

9. The authority to hire legal counsel for prosecution for game and fish law violations where the judicial system is inadequate to provide the same or where judicial apathy precludes vigorous prosecution of a defendant.
10. The establishment of a system for rating the performance of all employees with a view toward strengthening exposed weaknesses and developing initiative within the individual.
11. The development of a proper concept of conservation and an intelligent approach to a better understanding and attitude of the role of the Conservation Officer in the modern wildlife management program.

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Credit for the information contained within the body of the paper with respect to the highlights of enforcement in the several respective States is given to the following:

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## HIGHLIGHTS OF PROGRESS IN EDUCATION AND PUBLICITY IN THE LAST DECADE

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When forward steps of progress are recorded in the Southeast, a great part of the motion will have been caused by education and information personnel of the wildlife departments and commissions who have operated on low budgets with small staffs and little encouragement.

We who work in this field of conservation like to feel that "no fish and game program can go faster than the accompanying education and information setup." While we get no immediate response from enforcement, technicians and administrators, we look into the "mirror of progress" which reflects our efforts of only a short time ago, when education and information was placed on the same par with other divisions or sections in wildlife organizations.

Convincing the public—hunters, fishermen, sportsmen, bankers, merchants and professional men—is our duty. Biological data, law enforcement and other activities are yours. But what good is your work unless it is acknowledged, tried and proved? Too often, new ideas like fish sampling, water fluctuation projects and relaxation of fishing regulations get the thumbs-down motion by legislators, by anglers and even administrators because the proper groundwork has not been laid. Sportsmen are a strange breed. They have to be pampered, consulted, shown in black-and-white and encouraged before they will accept new ideas. Every one of them is an expert—a technician of some repute, a biologist, engineer, game agent, expert marksman and fisherman deluxe. It is with this group we focus our sights, and the sooner we learn the mannerisms of this breed, the sooner we can convince him that too many fish doesn't mean better fishing, that over-population of the species doesn't mean better hunting. We like to use the cattle-in-the-pasture illustration.

While we are busy with all this convincing, education and publicity people have learned, too. Here's what Jim Bailey, supervisor of educational service in Tennessee, has to say: "Most states seem now to have gone through the stage where primary emphasis was placed on the traveling exhibit, personal

appearance to show a film, junior club work, and all that sort of thing which we kidded ourselves into accepting as real conservation education. Those things had their place—still do, for that matter—but in terms of the number of people reached systematically and definitely influenced, they fall far short of constituting an effective program. As our I & E people learn more about education, the programs improve in both *content* and *method*."

Tennessee has gone straight to the teacher; in other words, they teach the teacher instead of the student, and they've had more than a fair share of success in this endeavor. If the *teacher* has an interest in the broad term, "conservation," you can guess who profits by that interest. Perhaps the answer lies in this method.

Quick to disagree will be the state of Kentucky, which launched the biggest youth education program in the nation and has, without a doubt, been most successful in the enterprise. In fact, a large part of Kentucky's Commission efforts are based on youth group activities for a nominal figure and maximum results. When us Cajuns down Louisiana way got our feet wet with youth education, we made studies of the Kentucky, Tennessee and Missouri programs. We were somewhat amazed at what these three states were getting for so little cash outlay. Other states are enjoying success, but these three states pioneered the way.

Every state in the Southeast has expanded its I & E program. North Carolina now has a staff of seven members who engage in all activities—youth work, magazine, press, radio, TV and publications.

Virginia informed us that its I & E. budget in 1946 was a measly \$12,000. Today it is \$131,000, employing a staff of 14 persons. Joe Shomon, the education chief, advised that "I & E. is a *must* with population trends what they are."

Getting down to case histories, we take a look at Kentucky, and Ed Adams, director of conservation education, writes:

"Our program is exactly ten years old. At the beginning, there were only two people in our Division—myself and my secretary. Since our Junior Club Program is entirely original, it has been developed slowly step by step. I now have 19 men who do nothing but take care of the Junior Club work, working in the schools during school months carrying on their projects and spending the summer at camp. I have a full-time assistant who works with me.

"We have 753 clubs, 13 of them being girls' clubs which we started this year. We have checked our enrollment carefully by our membership cards and find that we have around 30,000 boys and girls in our organization.

"Nearly everything we have learned has been through experiment, adding to our program when we thought necessary and cutting out the things that we found would not work. The school program is set up here in the office and is carried out by the Junior Club men who visit the schools.

"One of the greatest changes that has happened to us is the attitude of the principals and superintendents and teachers in regard to the reception of our program. When I first started out organizing the first 100 clubs myself, I found it very difficult to sell the school men on the program, since nothing had been done on conservation education in Kentucky. The fact that I had been a principal and coach and knew quite a few of the principals helped. They let me come into their schools, and then after a successful year the other schools invited us to come in with our program. Now it is impossible for me to organize all of the Junior Clubs in the schools where the school men would like to have them.

"There has also been a great change in the attitude of the parents, not only toward our Department, but also toward our Junior Club program. Where we used to have to fight for their support, now they go overboard in encouraging the kids to get in our program and stay in it and go to camp.

"I feel that our Junior Club Program has done quite a bit towards cementing the relationship between the sportsmen and the Department. In other words, we feel that if we ever do run into trouble with the Legislature, we can call upon these people who have promised us their support. We have gone into this program pretty seriously and are not trying to fool ourselves or anyone

else on what we are doing. We are dealing with the facts and what we are finding out is good.

"Our Commission is sold 100% on our program and is very lenient in the allowance of my budget. There has been a decided change in the attitude of our boys and girls toward conservation and especially the safety part of it that goes with it, and at every meeting and every chance we get we stress this particular part of the program. It has paid off, because in the past ten years of our program in our camps and our schools, in spite of the fact that our boys and girls are around deep water and in boats and have outboard motor instruction, fishing, and are on the rifle range, we have not yet had one serious accident.

"As a result of our school program we have aroused enough interest in some of the boys for them to take up some phase of wildlife as a vocation. At our summer camps my entire temporary personnel is made up of boys that grew up in our program.

"Counting some new buildings that we put up last year, my budget ran around \$176,000, which will probably settle down to a level of around \$140,000 a year.

"We have been very fortunate in having several of the other states ask for information concerning our program in Kentucky, and some have copied it in its entirety.

"We have just finished our camping season, where, at our two camps—one located on Cumberland Lake in southeastern Kentucky and the other at Kentucky Lake in western Kentucky—we had approximately 4,500 boys and 400 girls take part in our camping program. We have been fairly free from criticism. The sportsmen who buy the hunting and fishing licenses to pay for our part of the Department's program have not complained at all about the way their money is being spent for conservation education."

Here in Florida there's been progress of note, according to Robert A. Dahne, Information and Education Chief:

"In 1945 and '46, the magazine published by the Commission was being produced sporadically, with no subscription fee. Three films were available for distribution and three fair exhibits were placed in three cities.

"In 1947 and '48, the Information and Education Section came into existence. The staff consisted of a director, assistant director, photographer, and secretary, plus three part-time employees to handle lectures, extra typing, and so forth. Our new magazine, *Florida Wildlife*, came into existence on a permanent basis, with free distribution. Publicity was carried in 157 weekly newspapers through press releases. A movie library with 16 films showed to 790 audiences. Thirty-eight thousand requests for literature were filled. We had a total of 14 fair exhibits in the state, and some special promotional work, such as children's fishathons, was being done.

"In 1949 and 1950, newspaper publicity through press releases was accentuated. A Commission zoo was established at the Boys' Industrial School for Education. We had exhibits at 24 fairs and expositions, and a fifty-foot traveling fair exhibit was put into use. Children's fishathons were sponsored in many cities. Three copies of 16 films in the loan library were shown to more than 2,000 audiences. The magazine was doing well, with paid subscriptions.

"Nineteen fifty-one and two saw the establishment of five regional offices and the employment of five regional education officers. A youth conservation club program was initiated. A mobile wildlife trailer was put into use at a cost of \$10,000. Tape-recorded radio programs were being played on 48 radio stations. The third annual session of the Employees' Training School was held. Children's fishathons were still in action, and the magazine was being published with advertising.

"In 1953 and '54 our youth conservation education program was intensified. Our youth summer camp was in its initial stages. Our five regional education officers were handling 15 major I & E programs. Publications, films, release, exhibits, lectures, TV, employees training school, information requests, special promotions, public school resource-use education, junior conservation clubs were

all in full swing. In 1954 the radio programs were discontinued. Our magazine was having some difficulty.

"In 1955 the magazine dispensed with advertising, established a new editorial policy and continued its paid circulation. A new Chief of Audio Visual Education was employed, creating a new field of work. We have been eyeing public school education with hopes of putting a concrete program into action. Our television program is underway, and we hope to re-initiate our radio programs. We are accenting employee training and morale and have a heavy program of informing sportsmen as to Commission programs and policies. Between the magazine and I & E, we now have 16 employees; and we intend to have some 19 major I & E programs underway in 1956."

South Carolina, with Eddie Finlay at the helm, has done some commendable work, even though the road hasn't all been paved. He says that "I & E work is designed to: (1) educate the people as to the value of wildlife resources, both recreational and financial; (2) acquaint them with what is being done to preserve and manage those resources; (3) convince them of the wisdom of the practices being carried on; and (4) show them how wildlife management fits into the overall conservation picture."

The South Carolina Commission has secured the help of the State Garden Clubs and the Wildlife Federation. Most of us fail to see the value of women in conservation. We spend too much time trying to convince Papa when Mama is, in many cases, the guiding hand. We never fail to fill a request by a Garden Club, whether by speaker, movie or portable wildlife display from the museum. We believe that you've got to "salt the cow to catch the calf."

Ten years ago, I & E was the stepchild and today in some areas of the Southeast remains on the staff through necessity only. Lack of budgetary requirements has hampered the aims and accomplishments of these groups. Seven percent of the Commission or Department budget for education and publicity activities seems to be the highest figure among the Southeastern states. We continuously hound other divisions for material, supplies and equipment and even staff members. We borrow personnel, beg equipment and steal talent, if necessary. And to tell the truth, it is our own fault. Those who entered professional wildlife education and publicity work years ago were mediocre newspapermen looking for something soft. The standard was too low, the pay poor. This is a far cry from the requirements set today for an I & E staff member who must be a college graduate, preferably with some wildlife management courses, a gentleman, a scholar, a glad-hander, a photographer, an editor, a publications expert, historian and bureau of information. You must be all this for the sum of \$300 to \$400 per month, if the budget will stand it. In addition to this, the mortality rate on publicity men is high. The average length of service for I & E staff members in the southeast is three years and seven months—this is five months less than a new administration.

The value of television has been realized by all eleven states, which have some sort of TV programs, regular or sporadic. Down Louisiana way we have a 15-minute TV program weekly and a statewide radio show on tape which is, of course, sent free of charge to stations as a public service. Radio is not dead, even though 48 percent of the operating sets are in automobiles. How long we can survive without sponsors, especially on TV, cannot be answered. We feel that our shows are attractive enough for good programming time, whether in a 13-week series or weekly throughout the year.

Strides made in TV production by wildlife departments have been astounding. They have set the pace in movie and live productions for television throughout the eleven states. Many states, because of the impact of television, have employed photographers, constructed studios and now record their own programs for release to as many as 15 stations. Tennessee now produces its own TV shows on a low-budget basis, as do other states.

Magazines are still by far the biggest effort of any I & E division, not only in the southeast, but in the nation. With the exception of Arkansas, every Commission publishes a magazine periodically. Some see fit to charge; others whose budgets are large enough make the publication available free of charge upon request. The pros and cons of charging could not be discussed here today because of the lack of time, but it was gone into thoroughly at the North

American in Montreal this year. I was one who got the Purple Heart because all 42,000 copies of the *Louisiana Conservationist* are distributed free to subscribers. We have the money, the time, the *Talent* . . . We only hope that the legislature will continue to permit us to spend our money.

During the past ten years, tabloids and mimeograph sheets have been converted into 24- to 32-page magazines with several states using color covers and inside color for illustrations.

Since the magazine is the largest expenditure of I & E divisions it must be informative, attractive, well-prepared, educational and serve as a medium to inform the public of the activities of the department or commission. There's usually a full-time editor, one or two writers who contribute regularly and one or two photographers. A decade ago, or less, one man attempted to publish a magazine and found that it was necessary to use reprints, borrowed cuts and illustrations and copy not necessarily conducive to better conservation.

A magazine distributed free of charge consumes about one-third of the education and publicity budget, and because of this expenditure it must be a weapon, a potent force for moulding public opinion an a tool to gain entry through doors not readily open to conservation programs . . . and problems.

Public relations must not be confined to I & E personnel. It is just as important to the commission program for a biologist or game protector to use tact and courtesy as it is for the editor of a magazine or the chief of an I & E division. Under duties of a wildlife ranger in Louisiana, I happily found "public relations" listed on many of the Civil Service forms. Last winter I asked Jim Harlan, deputy director of Iowa, what consumed most of the time of Iowa enforcement personnel. Without hesitancy he replied: "Public relations." We request Louisiana wildlife rangers not to look disappointed when a fisherman HAS his angling permit.

We call public speeches "spreading the conservation gospel." In our minds this can't be overdone, but it is disheartening to drive 300 miles to deliver an address and have only a dozen people show up, or to attempt to speak to 40 people and have 20 of them fall sound asleep—usually following a noonday luncheon.

Public speaking chores should be passed around—to anyone capable of delivering a message regardless of his position with the commission or department. Again, others can aid I & E divisions with written stories or by passing on prepared copy for reports. We of I & E are not psychic and we welcome all bits of information.

Getting back to expenditures and staffs, we in Louisiana spend \$143,000 a year in education and publicity with 14 full-time employees on the job. We publish a monthly magazine, have a statewide radio hookup, a weekly television program, a statewide youth program, one of the finest wildlife museums in the nation; we produce movies for the film loan library which has 93 films available free of charge and much footage for television, send out news releases and mats to newspapers, publish brochures, pamphlets, etc., and undertake hundreds of other minor tasks too numerous to mention. In 1956 we expect to add seven education men, which will increase the budget by \$60,000 per year. Please bear in mind, however, that Louisiana had only one way to travel and that was UP.

Education and publicity personnel and leaders have finally seen the light. Years ago they got together at the annual conference, NACEP, now the American Association for Conservation Information, and cried on each other's shoulder. This year they got their problems over to the Administrators, the only group which could possibly help them with their endeavors. The plan is to continue inviting administrators to these annual conferences. When I sent out invitations to the AACI in New Orleans last Spring, I wrote to the director and asked him to bring his I & E staff along.

Education has come to the forefront; its value is being recognized. Two years ago a half-day was set aside for education at the Southeastern. Education was included for the first time at the North American in 1955. We have come a long way, but not without the help of the man in the field, the director up front and the technician in the laboratory. It is to this group that we of I & E say "Thanks."