

We do not feel that the turnover we are experiencing is attributable to the selective system since a significant turnover occurred among new employees under the old employment methods. Some turnover is to be expected as long as men are employed who, by reason of age, are in their working prime and can readily find employment in other fields. This turnover can be expected to be intensified when selective processes are organized to choose men with a high performance potential.

In the last analysis, the one criterion which is most important in determining the selection of this work as a career by a capable man is a strong interest, even a devotion, to wildlife conservation. It is this factor which causes men to leave better paying jobs to enter the field and later to refuse future employment offers in other lines. This interest is present in few other lines of work to such a degree and has been our salvation in acquiring men with ability.

In conclusion I would like to say that we have learned a lot and still have a great deal to learn in the matter of personnel selection; but we do feel today that our system is a vast improvement over that of former years.

## THE VALUE OF COOPERATION OF STATE AND FEDERAL CONSERVATION OFFICERS

By CHARLES H. LAWRENCE

I've been asked to talk on the subject of Federal and State Cooperation in the field of game law enforcement and I suppose, already some of you are thinking; oh, brother, here we go again, and I don't blame you, I've heard that record played on both sides several times myself. The subject of my talk always seems to create the impression, in my mind at least, that you and I are thought of as being members of two separate camps and that it is necessary periodically for someone to rare back and remind us that we have a common purpose in life.

I'm inclined to think we know that so I'll dispense with the expected platitudes, the faithful cliches and simply say that in my book the important thing is what we are doing and how we do it. Never fear, if we do our job well this matter of cooperation will take care of itself.

Someone said, "A man does best that which he loves most." It follows therefore that you and I are in this profession of game law enforcement because we want to be. It follows also that if we have any pride in ourselves we try to do the best we know how within the limit of our capabilities.

In doing the job to which we seem to have dedicated our lives it matters not whether we are called game wardens, wildlife protectors, or game management agents, our primary function is the same. During my twelve years as a state warden the *kind* of illegal game the violator might have in his possession was of no import to me. All I was concerned with was the fact it had been taken contrary to the law. Insofar as I was concerned it did not make any difference to me as to how the warden in the next county operated or whether *because* I had made some duck cases the federal agent gave me a lift on deer shiners. My job was to provide protection to wildlife whether it swam, flew or crawled. Since I was in the business I presumed John Q. Public was paying me to look at all wildlife in the same light. Before I left Washington I looked over some arrest records we have which indicate rather conclusively that the wildlife protectors of the states represented here today seem to be in agreement on that approach—a fact which simply bears out my belief that mutual support always exists between state and federal agencies when the personnel of each are selfless in their interest in a common cause.

It is also my belief that you and I have a mutual responsibility to the hunting public which is made up of deer hunters who hunt ducks, duck hunters who hunt quail, quail hunters who hunt doves, and dove hunters who hunt squirrels.

The Fish and Wildlife Service certainly realizes the magnitude of your efforts in providing protection to migratory birds and therefore, we do not suggest—we insist—that our agents when authorized to do so enforce the state game

codes as religiously as they do federal regulations commensurate with operating fund limitations.

In those states in which conservation is a vital force, as is true here, state enforcement personnel do not differentiate either, with the result that wildlife thrives and the public benefits. Provincialism has no place in our profession.

Fortunately for wildlife, mutual cooperation on the part of state conservation departments and the fish and wildlife service is the rule rather than the exception. Cooperation and mutual assistance must ever be the keynote—not mere lip service, but cooperation. The battle front is wide; it covers each and every section of the United States. Unless we present a united front to the violator the only beneficiary of our failure to do so will be the violator.

This business of presenting a united front to the violator brings to mind three outstanding examples of state and federal cooperation. The first concerns the undercover operation instigated by the Tennessee Game and Fish Commission in the Reelfoot Lake area in 1953. Specially selected state personnel worked on their own for almost two years, determining the magnitude of the illegal operations, identifying the participants and gathering evidence. When it was determined that much of the illegal traffic in game involved waterfowl, former United States game management agent "Boots" Hammond was called in to help lay the groundwork for subsequent prosecutions in federal court. In this particular instance the state furnished the bulk of the manpower, funds and supervision. The operation resulted in the apprehension and conviction of some 50 individuals. Three years ago the State of Maryland asked our assistance in smashing a ring of venison bootleggers that had been plaguing the Maryland, Pennsylvania, and West Virginia game departments for a number of years with their predations on deer. In this instance we furnished the undercover operative and the state furnished the funds with which to buy evidence. Once we had made a number of buys a state warden, palmed off as a relative of our man, accompanied him when contacts were made with the ringleader. On the day the gang was to be rounded up a group comprised of state and federal personnel conducted a coordinated raid and arrested all of the members of the gang. More recently, on September 5 of this year to be exact, 41 state wardens from three states met with our personnel at a pre-determined time and place preliminary to serving 95 federal warrants. After a short briefing each state man paired off with one of our agents and together they made from 1 to 3 arrests per team.

After watching the men operate it was difficult for me to believe that in most instances the teams were made up of men who had never seen each other before that day. Each man seemed to anticipate the others plan of action with the result 91 arrests were made quickly, quietly and without incident. The state personnel assigned to the raid were experienced, well-trained officers and without their magnificent help it is doubtful that the raid would have been anywhere near as successful as it was. A raid of this magnitude required meticulous planning, perfect timing and plenty of manpower. The states furnished the extra manpower and equipment which made the difference between a successful blitzkrieg and a prolonged and expensive man hunt. We are indeed grateful for the perfect cooperation we received.

I have yet to attend a conference of this kind without hearing at some time during the program that the game law enforcement officer is the most important public relations man in his department, and in order to sell his department's program he must be thoroughly familiar with it.

Although we call upon you for cooperation and receive it unstintingly I feel that oftentimes we place your men in an embarrassing position by not providing them with information as to why Uncle Sam establishes many of the regulations they are called upon to enforce. In case some hunter bobs up out of the boon docks this fall and asks, I'll review the condition which prompted Congress to vest that authority in a department of the federal government.

At the turn of the century each and every state operating as a separate entity set their own waterfowl seasons, bag limits, etc., with a marked disregard for the rights and privileges of their neighbors. Understandably the regulations at that time had little connection with conservation but were designed to assure the greatest possible take. Farsighted sportsmen, frightened by the handwriting

on the wall, decided to take action. They realized that under the circumstances which prevailed certain states by reason of their geographic location and waterfowl habitat could, if they saw fit, virtually decimate the major portion of waterfowl frequenting a particular flyway. Knowing full well that the sport of wildfowling could not long survive under such conditions they prevailed upon Congress to place the responsibility for assuring a more equitable distribution of the waterfowl harvest in the hands of the Federal Government.

The intent of Congress, certainly, was not that the federal government would "take over" the enforcement of migratory bird regulations, leaving the states with no responsibility in the field for if they had so intended they would have made provision for a much larger federal enforcement staff. A study of the language used in the enabling legislation, as well as in the treaties, will immediately indicate that the federal government was thought of more in the role of a coordinator and trouble shooter on wildlife matters, particularly those having in one way or another "interstate" implications.

The place of the federal government in the field of conservation law enforcement is automatically limited by the number of its personnel and to be utilized most effectively our personnel should provide the state assistance in very much the same manner that agents of the Federal Bureau of Investigation function in their relations with local enforcement agencies.

Agents of the bureau are available for special assignments originating either at state or federal level. Illegal interstate transportation of game, waterfowl, furs and fish are substantial offenses frequently with commercial implications. We feel such offenses should have the attention of our agents and hope you will seek our participation.

We presently have 129 agents in the United States. We are admittedly and obviously inadequately staffed to do anything approaching an independent enforcement job on migratory birds, to say nothing of the other work required of our men. Starting with this acknowledged fact as a premise, where *does* our game agent fit into the total picture? We are acutely aware that he must bring with him something more than added man power if he is to justify his existence in the community of conservation workers. What, then, do we expect of him? First and foremost we insist that our men maintain a personal acquaintance with state game officials and have an intimate knowledge of their problems. They should demonstrate an active interest in these problems by making themselves, their equipment and any specialized skills and know-how of the service available in solving these problems. Although his time, money and the personnel available to him will be limited, he stands ready to cooperate in various phases of undercover work which you may wish to undertake; he is ready to go into another state to explain the situation to those who would violate your state game codes while accepting your hospitality and then depart your fair state without attending to the courtesies which you desire in such instances. The record will show that we have been quite successful in such cases—amazingly so in view of the small amount of information we have sometimes had. Such cases, incidentally, are among the most satisfying of my enforcement career.

To do a creditable job of game management, regardless of whether it is policing, farming, or fact finding, a cooperative approach is essential. This cooperation must be both inter- and intra-agency. All those concerned with the problem must be informed as to the who, what, where, why, when, and how, and be willing to help. There can be no barriers, real or imagined, personal or impersonal, between administration, operation, and research. I know the phrase "we must work together as a team" is trite, but nevertheless it is true. The days of patrolling, planting, stocking, legislating, researching, censusing, and talking as entities have passed—if they ever existed. With our handful of men, we must utilize every employee to the fullest of his ability. We must help him increase his knowledge and understanding, and we must encourage him to take an interest in helping others with their problems.

All of us who are entrusted with the future of sporting animals, whether they are fowl, fish, big game, or fur-bearing, have the same objective—sustain crops for public enjoyment. Any and all of our game management agents will cooperate with all to that end.