

The Michigan Civil Service Commission has over the years been progressive and forward in its enactment of better-than-average wages, working conditions, fringe benefit programs, and effectively improving the efficiency of public service. Union and employee association participation in these decisions, although meaningful, have not, in my opinion, had the impact that they separately proclaim.

The State of Michigan, as you are probably aware, is a pro-labor state. Our Department readily accepts this, as well as applies the policies adopted by the Legislature with respect to public employees generally.

WATER & BOATING SAFETY — ADMINISTERED BY A CONSERVATION AGENCY

By
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In 1960 when the Georgia Legislature considered what agency or agencies were most properly prepared to perform this function, several were considered. The agency favored by most during the initial phase of debate was the Department of Public Safety. The most constructive argument was that they were a well organized, trained and supervised organization. It was reasoned that such an organization could quickly assimilate specialized training outside of their normal duties and, therefore, could assume the additional responsibilities with a minimum of delay. Furthermore, the agency had a registration record capability established for the purpose of licensing drivers. Other agencies such as Parks and Recreation and Game and Fish were considered. It was obvious that these latter two agencies had a vested interest in this mission and function. Furthermore, they possessed the capability for the same reason used in the case of the Department of Public Safety. The result of lengthy debate and detailed evaluation led to the selection of the Game and Fish Division as the best qualified agency for the assumption of this function. Not because it was a conservation agency, but because it had demonstrated over the years that its personnel were more knowledgeable and its equipment more adaptable to the requirements inherent to water and boating safety. Additionally, the type of duties envisioned could be readily integrated into existing functions.

The general requirements were identified in the Federal Boating Safety Act of 1960. The Federal Act was implemented by the State Legislature in 1960. This Act triggered several significant actions. The most notable was the requirement that, "all watercraft used or capable of being used as a means of transportation on water and propelled by machinery in excess of ten (10) horsepower must be registered in order to legally operate on the public waters of the State of Georgia". This requirement was established by the law known as the *Motorboat Numbering Act*. The Act brought about a volume of activity that our Licensing Division has consistently had difficulty coping with. The Division registered 105,000 in the first year. This requirement has grown five percent each year since. To give you an insight to this volume, let me quote you the figures for the last three years: 1970-105,000; 1971-110,000; and 1972 to date-115,000. This accounts for only those that are powered with ten horsepower or more. I estimate that there are an additional 100,000 boats being operated on the Georgia waterways for recreational uses, viz, fishing, sailing and rowing, that do not require registration, however do require circulation control.

The issue of whether or not the Water and Boating Safety should be administered by a conservation agency is not then a matter of *what*, but a matter of *how*. An evaluation of the *how* led the Director of the Game and Fish Division,

Department of Natural Resources, to identify the real advantages that his organization had over a non-conservation agency. These were identified as follows:

a. The agency consists of a uniformed police activity, viz, the Law Enforcement Section. This organization is deployed on a State-wide basis and possesses peace officer authority and jurisdiction over Water and Boating Safety infringements against the laws and regulations. The State-wide deployment gives it proper alignment with the requirements dictated by virtue of the State-wide existence of lakes, streams and reservoirs. Georgia boasts of some of the finest recreational waters in the United States. There are over 3,000 miles of major rivers to provide thrills for the canoeist, fish for the fisherman and unmatched scenery for other recreational boaters. There are 305,000 acres of major impoundments forming lakes and reservoirs. These include the Corps of Engineers' "most visited lake", Lake Sidney Lanier, which has an annual attendance in excess of nine million visitors. Additionally, there are approximately 1,000 miles of Coastline in the network of bays and estuaries along the East Coast or Atlantic Ocean. The above does not include the countless small lakes and ponds which the public has access to. I point these facts out to emphasize the degree to which this conservation agency is involved in the requirements identifiable with Water and Boating Safety on a State-wide basis.

b. Personnel employed by the Law Enforcement Section have expertise in all activities on the waterways to include the safe operation and management of watercraft of all types. This is of particular significance when considering the special expertise needed to function in areas such as the Coastal waters and the Okefenokee Swamp.

c. Personnel are intimately familiar with the waterways involved.

d. Duties and functions integrate well with others normally performed by Law Enforcement personnel of a conservation agency.

e. Personnel are familiar with criminal justice procedures necessary to the successful prosecution of violators.

f. Personnel are trained and experienced in the conduct of public information and community training programs so essential to a comprehensive Water and Boating Safety program.

g. The conservation agency has a Board of Commissioners which has authority to promulgate regulations to adopt emergency regulatory measures with the effect of law.

The organization used by the State of Georgia is that reflected on the attached chart (Inclosure 1).

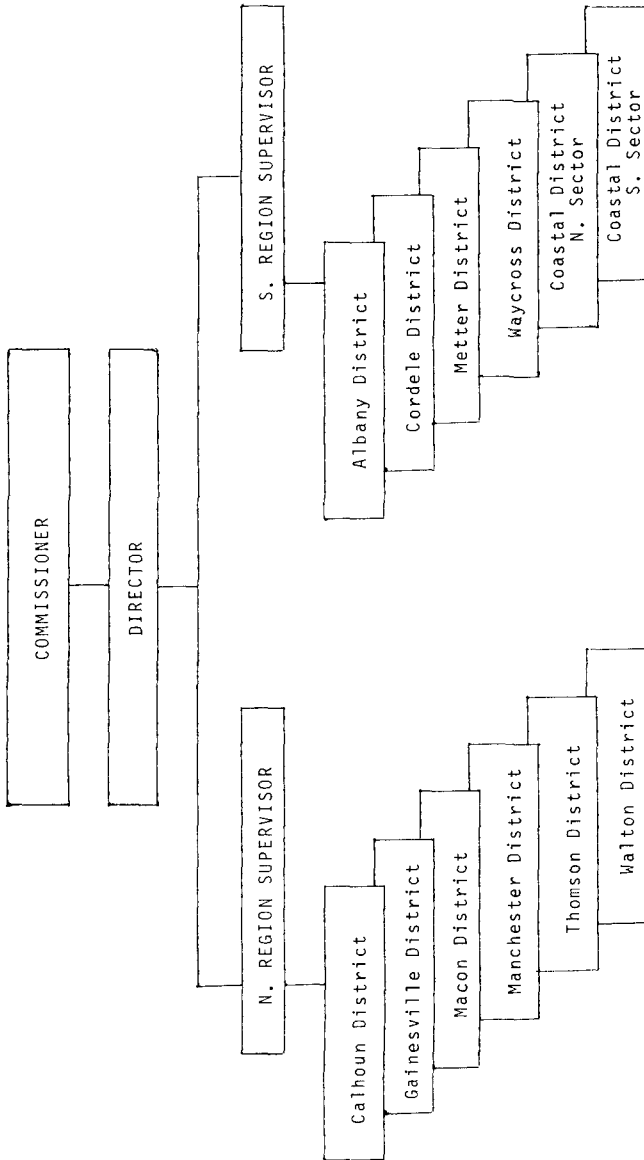
The above advantages are listed so as to insure an appreciation of the related benefits that naturally accrue when integrating Water and Boating Safety with management and enforcement inherent to a conservation agency. The entire staff of the conservation agency has expertise in total management of laws, regulations and resources necessary to the efficient execution of this function.

In summary, I believe that it does not necessarily matter how, but that the responsible conservation agency director must determine whether he is to follow a specialization or generalization policy. Is he to build an organization and staff it with personnel who have specialized through extensive training and are then employed full-time in a special area of interest, or integrate the functional requirement into an existing organization making maximum use of the expertise and resources available? I submit that either method is acceptable but that the latter is preferable and that this tends to emphasize the versatility of the average conservation agency. It further emphasizes that it is advisable to use such an agency because:

a. It is less costly in time and resources.

b. It insures maximum utilization of existing personnel, equipment and the expertise inherent to all conservation agencies.

- c. Permits management by exception in that the manager has access to in-depth resources to employ against variations in requirements on a selective basis.
- d. Simplifies coordination with agencies with related interests and responsibilities.



Note: (1) Boating safety cells consisting of 2 or more spaces added to the staff of each District.

(2) Current authorization for boating and water safety - 14 spaces.