

to the administrator and the commission will be good if the organization is doing a good job and is having that job understood.

CONCLUSION

These are criteria of progress. Each agency can measure its progress by the extent to which it meets or exceeds suggested standards. Even after these standards are met the administrator has a difficult and exacting task. He has a board of commissioners, each of whom must be treated equally, and whose over-all decisions and desires are sometimes difficult to interpret. He has a hundred or more employees among whom he may show no partiality, and whose recommendations are at times impractical. Among the public, he fends off those with selfish interests on one side and the well meaning but ill-informed on the other. He often stands between pressure for obsolete "conservation" practices, and key personnel who find it difficult to carry out such practices with intellectual honesty. The compensation? He has a million or more sportsmen willing and eager to tell him how to do his job.

HIGHLIGHTS OF PROGRESS IN LAW ENFORCEMENT IN THE LAST DECADE

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INTRODUCTION

All agencies engaged in the management of Wildlife Resources recognize the basic importance of sound and adequate enforcement measures. Few Conservationists would dispute the elementary principle that without intelligent protection of wildlife species, no amount of research, development or management could materially sustain game and fish populations. Likewise, it is illogical to hold to the belief that during our generation, or any subsequent generation, education measures will accomplish in toto the feat of eliminating the need for policing our fields and streams to insure against wanton, careless and intentional slaughter of game and fish. These observations are made not in an attempt to discredit any tool employed by the several organizations concerned with management of wildlife resources, but rather to emphasize the fact that progressive enforcement needs to be recognized as prerequisite to the success of any sound wildlife management program.

Generally speaking, most laws designed for the protection of wildlife are based upon the premise that wildlife belongs to everyone alike and that the sovereign body having jurisdiction of the game is vested with the responsibility of executing this mandate. Thus, it will be found that most organizations concerned with wildlife management, contain as an integral administrative component, a well-organized and progressive Law Enforcement Section.

Intelligent wildlife enforcement is a science in its own right just as surely as we classify as scientific such techniques as the aging of ducks and geese by the bursa method or the artificial fertilization of trout eggs in a modern fish hatchery. In fact, the approach to many enforcement problems presents obstacles unbelievably difficult in their solution inasmuch as they are concerned with that most unpredictable of all reactions, human nature.

Reflect back for a moment to your childhood—to the years when, as a boy you looked forward to the time when the crop was "laid by" and Dad would find time to hunt squirrels and take you to the creek to catch a mess of fish. In those days, game and fish were plentiful and the "Game Warden" was a person you heard about but had little fear of encountering. But, back in those days, such nefarious devices and schemes as telephones or the use of various poisons, baiting, etc., had not been conceived as means for taking game and fish in wholesale lots. Such devices evolved commensurate with the growth of human populations and the resultant increased demand upon game and fish

supplies. Conservation agencies, recognizing the seriousness of the inroad being made into wildlife populations, began to adopt measures to curtail such practices and this action has resulted in the development of present day wildlife management programs.

Accepted as a vital constituent of such programs will be found the modern game and fish Law Enforcement Section. Let's take a look at the progress which has been made by the various member states in the Southeastern Association of Game and Fish Commissioners in their approach to the enforcement problem.

LAW ENFORCEMENT PROGRESS BY STATES

ALABAMA

Alabama points with pride to the adoption in 1948 of the two-way radio communication system. Inasmuch as Forestry is a Division of the Alabama Department of Conservation, the Division of Game and Fish jointly makes use of base stations and the assigned radio frequency. In 1953, enforcement officers were placed in uniform for the first time and their official title was changed from Game Warden to Conservation Officer. Recognizing the need for additional protection measures, Alabama's enforcement staff has more than doubled during the past 10 years. Several important modifications have been made in the penalty imposed against those who would commit such major violations as hunting out of season, electrocuting fish, baiting and night hunting. The Director of the Division of Game and Fish has been delegated the important administrative authority of regulating commercial fishing equipment in navigable streams. Noteworthy is the fact that the number of Federal Game Agents in Alabama has been increased from one to three during this period.

ARKANSAS

Arkansas recognizes as an achievement of their Game and Fish program the increase of enforcement personnel from 75 to 100 with a drastic salary raise, together with an expense account for each officer which enables them to obtain the services of a more desirable type of man for enforcement work. Ten years ago Arkansas' communication system was limited to the mails and the telephone. At the present time, every field representative has a modern two-way radio in his vehicle and has at his service 10 three-way base stations located in strategic points throughout the State. The author takes the liberty at this point of observing that Arkansas' communication system lacks little to be desired and to his knowledge is unparalleled in any like organization in the Southeast. This State lists as an important accomplishment the placing of the Enforcement Division under one head. These administrative advancements are credited with increasing the income to the Game and Fish Commission from the sale of licenses from a figure of \$286,000 in the fiscal year 1944-45 to a figure of \$1,314,734 in the fiscal year 1954-55; fines for violation of game and fish laws during the fiscal year 1944-45 totaled \$16,036, as compared to \$53,329 for the period 1954-55. Arkansas also enumerates as an achievement of its enforcement personnel the creation of a better relationship with the public by the periodic training of their enforcement officers.

FLORIDA

A constitutional amendment which established the Florida Game and Fresh Water Fish Commission and the Constitutional Body with full authority to make and enforce regulations pertaining to game and fresh water fish, is listed as a major accomplishment in our host State. The Commission adopted a merit system for enforcement personnel incorporating job classification and qualifications for Conservation Officers. This is credited with raising the professional standard of all Commission personnel and especially Wildlife Officers. Wildlife Officers are uniformed and the Department is equipped with a Statewide radio network. The State is divided into five administrative and law enforcement regions and each region in turn is broken down into enforcement areas. Each region is staffed with a regional manager who has under him in the Law Enforcement field several area supervisors. The Commission conducts an annual training school for its personnel designed primarily to benefit Wildlife Officers in the field and this program is to be expanded and improved upon from year to year.

GEORGIA

Georgia takes pride in the equipment which is furnished each of its Wildlife Rangers as tools for more efficiently enforcing its game and fish laws. The force of Wildlife Rangers has been increased by one-third during the past ten years. Two-thirds of Georgia's Wildlife Rangers are furnished State vehicles equipped with two-way radios; walkie-talkies are available should the need for the same arise. Recognizing the need for strengthening game and fish laws, the General Assembly of Georgia at its last session, passed several laws that had been requested by the Department for several years. Although at the present time enforcement personnel are not protected under a merit system, they are required to meet certain minimum qualifications and a merit system is being advocated by the Commission as a highly desirable means for increasing the efficiency of that organization. It is noteworthy that each appointee to the position of Wildlife Ranger must serve a three-months probationary period before gaining permanent employment status.

KENTUCKY

Kentucky lists as its greatest enforcement achievement in the past decade the placing of personnel under civil service status. This insures the employee a longer tenure of office and grants him an opportunity to make a career of his job; it has resulted in the employment of a higher type officer who is better satisfied and qualified to represent the Department in a commendable manner. Officers are selected following a stiff competitive examination and are required to possess certain minimum qualifications before being considered for employment. A probationary period of one year permits the Department to study the individual to determine his adaptability to his work and permits the individual the opportunity to ascertain whether or not he can adjust himself to the Department's requirements. Kentucky realizes the importance of a radio communications network and financial limitations alone prohibit the acquisition of this equipment.

LOUISIANA

Louisiana can be justly proud of the protection afforded its Rangers under a civil service system. An enviable record was compiled by their efforts as is revealed by a file of 601 arrests in 1952 compared with an average of 3,700 arrests per year since that time. Certain minimum qualifications required of all Ranger applicants, the paying of a living wage and the protection afforded from political control under a civil service system, has attracted men of high caliber, many of whom are college graduates. The Enforcement Division is equipped with three amphibious airplanes, nine quarter boats, eight Chris-Craft speedboats and approximately 150 outboard cruisers. Radio communication has been employed on the 950 mile coastline for a number of years and this system is being expanded to cover the entire State.

MARYLAND

Maryland claims as an important accomplishment of its Commission and as a factor effecting a more efficient administration of its Enforcement Section, the establishment of five separate divisions; namely, Administrative, Game Management, Fish Management, Public Relations and Law Enforcement. Successful steps have been taken each year to bring before the Legislature and the Commission the necessary revisions of statutes needed to protect and preserve the wildlife in Maryland. This program has met with considerable success and a study of today's statutes reveals the intense interest of all persons in guaranteeing that the enforcement officer has the necessary authority to protect the State's wildlife resources. The number of enforcement officers has increased from a total of 29 in 1945 to 54 in 1955. This increase in number has kept pace with the acceleration of departmental duties in policies instituted during the past decade. Each officer is equipped with the necessary boats, motors and trailers to patrol adequately the water area of his assigned territory. All enforcement officers are outfitted with uniforms of a modern and comfortable design; a Statewide radio communications system is rapidly nearing completion. Maryland takes cognizance of the importance of training its officers to equip them with adequate knowledge to sell conservation to the public. Officers are paid a respectable salary and pay raises are given from time to time in keeping with the rising cost of living.

NORTH CAROLINA

The most important achievement in North Carolina during the past ten years was the creation in 1947 of the Wildlife Resources Commission; prior to that time the Wildlife program was administered by the Department of Game and Inland Fisheries in the Department of Conservation and Development. The Wildlife Resources law enacted by the General Assembly of 1947 created a nine-member Commission and gave the Governor authority to appoint members of this Commission on a staggered basis so that three members' terms expire at the end of each two-year period; the law also divided the State into nine Wildlife districts and one member of the Commission was appointed from each District. The Commission appointed an Executive Director who reorganized the work into six divisions. The number of personnel in the Wildlife Protection Division was gradually increased until the present staff includes at least one protector for every County in the State, a supervisor, and two Wildlife patrolmen for each district corresponding to the districts established by the Wildlife Resources law. With this reorganization, protectors were for the first time, freed from other duties imposed upon them by the multi-purposed Department of Conservation and Development. The creation of a Wildlife Resources Commission effectively removed the Agency from direct political control and established a firm basis for many of the improvements in wildlife protection enjoyed by the State in the last decade. In addition to the employment of more personnel, the Wildlife Protection Division increased its efficiency by the acquisition of an airplane, handi-talkies, mobile radios, binoculars and State-owned vehicles. By 1956 every protector will have a State-owned automobile equipped with two-way radio at his disposal. Some indication of the increase in efficiency may be noted when the prosecutions for 1945 are compared with those for 1955. In 1945 there were 1,380 prosecutions for violation of game and fish laws compared with over 4,000 for the first seven months of 1955. One of the most important developments within the Commission during the past 10 years has been the establishment and operation of a Wildlife Protector's School. This School, conducted in cooperation with the North Carolina Institute of Government, was established in 1951, and has since been conducted on a semi-annual basis; all newly employed Wildlife Protectors are graduates. Candidates for the School must pass rigid physical, mental, character and informational tests before acceptance. Graduates are placed as soon as vacancies occur. Refresher courses and in-service training is also a part of the improvement program. In addition to the Wildlife Resources law of 1947 there have been several laws enacted by the General Assembly further refining wildlife protection and the fines that may be imposed have been increased, thus deterring many individuals from committing violations.

SOUTH CAROLINA

The South Carolina Wildlife Resources Department underwent a complete reorganization in July of 1952. With this change, the local officers were in large measure removed from politics and placed under the direction of District Enforcement Supervisors. Prior to this time, law enforcement efforts had been somewhat "spotty". Some sections of the State enjoyed excellent protection of game and fish resources while this protection was lacking in other areas. Under the able direction of the District Enforcement Supervisor and a closer contact with the officers under his authority, a more satisfactory quality of enforcement is being maintained throughout the State. The Department now averages collecting an annual revenue from fines for violation of game and fish laws in the amount of \$75,000 to \$80,000. Although at the present time it is unable to equip enforcement officers with a two-way radio system, the Department makes extensive and effective use of walkie-talkie radios in its enforcement endeavors.

TENNESSEE

The 76th General Assembly of Tennessee meeting at Nashville in January of 1949, created by law, an independent and separate administrative Board of Conservation for game, fish and wildlife of the State which has since been known as the State Game and Fish Commission. This Commission was composed of nine members, three being appointed from each grand division of the State to serve for periods of from two to six years on a staggered basis. Upon

expiration of term of office of such members, their successors were thereafter appointed to serve for a full six-year period. The Act creating this Commission was modified in 1953 to provide for the division of the State into nine Game and Fish Commission electoral districts, and to require that the successors to the present Commission members upon expiration of their terms, would be elected by the citizens of the State and appointed by the Governor. The Commission was vested with authority to employ a qualified director, who in turn, was empowered to appoint Conservation Officers and other personnel as he deemed advisable for the best administration of the game and fish laws. Such appointments were made from an eligible list of successful candidates following an examination under an adequate merit system which the Commission adopted and prescribed. It is noteworthy that this Act also prohibited any employee of the Game and Fish Commission from taking any active part in political management or in political campaigns and prescribed that such employee should not use his official authority or influence for the purpose of interfering with an election or effecting the result thereof or for the purpose of coercing the political action of any person or body. This authority has resulted in the establishment of the requirement of all Conservation Officer candidates that they pass a rigid written, oral and physical examination, meet certain minimum requirements as to height, weight, age and education and be investigated to determine satisfactory character and credit ratings. This system has permitted the employment of a most desirable type of person equipped with the necessary qualifications for representing the Game and Fish Commission in all phases of its program in a commendable manner. Through the concerted efforts of far-sighted conservationists from all parts of Tennessee and especially as a result of promotion by the Tennessee Conservation League, an affiliation of Conservation Clubs in that State, all laws pertaining to the protection of all forms of wildlife were rewritten and incorporated into a separate game and fish Act officially known as the "Wildlife Protection Act," and thereafter commonly referred to as the Model Game and Fish Law. The passage of this Act by the 77th Tennessee General Assembly in 1951 has resulted in a drastic evolution of the concept of game and fish law enforcement in Tennessee. Severe penalties were imposed for the violation of each specific law to such a degree as to deter the commission of similar violations in the future. The number of Conservation Officers has increased from a total of 65 in 1949 to a present force of 116. The responsibility for administering all activities of the section lies with the Chief and his Assistant. The State is divided into seven administrative districts, each being administered by an Enforcement Supervisor and his Assistant; Conservation Officers are assigned on a county basis. The Section's Wildlife patrol pilot, with airplane, is employed throughout the State as the need for his service arises. All officers are equipped with uniforms, boats, motors, trailers and binoculars as necessary tools for the efficient performance of their duties. District Supervisors are equipped with State vehicles. As funds become available the present radio communications system will be expanded with the ultimate goal of equipping each of the Commission's regular field employees with a two-way set. Handi-talkies are assigned on a district basis for the purpose of more closely coordinating enforcement efforts on a local basis. Tennessee's enforcement personnel are officially titled "Conservation Officer." They are initially appointed on a six-months probationary status in order for the Commission to evaluate each new employee and to permit the employee to ascertain whether or not the office measures up to his expectations. In-service training is offered to all officers in the form of an annual refresher course where supervisory personnel who have been trained as instructors in first-aid, water safety measures and other special techniques, serve as instructors for these courses of study. Special efforts have been made to equip Tennessee's Conservation Officers with a working knowledge of all phases of wildlife management with considerable stress having been placed on the importance of developing a sound public relations and educational program. Although recognizing that the enforcement of game and fish laws is the primary responsibility of all Conservation Officers, in addition to this duty they are required to work with various school and youth groups in teaching the basic principles of gun and water safety, and to cooperate with all civic and conservation organizations in the promotion of conservation programs.

VIRGINIA

The administration of Virginia's Law Enforcement Division is coordinated under the supervisory authority of the Chief of Law Enforcement. The primary responsibility of Virginia's 138 officers is the enforcement of its game, fish and dog laws and assisting the Water Control Board in sampling streams and securing evidence against pollution. The State is divided into six administrative districts, each under the administration of a Supervisory Warden. All officers are required to participate in the various programs of the Commission by assisting in game and fish management activities and with educational programs designed to better acquaint the public with the activities of the Commission. Each year an annual school is conducted for Conservation Officers at Virginia Polytechnical Institute where officers are briefed on various phases of enforcement and given special courses in wildlife restoration and conservation education. Where needed, all officers are equipped with boats and motors and a greater efficiency on the part of the enforcement staff has been credited to the use of two-way radios.

CONCLUSION

A reflection upon the law enforcement accomplishments of the various Conservation Agencies enumerated above reveals certain salient features common to several organizations and apparently lacking in others. The incorporation of the most notable characters in these programs, proven to be responsible for the advancement of enforcement techniques, appears to be worthy of consideration on the part of any conservation agency desirous of advancing its standards. Utopian in aspect would be the Enforcement Section which could lay claim to the accomplishments set forth below:

1. The employment of law enforcement officers who possess certain qualifications with respect to education, age, height, weight, a reputation for good moral background, and who must have passed a rigid mental and physical examination and board of interview.
2. A civil service system affording protection from political intimidation and the prohibition of employees from taking part in any political activity whatsoever.
3. A salary structure falling within the average income bracket for comparable professional classifications with an adequate retirement system which would attract and hold a desirable type of worker and result in minimizing the turnover within the ranks of the Section and engender a sense of security and well-being on the part of the employee.
4. Financial solvency to permit acquiring and maintaining a two-way radio communications system and the provision for uniforms, boats, motors and binoculars—the prerequisite tools of the enforcement officer's trade; State vehicles for each officer or an allotment of mileage for private vehicles adequate to cover the area of assignment, the same to be reimbursed at a rate sufficient to insure that no financial loss for operation will result to the owner.
5. A well planned pre-service and in-service training program to include instruction in enforcement procedure, elementary game and fish management techniques, sound conservation practices applicable to all natural resources, conservation education, public relations, proper gun and water safety measures, first-aid, etc.
6. An official title other than "Game Warden" which may have inherited a stigma from early administrations having more often than not filled such offices with political patrons having little interest in enforcing the law without fear or favor.
7. The development within the Section of an adequate and capable supervisory staff in order to effectively carry out the directives of the Commission and the Section Chief.
8. The authority to devise or modify laws, rules and regulations promulgated for the protection and propagation of wildlife species for the best public interest.

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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 A. D. Aldrich, Florida Game and Fresh Water Fish Commission
 W. H. Hodges, Georgia Game and Fish Commission
 Frank Phipps, Kentucky Department of Fish and Wildlife Resources
 John Blanchard, Louisiana Wildlife and Fisheries Commission
 George B. Shields, Maryland Game and Inland Fish Commission
 Eugene E. Schwall, North Carolina Wildlife Resources Commission
 James W. Webb, South Carolina Wildlife Resources Commission
 Webb Midyette, Virginia Commission of Game and Inland Fisheries

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