be developed and promoted by Law and Public Relations and Resource Education through 6/30/96.

4.01.04 A comprehensive review of the laws and regulations, including a list of the most common wildlife and boating violations will be coordinated by Law Division with Fisheries, Wildlife, Public Relations and Resource Education and Administrative Services (Boat) Divisions by 7/1/92. These laws and regulations will be interpreted with the intent of improving the public's understanding of those laws and regulations.

4.01.05 A public focus group will review the format and content of the current regulation pamphlets and prepare recommendations by 1/1/93. Public Relations and Resource Education will coordinate the focus group and implement appropriate recommendations by 7/1/93 to maximize understanding of these publications.

4.02.00 Objective: TO INCREASE THE PUBLIC'S EXPOSURE TO SAFE AND ETHICAL PRACTICES FOR OUTDOOR RELATED RECREATION.

Strategies:

4.02.01 An evaluation of the effectiveness of relevant programs will be conducted by Policy, Planning and Environmental Services Division in coordination with appropriate Divisions by 2/1/93.

4.02.02 All divisions, based on the information derived in 4.02.01, will develop and implement action and contingency plans for incorporation into annual budgets.

5.00.00 Goal: IMPROVE AGENCY FUNDING AND OTHER RESOURCES AND THE MANAGEMENT AND EFFECTIVENESS OF ALL RESOURCES AND OPERATIONS.

5.01.00 Objective: TO SUPPORT EMPLOYEE MORALE AND EFFECTIVENESS BY IMPROVING INTERNAL ORGANIZATION, COMMUNICATION, COOPERATION AND COORDINATION.

Strategies:

- 5.01.01 An employee team-building program which seeks employee input and which emphasizes a Departmental approach as opposed to a divisional or regional focus shall be coordinated by Public Relations and Resource Education, in conjunction with the Personnel Section, by 9/1/92.
- 5.01.02 Annual classification, compensation and organization studies will be conducted by Personnel Office according to priorities set by the Director with input from the Divisions Chiefs, in order to maintain agency organizational infrastructure.
- 5.01.03 A committee comprised of field and central office personnel shall be established by Administration and tasked with developing plans to maintain and improve internal agency communication by 12/31/91.
- 5.01.04 Regular meetings of all employees shall be instituted by Administration to facilitate information exchange by 12/31/91.
- 5.01.05 An agency plan to recognize employee achievement will be developed by Personnel Office in coordination with division chiefs, by 6/30/92.
- 5.01.06 Employees ideas and suggestions for ways to improve the agency effectiveness will regularly be solicited by all Division Chiefs through 6/30/96.
- 5.01.07 All staff will be encouraged to attend workshops and seminars needed to maintain or improve job proficiency.
- 5.01.08 Management training will be provided and attended by division chiefs, assistant chiefs, regional managers and other appropriate personnel by 3/31/93, and will routinely be presented to new managers within the first 4 months of their employment. Personnel, Policy, Planning and Environmental Services, and Public Relations and Resource Education will coordinate the provision of this training through 6/30/96.
- 5.01.09 Administration will seek to improve the agencies overall classification through appropriate channels by 3/31/92.

5.02.00 Objective: EXPAND FUNDING BASE AND OTHER RESOURCES NECESSARY TO ACCOMPLISH THE OVERALL MISSION OF THE AGENCY.

5.02.01 Partnerships and working relationships with community and corporate groups and organizations will be established by Administration, in coordination with all divisions, by 12/31/92.

5.02.02 An expansion of the fee structures and cost recovery mechanisms through with the Department receives revenues will be coordinated by Administration by 12/31/92.

5.02.03 Alternative fund revenues for appropriate Department programs will be identified, evaluated, and sought by Administration by 12/31/92.

5.03.00 Objective: TO IMPLEMENT THE STRATEGIC PLAN THROUGH OPERATIONAL PLANS AND THE BUDGET.

Strategies:

5.03.01 Data collection and reporting system(s) needed to monitor, evaluate and control agency resources in accordance with the strategic plan will be developed by Administrative Services and Policy, Planning and Environmental Services in coordination with all other divisions, by 6/30/92.

5.03.02 Implementation plans for the strategic plan will be developed by Policy, Planning and Environmental Services in coordination with management staff by 1/30/92.

5.04.00 Objective: TO MAINTAIN AGENCY'S PHYSICAL FACILITIES AND EQUIPMENT SO OBJECTIVES CAN BE MET.

Strategies:

5.04.01 The condition of agency facilities statewide will be assessed by Lands and Engineering in conjunction with all other divisions, and maintenance and capital improvement plans will be developed by 6/30/93.

5.04.02 Equipment replacement schedules for all equipment on the state inventory system (FAACS) shall be developed by all divisions by 6/30/92.

5.04.03 The agency will conduct detailed analysis of lease/buy options for all facilities and develop plans for procuring facilities whenever possible.

5.05.00 Objective: TO IMPROVE EXTERNAL COMMUNICATION.

Strategies:

5.05.01 The Director will ensure that the Board is provided with all necessary information and assistance and the Board shall communicate routinely with the General Assembly, Governor's Office and the Secretary of Natural Resources on agency-related matters and implementation of the plan through 6/30/96.

5.05.02 Agency staff shall be encouraged to utilize all available opportunities for communicating agency programs to other agencies and interested groups.

5.06.00 Objective: TO IMPROVE SERVICES TO CLIENTELE.

Strategies:

5.06.01 Licensing, registration/titling, and information services shall be expanded through the regional office framework by Administrative Services by 6/30/96.

5.06.02 Client satisfaction will be assessed through surveys conducted by Policy, Planning and Environmental Services in coordination with other divisions through 6/30/96.

5.06.03 Cooperation and services with license agents will be enhanced to insure their ability to provide quality service to our clientele by Administrative Services and other Divisions.

APPENDIX C

AUDITOR'S REPORT SUMMARY

In accordance with House Joint Resolution No. 191, we conducted a management study of the Department of Game and Inland Fisheries. Our study addressed four general areas:

1. How has the Department adopted its statutory mandates in its mission statement and strategic plan?
2. Does the Department's organizational structure provide for delivery of services and measure program delivery?
3. Are staffing methods adequate to allocate staff between administrative and program functions?
4. Does the Department's budgeting and accounting process appropriately allocate resources and track their usage?

House Joint Resolution No. 191 also sought to review if the Department has an adequate planning mechanism to provide for future changes. The University of Virginia's Center for Public Service will separately address this issue.

The following sections discuss the significant issues included in the report. The report chapters with the same section name provide the details of each issue and recommendation. The report includes other issues and recommendations not in this summary.

Mandates and Mission Statement

The Department's mission statement and strategic plan include all of its statutory mandates and has completion dates for critical objectives. However, in setting the dates, the Department did not consider its budgetary constraints. Also, the strategic plans should include needed administrative activities.

The Department collects significant volumes of information concerning its programs and inventories of species and habitats. This information provides operational data for daily and short-term monitoring. The Department has not incorporated this information into its strategic plan monitoring process. Further, the Department should use information that allows for setting and measuring plan and program objectives.

Recommendations:

- The Board and management should revise the strategy deadlines based on budget priorities that are reasonable and obtainable.
- The Board should establish a formal system to review and monitor the strategic plan and the Department's programs. This system should use data that reflects the Department's programs and is subject to measurement. The Board could use the wealth of information and inventories the Department now collects as a basis to select these measurements.

Resource Allocation

The Department's primary revenues come from licenses, fees and permits issued to hunters, anglers and boaters. The revenues from these groups should provide sufficient resources to pay for the activities the Department provides for each group. All Department activities are not self-supporting, and therefore, must rely on the revenue base of other groups.

The most significant shortfall occurs in boating with a \$2.6 million revenue shortfall. The present boating fees cover only about one-third of the costs of the boating activities. The Department incurs most of the cost for this activity in boat ramp maintenance and development and boating law enforcement. There are several other areas where current fees are not supporting their program costs.

Recommendations:

- The General Assembly may wish to consider whether the Department should continue to provide its current level of service for boating activities or consider increasing registration, titling and watercraft dealer fees to cover direct and indirect costs for operating its boating activities. The fees necessary to cover costs assume current levels of service and no inflation.

During these considerations, the General Assembly may wish to consider the future service needs of the public and the corresponding costs. They may also wish to consider whether boaters should repay the "hunters" funds for resources used in previous years.

Organizational Structure

The organizational structure reflects the evolution of the Department over the last 76 years. The comparison of the organizational structure to the Department's mission statement and strategic plan and a functional analysis of the primary programs disclosed the need for several organizational changes. The organizational changes reduce the divisions from seven to four, provide a functional organizational structure and redirect the activities of several divisions and sections.

Recommendations:

- The Department should restructure the organization to better reflect its adopted mission statement and strategic plan.

Staffing Methods

The Department's strategies and allocation of staffing levels requires significant review. The Department does not have the funding to support the maximum assigned manpower level. Further, the Department's methods of establishing and allocating positions among the divisions needs to consider both funding and the Department's total assigned manpower.

Recommendations:

- The Department should reduce its maximum manpower level to reflect its funding resources and reassign positions among the divisions considering its strategic plan and budget priorities.
- The Department should develop and implement a strategy to determine staffing allocations. This strategy should address each division's specific requirements and include input from each division in determining adequate staffing levels for the entire Department. Total staffing levels should be established by evaluating the availability of funding and determining the requirements to support programs and services.

Information Systems

The Department does not have an information system development and hardware acquisition plan. Funding restrictions and other budget priorities have limited the Department's ability to improve operations through automation.

Recommendations:

- The report includes several recommendations to improve the Department's system development planning, standardize development methods and consider means to expand automation in the organization.

Policies and Procedures

The Board has an effective means of communicating its policies and procedures to the public. Procedures for adopting regulations consider public input and concerns.

The Board has unique powers among most agencies of State government. These powers allow the Board to appoint the Executive Director and define his responsibilities for working with other executive branch agencies and within the Department. While the Board may not wish to detail the Executive Director's daily duties, a more formal level of expectation could improve the Department's operations. By formally addressing the Executive Director's duties, improvement in communication could occur with other government officials and within the Department.

The Board must address two public policy issues concerning the Department's operations. The Board must evaluate and clarify the Department's future focus and the constituency groups it will service. To effectively direct resources, management and staff must always understand who should receive their services.

Law enforcement is the largest user of resources and has the most personnel within the Department. Law enforcement staff usage and responsibilities will have the greatest effect on the Department's future use of resources and need to obtain those resources. The Board must review the future duties and responsibilities of law enforcement.

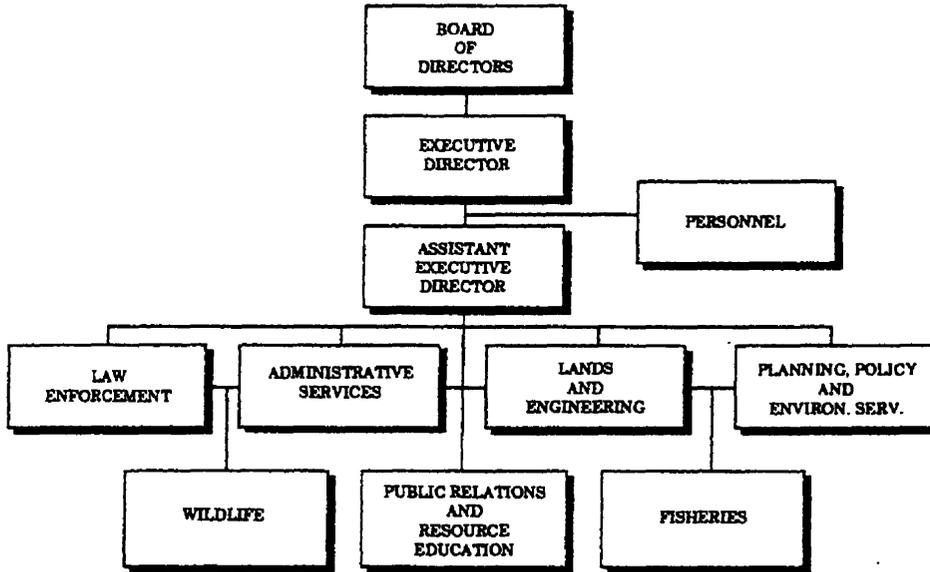
Recommendations:

- The Board should formally address the role of the Executive Director regarding what his relationship should be with the Board, legislature, constituents and Governor's Office. The Board should also state its expectations concerning communication and training within the Department.
- The Board needs to decide whether the Department will continue only its traditional role or broaden its habitat and species management focus and consider other constituency groups.
- The Board should review the role law enforcement should have within the Department and report these findings to the General Assembly.

The report includes other issues and recommendations not in this summary. We wish to acknowledge the cooperation of the Board and the Department's management and staff in preparing this report.

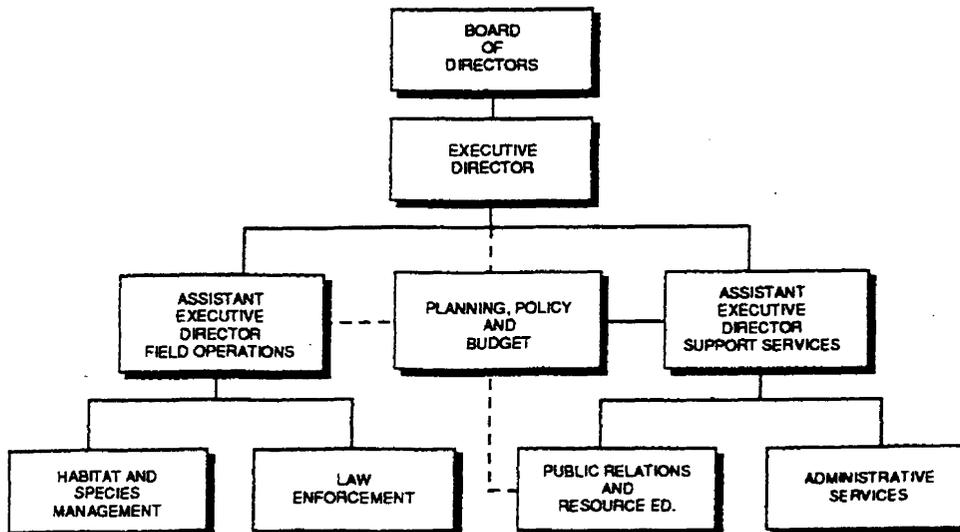
APPENDIX D

Current Organizational Structure (Through the Division Level)



Source: Department organizational chart at July 1, 1992

Proposed Organizational Structure (Through the Division Level)



Source: Auditor's briefing paper

APPENDIX E

AGENCY RESPONSE
TO THE
DRAFT OF THE MANAGEMENT STUDY OF THE
DEPARTMENT OF GAME AND INLAND FISHERIES
PERFORMED BY THE
AUDITOR OF PUBLIC ACCOUNTS
DATED
DECEMBER 22, 1992

VIRGINIA
DEPARTMENT OF GAME AND INLAND FISHERIES
JANUARY 8, 1993

EXECUTIVE SUMMARY

The Department of Game and Inland Fisheries appreciates the opportunity to provide this response to this Management Study. The audit team sent to perform the work was both professional in their endeavors and pleasant.

We feel the most important words in the report are found in the conclusion of the Code of Virginia Mandates section of Chapter 2; those words being:

"This study did not find any Code of Virginia mandates that the Department is not following or activities that do not fall within their statutory mandates."

Since the activities of the agency were in accord with the Code, and no major misallocations of funds or mismanagement were found, the report focused on how things could be done better. We welcome and appreciate such analyses.

The audit report represents a snapshot look at the agency. This look was taken at a time when the agency had recently changed directors, was broadening the focus of the agency in response to the needs of the citizens and the desires of the General Assembly, was developing new procedures in response to these changes and the new director, was implementing a uniform regionalization plan, and when budgets and personnel levels were being cut due to less than projected revenues. Periods of budget constraints and change causes uneasiness in employees, whether it be a private company, or a state agency. To help employees through this period of transition, new avenues of communications were established. Minutes of the weekly staff meetings are now made available to employees at the regional offices in reading files that also contain copies of most of the agency's outside correspondence. Regional meetings have recently been implemented where the Director speaks directly with as many employees as can attend; both providing information and answering questions.

This period of transition and change will not last forever. After the changes have been made and accepted, and funding improved, a stronger and better Department of Game and Inland Fisheries will emerge. Responsive management principles which will be an integral part of the agency's functioning will result in an agency more in tune with the desires of the citizens and the needs of wildlife. The agency's employees will function as a mutually supportive team seeking to accomplish the agency's mission. The citizens of the Commonwealth and the wildlife will be well served.

Full response to many of the 46 recommendations provided by the Auditor of Public Accounts can be achieved only by seeking and receiving funds from new sources to supplement the Department's existing income. New sources must (1) broaden the base of financial supporters beyond hunters and anglers, (2) yield a

large volume of new income (e.g. tens of millions of dollars per year) and (3) have growth characteristics to sustain essential management programs and outdoor recreational opportunities. The Board of Game and Inland Fisheries met on November 5, 1992 and decided on desired funding mechanisms to restore the Department's capabilities to meet its statutory responsibilities for natural resource and public services. The Board's goal is to work with the General Assembly to reroute the 2 percent watercraft sales and use tax income (about \$2.3 million) and 30 percent of the state sales tax income from retail sales of outdoor equipment (about \$8.3 million). This would constitute an important first step to make available yearly to the Department a minimum of \$10 million of new funds to strengthen the Commonwealth's natural resource programs and services to the public. In the conclusion of Chapter 3, RESOURCE ALLOCATION, it states:

"The Department has been hampered by the lack of sufficient funding and repercussions from this include: (1) a declining infrastructure; (2) an inability to expand its environmental activities; (3) an inability to fill 13% of the established positions; and, (4) a lowering of morale."

We certainly concur with these observations.

This response was prepared by each of the divisions and the Personnel Section preparing proposed responses to the sections of the report that pertained to their activities. These responses were then merged and edited. This is a typical team approach utilized by the agency in its planning and decision making processes. All major recommendations are addressed, as are a number of other statements throughout the report. The areas of the report that are addressed in this response, and the responses to the major points are listed in the Table of Contents of this response for easy reference.

This report identified 46 major recommendations. The agency concurs entirely with 39 of them, and concurs with some modifications or exceptions with 7 of them (numbers 7, 8, 10, 17, 18, 20, and 21). A short synopsis of each recommendation and agency response is contained in this summary. The recommendation is in bold print with the agency response immediately following.

In many instances, to accomplish the recommendation would require more funding than the agency currently has available. In these instances, the agency's concurrence is based on the provision of adequate funding to accomplish the recommendation.

1. **Include informational and educational services in the agency's Mission Statement - We concur.**
2. **Add effective administration of accounting, information systems and boat transaction objectives to the strategic plan - We concur.**

3. Revise strategic plan as necessary and budget to address the plan - We concur.
4. Monitor progress on strategic plan - We concur.
5. Measure the performance of agency programs and activities - We concur.
6. Have state's budget appropriations changed to better compare to the agency's significant programs - We concur
7. Consider charging hunter education students a fee to cover the cost of materials - This proposal will require further study concerning its impacts and implementation procedures.
8. The General Assembly should consider a wider array of permit fees - We concur, but feel the Board should have authority to set the permit fees.
9. Charge for boat regattas to cover the agency's cost of patrolling the events - We concur.
10. The General Assembly should consider whether to increase boating fees or reduce the level of boating services - We concur, and would like for the General Assembly to consider redirection of the boat titling tax to the agency's boating programs.
11. A joint task force should study whether boat registration and titling should be done by DMV - We concur.
12. The agency should determine whether it should step up enforcement of boat dealer registration laws - We concur.
13. The Board should decide whether to increase nongame revenues or reduce the level of nongame services - We concur.
14. The agency should increase Virginia Wildlife subscription rates and increase sales - We concur.
15. The agency should decide whether to charge for environmental assessment work provided to others - We concur.
16. The Board should decide whether to continue national accreditation for the Law Enforcement Division - We concur.
17. The agency should consider restructuring the organization to better accomplish its mission and strategic plan - We concur with the recommendations to add a second Assistant Executive Director, establish an Education and Training section in Law Enforcement, establish a Marketing Section, establish an Information Systems Section, and establish a Permits Section. The recommendations to add a Deputy Director over the two Assistant Executive Directors, move or elevate the

status of the Environmental Section, and merge the Planning Section with the budgeting function could be accomplished when conditions are more favorable. We did not concur with the recommendation to merge the Fisheries and Wildlife Divisions, and the proposed moves of the Personnel Section to the Administrative Services Division, the Lands and Engineering Division as a section to the Administrative Services Division, and the boating safety function to the Law Enforcement Division require further study.

18. The General Assembly should consider merging the natural heritage functions of the Department of Conservation and Recreation and the Department of Agriculture with the agency's program - We concur, but after considerable study.
19. The agency should develop a strategy to determine proper staffing allocations for the agency's functions - We concur.
20. Management should adjust the authorized number of positions to the funding limitations of the agency - Position authorizations should be adjusted to the number necessary to carry out the mandates of the agency, and this number should not be based just on the number of positions the agency can afford.
21. The agency should change the title of division "chief" to one less intimidating, and be more uniform in the assignment of working titles - We concur with making working titles more uniform, but prefer the title "division chief" since it is widely used across the nation and its meaning is well understood in counterpart state and federal agencies.
22. Management should evaluate the staffing of the entire agency - We concur.
23. The agency should develop a long-range computer information systems plan - We concur.
24. The agency should begin the process of replacing the agency's main computer - We concur.
25. The agency should begin building a communications network that connects all of its personal computers - We concur.
26. The agency should commit funding to implement a networked computer information system - We concur.
27. The agency should establish a steering committee to set priorities on developing a networked computer information system - We concur.
28. The steering committee should identify extraneous computer systems so they can be discontinued - We concur.

29. The agency should install a local area computer network in the central office - We concur.
30. The agency should find instances of duplicative data entry and eliminate it where feasible - We concur.
31. The agency should develop an accounting program that would automate some of the invoice processing activities - We concur.
32. The agency should adopt information systems development standards - We concur.
33. The agency should review its time and activity reporting system - We concur.
34. The agency should require that all computer systems be documented - We concur.
35. The agency should develop a list of approved types of computers and programs - We concur.
36. The agency should maintain an inventory of all its computer hardware and software - We concur.
37. The agency should ensure that all its computer systems have the necessary internal controls - We concur.
38. The Board should define the Director's relationship with legislators, administration, and constituency groups - We concur.
39. The Board should define the agency's focus and constituent groups - We concur.
40. The General Assembly should consider changing the agency's name to better reflect its mission - We concur.
41. The General Assembly should consider asking the Board to define the duties and responsibilities of game wardens - We concur. Management supports the game wardens having full police powers.
42. The agency should work with the Department of Conservation and Recreation on wildlife plans for state parks - We concur.
43. The agency should again notify its employees on the availability of policies and procedures manuals - We concur.
44. The agency should better explain any policies that are not uniform to all its employees - We concur.

45. Management should address the perceptions some of its employees have toward personnel practices - We concur.
46. Management should develop a formal training plan for all staff - We concur.

1993 SESSION

LD7333100

SENATE BILL NO. 947

Offered January 26, 1993

A BILL to amend and reenact § 2.1-116 of the Code of Virginia as currently in effect and as it will become effective if Chapter 937 of the 1990 Acts of Assembly is reenacted by the 1994 Session of the General Assembly, relating to exemptions of certain employees from the Virginia Personnel Act.

Patrons—Trumbo, Chichester, Cross, Goode, Hawkins, Holland, R.J., Houck, Nolen, Potts, Reasor, Robb, Schewel, Stolle and Wampler; Delegates: Abbitt and Croshaw

Referred to the Committee on General Laws

Be it enacted by the General Assembly of Virginia:

1. That § 2.1-116 of the Code of Virginia, as currently in effect and as it will become effective if Chapter 937 of the 1990 Acts of Assembly is reenacted by the 1994 Session of the General Assembly, is amended and reenacted as follows:

§ 2.1-116. Certain officers and employees exempt from chapter.—A. The provisions of this chapter shall not apply to:

1. Officers and employees for whom the Constitution specifically directs the manner of selection;

2. Officers and employees of the Supreme Court and the Court of Appeals;

3. Officers appointed by the Governor, whether confirmation by the General Assembly or by either house thereof is required or not;

4. Officers elected by popular vote or by the General Assembly or either house thereof;

5. Members of boards and commissions however selected;

6. Judges, referees, receivers, arbiters, masters and commissioners in chancery, commissioners of accounts, and any other persons appointed by any court to exercise judicial functions, and jurors and notaries public;

7. Officers and employees of the General Assembly and persons employed to conduct temporary or special inquiries, investigations, or examinations on its behalf;

8. The presidents, and teaching and research staffs of state educational institutions;

9. Commissioned officers and enlisted personnel of the national guard and the naval militia;

10. Student employees in institutions of learning, and patient or inmate help in other state institutions;

11. Upon general or special authorization of the Governor, laborers, temporary employees and employees compensated on an hourly or daily basis;

12. County, city, town and district officers, deputies, assistants and employees;

13. The employees of the Virginia Workers' Compensation Commission;

14. The following officers and employees of the Virginia Retirement System: retirement system chief investment officer, retirement system investment officer, retirement system assistant investment officer and investment financial analyst;

15. The following officers and employees of the Virginia Museum of Fine Arts: the curatorial and conservatorial staffs as approved by the Director of the Department of Personnel and Training;

16. The following officers and employees of executive branch agencies: those who report directly to the agency head; additionally, those at the level immediately below those who report directly to the agency head and are at a salary grade of sixteen or higher. However, in agencies with fewer than fifty employees, only the immediate advisor or advisors or deputy or deputies of the agency head shall be exempt. In implementing this exemption, personnel actions shall be taken without regard to race, sex, color, national origin, religion, age, handicap or political affiliation. Recruitment and selection of individuals covered by this exemption shall be handled in a manner consistent with policies applicable to classified positions. Notwithstanding the above, all superintendents and

1 wardens in the Department of Corrections shall be exempt from this chapter. Additionally,
2 all persons responsible for the internal audit and personnel and employee relations
3 functions for each agency shall be included in this chapter. Each Governor's Secretary
4 shall have a final authority in determining on an ongoing basis the officers and employees
5 exempted by this subdivision and pursuant to its provisions. Such officers or employees
6 shall thereafter serve at the pleasure and will of their appointing authority. The
7 Department of Personnel and Training shall advise and assist each Governor's Secretary in
8 making these determinations and shall be responsible for maintaining an ongoing and
9 up-to-date list of the affected positions;

10 17. The sales and marketing employees of the State Lottery Department;

11 18. Production workers for the Virginia Industries for the Blind Sheltered Workshop
12 programs;

13 19. Employees of the Medical College of Virginia Hospitals and the University of
14 Virginia Medical Center who are determined by the Department of Personnel and Training
15 to be health care providers; ~~provided,~~ however, any changes in compensation plans for
16 such employees shall be subject to the review and approval of the Secretary of Education.
17 Such employees shall remain subject to the provisions of § 2.1-114.5:1 ; and

18 20. *Any game warden below the rank of captain who is a full-time sworn member of*
19 *the enforcement division of the Department of Game and Inland Fisheries.*

20 B. The dismissal of any employee referred to in subdivision A 16 of this section
21 pursuant to this chapter shall not affect the retirement benefits, and annual and sick leave
22 benefits accrued to such employee at the time of his dismissal, nor shall any such
23 employee be subject to any diminution of any other employee benefits by virtue of the
24 provisions of this chapter.

25 C. The hiring and promotion procedures of the ~~Dept.~~ *Department* of State Police shall
26 not be altered from those that were in effect as of ~~Jan.~~ *January 1, 1992.*

27 § 2.1-116. Certain officers and employees exempt from chapter.—The provisions of this
28 chapter shall not apply to:

29 1. Officers and employees for whom the Constitution specifically directs the manner of
30 selection;

31 2. Officers and employees of the Supreme Court and the Court of Appeals;

32 3. Officers appointed by the Governor, whether confirmation by the General Assembly
33 or by either house thereof is required or not;

34 4. Officers elected by popular vote or by the General Assembly or either house thereof;

35 5. Members of boards and commissions however selected;

36 6. Judges, referees, receivers, arbiters, masters and commissioners in chancery,
37 commissioners of accounts, and any other persons appointed by any court to exercise
38 judicial functions, and jurors and notaries public;

39 7. Officers and employees of the General Assembly and persons employed to conduct
40 temporary or special inquiries, investigations, or examinations on its behalf;

41 8. The presidents, and teaching and research staffs of state educational institutions;

42 9. Commissioned officers and enlisted personnel of the national guard and the naval
43 militia;

44 10. Student employees in institutions of learning, and patient or inmate help in other
45 state institutions;

46 11. Upon general or special authorization of the Governor, laborers, temporary
47 employees and employees compensated on an hourly or daily basis;

48 12. County, city, town and district officers, deputies, assistants and employees;

49 13. The employees of the Virginia Workers' Compensation Commission;

50 14. The following officers and employees of the Virginia Retirement System: retirement
51 system chief investment officer, retirement system investment officer, retirement system
52 assistant investment officer and investment financial analyst;

53 15. The following officers and employees of the Virginia Museum of Fine Arts: the
54 curatorial and conservatorial staffs as approved by the Director of the Department of

- 1 Personnel and Training; ~~and~~
- 2 16. The sales and marketing employees of the State Lottery Department; ~~and~~
- 3 17. Production workers for the Virginia Industries for the Blind Sheltered Workshop
- 4 programs : ; *and*
- 5 18. Any game warden below the rank of captain who is a full-time sworn member of
- 6 the enforcement division of the Department of Game and Inland Fisheries.

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Official Use By Clerks	
<p>Passed By The Senate</p> <p>without amendment <input type="checkbox"/></p> <p>with amendment <input type="checkbox"/></p> <p>substitute <input type="checkbox"/></p> <p>substitute w/amdt <input type="checkbox"/></p>	<p style="text-align: center;">Passed By</p> <p>The House of Delegates</p> <p>without amendment <input type="checkbox"/></p> <p>with amendment <input type="checkbox"/></p> <p>substitute <input type="checkbox"/></p> <p>substitute w/amdt <input type="checkbox"/></p>
Date: _____	Date: _____
Clerk of the Senate	Clerk of the House of Delegates

APPENDIX G
1993 SESSION

LD9166256

HOUSE JOINT RESOLUTION NO. 443

Offered January 19, 1993

Requesting the Department of Motor Vehicles and the Department of Game and Inland Fisheries to study whether the Department of Motor Vehicles should administer the boat registration and titling program.

Patrons—Guest, Abbitt, Baker, Bloxom, Croshaw, Deeds, Parker, Reid, Thomas and Wagner

Referred to the Committee on Rules

WHEREAS, the 1992 Session of the General Assembly passed House Joint Resolution No. 191, which established a joint subcommittee to study the management structure of the Department of Game and Inland Fisheries (DGIF); and

WHEREAS, the joint subcommittee has been assisted in its work by the Auditor of Public Accounts; and

WHEREAS, the Auditor, as part of his analysis of the operation of -DGIF, has found that the average costs of processing titles and registrations for boats is approximately 20 percent greater than the costs of comparable procedures for motor vehicles and boat trailers registered and titled by the Department of Motor Vehicles (DMV); and

WHEREAS, the registration and titling of boats is a costly function for DGIF, which is currently unable to meet its projected needs which are in excess of \$4 million; now, therefore, be it

RESOLVED by the House of Delegates, the Senate concurring, That DMV and DGIF be requested to study whether DMV should administer the boat registration and titling program. The agencies shall consider four options: (i) that DMV would process all boat registration and titles, (ii) that DMV and DGIF would both process boat registrations and titles; (iii) that DMV would process watercraft dealer licenses and oversee enforcement of dealer rules and regulations; and (iv) that DGIF would retain the administration of boat registration and titling for watercraft dealer licenses.

In conducting their analysis, the agencies should respond to the following questions:

- 1. What costs will be required to change the program(s)?
- 2. What program or fee structure changes will be necessary to make the boat program compatible with programs administered by DMV?
- 3. What changes will be required in the Code of Virginia?
- 4. What benefits or detriments would there be, if any, to boaters or watercraft dealers?

The Departments shall submit their findings and recommendations to the House Committee on Conservation and Natural Resources by November 1, 1993, and to the Governor and the 1994 Session of the General Assembly as provided in the procedures of the Division of Legislative and Automated Systems for the processing of legislative documents.

Official Use By Clerks

Agreed to By The House of Delegates	Agreed to By The Senate
without amendment <input type="checkbox"/>	without amendment <input type="checkbox"/>
with amendment <input type="checkbox"/>	with amendment <input type="checkbox"/>
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Date: _____	Date: _____
_____ Clerk of the House of Delegates	_____ Clerk of the Senate