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The Committee assigns top priority to written requests from individual legislators and legislative committees. The Committee also considers PEER staff proposals and written requests from state officials and others.

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**A Limited Management Review of the Department of
Wildlife, Fisheries and Parks**

April 13, 1993

**The PEER Committee
Mississippi Legislature**

The Mississippi Legislature
Joint Committee on Performance Evaluation and Expenditure Review
PEER Committee



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April 13, 1993

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At its meeting of April 13, 1993, the PEER Committee authorized release of the report entitled **A Limited Management Review of the Department of Wildlife, Fisheries and Parks.**


Representative Cecil McCrory, Chairman

**This report does not recommend increased
funding or additional staff.**

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A Limited Management Review of the Department of Wildlife, Fisheries and Parks

Executive Summary

April 13, 1993

Introduction

Given a complex organization structure and competing demands within the department, PEER analyzed how well the Department of Wildlife, Fisheries and Parks (DWFP) has allocated and coordinated resources in order to fulfill the diverse components of its mission.

Overview

Since the creation of DWFP by the Executive Reorganization Act of 1989, DWFP management has not coordinated resources in a manner which allows it to fulfill the diverse components of the department's mission. Due to the similar but competitive natures of DWFP's programmatic areas, it follows that without assessment of needs and strong management leadership, conflict will arise as to distribution of limited resources.

DWFP should improve department-wide management and organizational communication, financial management practices, law enforcement administration, and motor vehicle management and operations.

Findings

Management and Organizational Communication (page 10)

DWFP is organized in compliance with legislative mandates; however, the department does not function in a cohesive manner. DWFP managers do not ensure that agency policies and directives are effectively communicated to all departmental employees.

DWFP is one of very few agencies at which PEER has found a true strategic plan with measur-

able objectives for directing the agency's operations. However, DWFP has not updated its five-year strategic plan according to the cycle originally envisioned nor revised the plan to include all areas of agency responsibility granted by the 1989 reorganization (such as the Office of Parks).

The department's ineffective management of the Turcotte Laboratory facility has resulted in employees' misuse and abuse of departmental equipment and resources. DWFP management allowed a department employee to reside full-time at the facility. Departmental personnel assigned to the lab used the state's equipment and resources to hunt beaver and sell their castor glands for personal profit, and lab employees utilized lab refrigeration equipment for personal use. Laboratory personnel also use fish from one of the department's hatchery ponds for fish fries honoring DWFP employees and other individuals.

Financial Management Practices (page 20)

The department has not coordinated the long-range planning effort with the budget process, nor has it implemented a tracking system to determine whether the department meets its goals and objectives.

DWFP's inadequate recordkeeping and inconsistent application of agency policies have hampered timely collection of hunting and fishing license revenues. DWFP has allowed employees (primarily law enforcement officers) to receive additional compensation for the sale of hunting and fishing licenses in violation of Section 96 of the MISSISSIPPI CONSTITUTION.

Despite PEER's 1982 recommendation to this effect, DWFP management has not improved collections of half-fine money owed to the department. In addition, the department cannot determine how much money it is owed.

Law Enforcement Administration (page 31)

DWFP has not followed state law regarding additional training for Bureau of Marine Resources law enforcement officers. In addition, DWFP has no mechanism in place to ensure that property seized due to violations of DWFP laws is accounted for and/or stored as evidence in an appropriate holding facility until trial or forfeiture proceedings commence.

Motor Vehicle Management and Operation (page 34)

The department does not have a comprehensive vehicle management system in place to address needs assessment, assignment, utilization, and maintenance of its vehicle fleet. The department does not utilize uniform criteria to determine need for purchasing new vehicles and has no policies governing vehicle assignment. Managers arbitrarily assign vehicles to employees based on custom. Because DWFP's vehicle utilization records are incomplete, managers cannot determine whether the department utilizes vehicles effectively and efficiently.

The Fleet Services Division does not maintain a comprehensive fleet information system to provide department management with the necessary data upon which to base cost-effective decisions concerning purchases, replacement, maintenance, and agency-wide utilization. The division has neither centralized maintenance records nor established comprehensive vehicle preventive maintenance policies and procedures in order to minimize vehicle operating costs.

Recommendations (page 45)

Management and Organizational Communication

1. The Commission on Wildlife, Fisheries, and Parks should direct management to re-examine and update its strategic plan to include all components and programs of the department by July 1, 1993. The department should utilize the revised strategic plan in preparing its FY 1995 budget request. The commission should also direct department management to evaluate its current organization structure and methods used to communicate with employees in each

program and organization unit. In addition, the commission should direct department management to propose by December 31, 1993, specific policies, procedures, or actions which the commission could adopt or take to eliminate the vestiges of free-standing "departments" or programs within DWFP.

2. The Commission on Wildlife, Fisheries and Parks should direct DWFP management to re-evaluate the mission and management of the department's Turcotte Laboratory facility and provide recommendations to the commission by July 1, 1993, as to the future of the lab. DWFP management should also develop and implement specific policies regarding the personal use of state property by laboratory and other departmental employees.
3. DWFP management should immediately consider disciplinary action against Turcotte Laboratory employees who misused laboratory equipment and resources.
4. Unless the department has compelling scientific reasons not to do so, any fish remaining in the lab's hatchery ponds after the department has shipped as many complete truck loads as possible should be released into the Ross Barnett Reservoir or other local public bodies of water.

Financial Management Practices

5. As stated in recommendation 1, DWFP management should integrate the department's measurable goals and objectives (strategic plan) with the department's budgeting process. Such integration should include the development of a mechanism to track the progress of goals and objectives on a continuing basis. Department management should report to the commission at least quarterly regarding the department's achievement of its goals and objectives.
6. During PEER's review of DWFP, the department upgraded its recordkeeping system to facilitate the review of license agents' accounts for compliance with DWFP reporting and collections requirements. This new process represents a significant improvement over the prior review process; however, PEER makes the following recommendations:

- DWFP management should consistently enforce all department policies and procedures related to reporting and collections of sales of hunting and fishing licenses.
 - DWFP should reallocate a position (or positions) to create one or more field auditor positions to audit accounts of license agents. Such positions should be filled by individuals with appropriate academic and work experience backgrounds to make the field audits effective, preferably in business administration, accounting or auditing.
 - DWFP management should develop a written audit program/checklist outlining the audit procedures to be followed by a field auditor when auditing the accounts of license agents.
 - DWFP management should phase out the sale of hunting and fishing licenses by its employees (primarily law enforcement officers), other than those who sell from a DWFP office location. In no case should DWFP employees be permitted to receive additional compensation (agent's fees) for the sale of licenses, as this represents a violation of the state's constitution.
7. The Legislature should amend MISS. CODE ANN. Section 49-5-51 (1972) to make DWFP responsible for ensuring that all half-fine funds are received on a monthly basis. DWFP should require that justice court clerks report the disposition of all violations in a monthly report.
 8. DWFP management should require department employees involved in the collection of half-fine money to maintain a record of dispositions in which justice court judges fail to impose the statutory penalty for specific violations.

Law Enforcement Administration

9. The Commission on Wildlife, Fisheries, and Parks should enact a training policy which requires all department law enforcement officers, including those assigned to the Bureau of Marine Resources, to complete

basic law enforcement training as well as advanced wildlife conservation training. By December 31, 1993, the department should develop and have operational an in-service training program which provides specialized law enforcement officer training on a periodic basis.

10. By July 1, 1993, DWFP management should develop and implement written standard operating procedures for the storage of evidence and the disposition of contraband seized in criminal violations resulting in forfeiture.

Motor Vehicle Management and Operation

11. The Department of Wildlife, Fisheries and Parks should review the vehicle acquisition practices of its offices and bureaus to ensure that all vehicles are necessary in the efficient and effective operation of the department. This review should result in a list of proposed replacement standards for each type of vehicle operated by each office and bureau, and should take into account the operational environment wherein each vehicle is to be used.
12. The Department of Wildlife, Fisheries and Parks should immediately terminate the practice of assigning vehicles to personnel whose jobs do not require a material amount of daily travel to accomplish required tasks.
13. The Department of Wildlife, Fisheries and Parks should ensure that its future efforts in the area of fleet management include the preparation, analysis, and monitoring of complete, detailed vehicle log sheets and records. The department should also retain its policy against commuting in state vehicles and ensure that the provision is properly enforced.
14. Using existing resources, the Department of Wildlife, Fisheries and Parks should proceed with its plan to acquire the fleet management system it is now considering.
15. In order to maintain the department's vehicles in satisfactory operating condition, DWFP's Fleet Services Division should develop a preventive maintenance scheduling system to cover all department vehicles.

A Limited Management Review of the Department of Wildlife, Fisheries and Parks

Introduction

Authority

The PEER Committee performed a management review of the Department of Wildlife, Fisheries and Parks (hereafter referred to as DWFP) pursuant to MISS. CODE ANN. §5-3-57 (1972).

Scope

Given DWFP's complex organization and competing demands, PEER analyzed how well the department has allocated and coordinated resources in order to fulfill the diverse components of its mission. PEER reviewed DWFP's organizational and management structure, financial management practices, law enforcement administration, and motor vehicle management and operation.

Method

In conducting this review, PEER:

- interviewed personnel of the Department of Wildlife, Fisheries and Parks;
- interviewed personnel in similar state and federal agencies;
- conducted inspections of DWFP facilities; and,
- reviewed DWFP records.

Overview

Since the creation of DWFP by the Executive Reorganization Act of 1989, DWFP management has not coordinated resources in a manner which allows it to fulfill the diverse components of the department's mission. The department's mission statement itself drives a complex organization with inherent conflict over efficient allocation of internal resources. The Commission on Wildlife, Fisheries and Parks has adopted the following as its mission statement:

*It is the mission of the Mississippi Department of Wildlife,
Fisheries and Parks to conserve and enhance Mississippi's*

natural resources, to provide continuing outdoor recreational opportunities, to maintain the ecological integrity and aesthetic quality of the resources and to insure socioeconomic and educational opportunities for present and future generations.

This mission statement encompasses all the programmatic areas and constituencies served by the department (e.g., parks, wildlife, marine resources). Due to the similar but inherently competitive natures of these programmatic areas, it follows that without assessment of needs and strong management leadership, conflict will arise as to distribution of limited resources. Given DWFP's complex organization and competing demands, the department must allocate and coordinate resources based on assessment of need in order to fulfill the diverse components of its mission.

DWFP is organized in compliance with legislative mandates; however, the department does not operate in a cohesive manner. Regarding its five-year strategic plan, DWFP has not: updated the plan according to the three-year cycle originally envisioned; revised the plan to include all areas of agency responsibility granted by the 1989 reorganization; coordinated the long-range planning effort with the budget process; nor implemented a tracking system to determine whether the department meets its goals and objectives.

DWFP has several problems with financial management. The department's poor recordkeeping and inconsistent application of agency policies have hampered the agency's ability to make timely collection of hunting and fishing license revenues. DWFP employees (primarily law enforcement officers) receive additional compensation for the sale of hunting and fishing licenses in violation of Section 96 of the MISSISSIPPI CONSTITUTION. Despite PEER's 1982 recommendation to this effect, DWFP management has not improved collections of half-fine money owed to the department. In addition, the department cannot determine how much money it is owed.

Concerning its law enforcement administration, DWFP has not followed state law regarding additional training for Bureau of Marine Resources law enforcement officers. In addition, DWFP has no mechanism in place to ensure that property seized due to violations of DWFP laws is accounted for and/or stored as evidence in an appropriate holding facility until trial or forfeiture proceedings commence.

Regarding DWFP's motor vehicle management and operations, PEER found that the department does not utilize uniform criteria to determine need for purchasing new vehicles. DWFP management arbitrarily assigns department vehicles to certain employees because the department has no policies to govern such assignments. Due to incomplete utilization records, DWFP management cannot determine whether department vehicles are effectively and efficiently utilized. The

department's Fleet Services Division has failed to maintain a comprehensive fleet information system to provide department management with the necessary data upon which to base cost-effective decisions concerning vehicle purchases, replacement, maintenance, and agency-wide utilization.

Department History and Organization Structure

History

Wildlife and Fisheries Responsibilities

The concept of regulating and protecting Mississippi's fish and wildlife resources began in the first quarter of this century. The growing timber industry and concurrent growth in population greatly affected fish and wildlife resources. Market and sport hunting were widespread and attempts at county hunting regulations were ineffective. A Brookings Institute report issued in 1932 recognized the need for better coordination in the area of natural resources and recommended the creation of one agency to unify and organize conservation functions. In response to this report, the Legislature formed the Game and Fish Commission to protect and manage wildlife resources. For over forty-five years, this commission supervised law enforcement efforts and conducted statewide restocking and refuge programs. The commission also imposed limits and seasons on various freshwater fish species.

Parks Responsibilities

The Legislature's passage of Chapter 153, *Laws of 1934*, provided for the use of state lands for state parks and authorized counties to purchase land to be conveyed to the state for park purposes. The Mississippi Forestry Commission supervised the first eleven state parks. The Legislature created the State Board of Park Supervisors in 1936, but continued to appropriate funds under the Forestry Commission. The Mississippi State Park Commission, created in 1956, administered the state parks. The Legislature's passage of Chapter 492, *Laws of 1971*, changed the name to the Mississippi Park Commission. Chapter 484, *Laws of 1978*, created the Department of Natural Resources and transferred the park system into the Bureau of Recreation and Parks of this new agency.

Marine Responsibilities

Meanwhile, commercial harvesting of seafood grew steadily. In order to regulate the seafood harvest in Mississippi's coastal waters, the Legislature created the Seafood Commission (later named the Marine Conservation Commission) in 1917. This agency was instrumental in enacting conservation measures to prevent depletion of certain marine species. The agency also enforced catch restrictions and required oyster fishermen to return shell material to state reefs to help ensure regrowth of oysters. The Legislature created the Marine Resources Council in 1970, which, with passage of the Coastal Wetlands Protection Act in 1973, soon became concerned with wetlands protection. Legislation passed in 1977

authorized the Marine Conservation Commission to lease water bottoms of the Mississippi Sound to commercial oystermen for oyster farming activities. In 1979, the Marine Conservation Commission and the Marine Resources Council merged with the Game and Fish Commission and the Boat and Water Safety Commission to create the Department of Wildlife Conservation (DWC). DWC's Bureau of Marine Resources assumed responsibility for all functions previously handled by the Marine Conservation Commission and the Marine Resources Council.

Environmental Concerns

During the mid-1900's, extensive clearing and draining of bottom land hardwood forests in the Delta displaced many game species. Expansion of industry and residential communities on the Gulf Coast altered the natural wetlands that served as habitat for several commercial seafood species. Water pollution from pesticides also became a major resource conservation issue.

Thus, by the 1970's the state had become more concerned with the environment and expanded the responsibilities of the Game and Fish Commission to include protection of endangered species, nongame wildlife, and unique natural areas. The Legislature authorized the purchase of land for preservation and protection of wildlife and the leasing of water bottoms for oyster farming activities.

Consolidation of Responsibilities

The Legislature's intent concerning conservation and natural resources has consistently been one of consolidation. A 1950 legislative report recommended that six state agencies performing natural resource functions be consolidated into a Department of Conservation. A separate report in 1970 recommended merging the activities of eleven agencies into a Department of Conservation. Legislators acted on legislation calling for such mergers in every legislative session between 1970 and 1977. In its 1977 report to the Legislature, the Joint Legislative Reorganization Study Committee recommended creating a Department of Natural Resources, composed of six bureaus (Marine Resources, Fisheries and Wildlife, Geology and Energy Resources, Water Resources, Recreation and Parks, and Pollution Control) and governed by a seven-member commission. As stated above, responsibilities and functions for game and fish, marine conservation, and boating and water safety were merged in 1979 to create the Department of Wildlife Conservation.

The Executive Reorganization Act of 1989 added responsibilities for the statewide parks and recreation program to this agency, and it became what is now known as the Department of Wildlife, Fisheries and Parks.

Exhibit 1, page 7, presents a chronology of the history and development of the Department of Wildlife, Fisheries and Parks. Appendix A, page 51, provides a list of PEER reports on various components of the present Department of Wildlife, Fisheries and Parks.

Organization Structure

MISS. CODE ANN. Section 49-4-6 (1972) mandates that DWFP be organized into three offices: Office of Support Services; Office of Wildlife and Fisheries; and, Office of Parks and Recreation (see Exhibit 2, page 8). Presented below is an overview of the divisions and purpose of each of these three offices:

- **Office of Support Services**--Support Services has two primary responsibilities: to meet the support needs of all of the department's projects and to provide financial information as required by governing authorities. The Office of Support Services consists of the following divisions and their respective purposes:
 - *Personnel and Staff Development*: to administer the personnel, employee benefits and orientation/staff development programs for the department's employees.
 - *Data Processing*: to provide technical guidance and support in the acquisition and operation of telecommunications and computer equipment. To provide access and structured reporting to the data collected by DWFP.
 - *Accounting/Business Services*: to maintain all financial records for DWFP, including accounts payable, accounts receivable, revenue support systems (including license sales), general ledgers, GAAP financial reporting, budget/appropriation assistance, investments, bank reconciliations and cash management.
 - *Field Services*: to coordinate the activities of purchasing, maintenance and inventory of all DWFP property, regulation of fleet services, maintenance of warehouse space, and to provide signs as needed at state parks.
 - *Public Information*: to disseminate information, internally and to the public, about DWFP programs, projects, employees, laws and regulations to inform and educate constituents about wildlife, marine and outdoor resources.

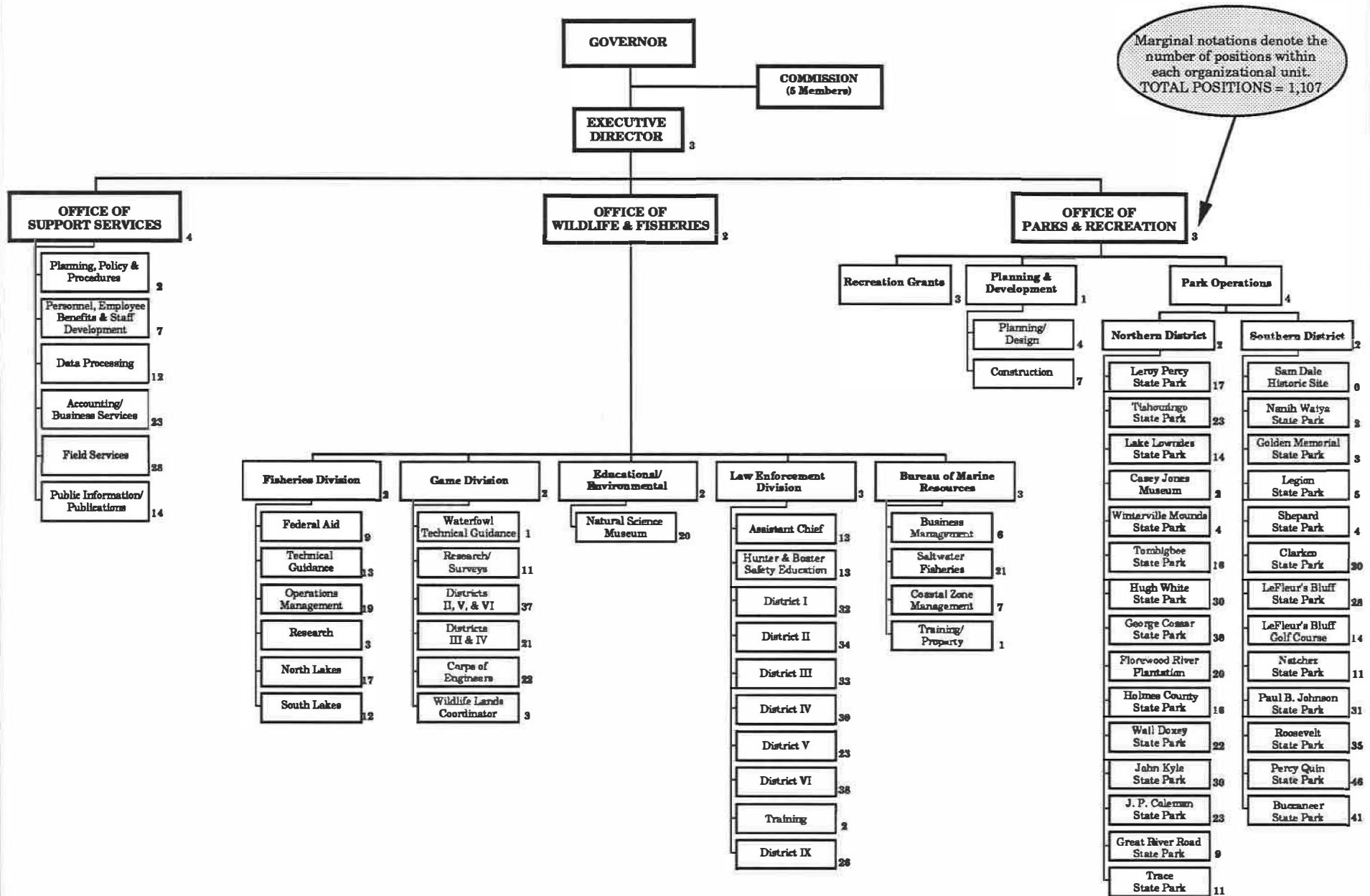
Exhibit 1

Chronology: History of the Department of Wildlife, Fisheries and Parks

<i>Date</i>	<i>Action</i>	<i>Purpose</i>
1917	Legislature creates the Mississippi Seafood Commission (later called the Marine Conservation Commission)	To regulate the seafood harvest in Mississippi's coastal waters
1932	Legislature creates the Game and Fish Commission	To protect and manage Mississippi's wildlife resources
1934	Legislature passes Chapter 153, <i>Laws of 1934</i>	To provide for the use of state lands for state parks and authorize counties to purchase land to be conveyed to the state for park purposes
1970	Legislature creates the Marine Resources Council	To explore, develop, conserve and market the state's underwater natural resources, particularly those of the Mississippi coastal waters
1972	Legislature authorizes Game and Fish Commission to purchase land	To protect endangered species, nongame wildlife and unique natural areas
1973	Legislature passes the Coastal Wetlands Protection Act and gave Marine Resources Council Council administrative responsibility for the Act	To preserve the coastal wetlands and their ecosystems
1977	Legislature authorizes the Marine Conservation Commission to lease water bottoms of the Mississippi Sound to commercial oystermen	To encourage oyster farming to help meet the growing national demand for seafood
1978	Legislature passes Chapter 484, <i>Laws of 1978</i>	To create the Department of Natural Resources, with a Bureau of Recreation and Parks to administer and oversee state parks
1979	Legislature merges the Game and Fish Commission, Boat and Water Safety Commission, Marine Conservation Commission and Marine Resources Council to form the Department of Wildlife Conservation	To increase efficiency in administration of wildlife agency functions and reflect concern for statewide impact of commercial seafood industry
1989	Legislature passes the Executive Reorganization Act, which merges the Parks and Recreation Program with the Department of Wildlife to create the present Department of Wildlife, Fisheries and Parks	Part of a general attempt to reorganize certain departments of state government to make administration of reorganized departments more efficient
1992	DWFP Executive Director implements an internal reorganization of programmatic areas, including the establishment of Law Enforcement as a separate division	To clarify budget matters and allow the Wildlife and Fisheries Division to concentrate on wildlife and fisheries

SOURCES: *Mississippi Wildlife and Marine Resources Strategic Plan for 1988-1992; A Report on the Mississippi Marine Resources Council* (Legislative Audit Committee, 1976); MISSISSIPPI CODE ANNOTATED (1972); the *Clarion-Ledger* (October 1, 1992); PEER staff; DWFP

**Exhibit 2
Department of Wildlife, Fisheries and Parks Organization Chart**



SOURCE: Compiled by PEER staff from fiscal year 1993 State Personnel Board organization charts.

- **Office of Wildlife and Fisheries**--The Office of Wildlife and Fisheries consists of the following divisions and their respective purposes:
 - *Fisheries Division:* to coordinate the activities and operations of four field offices, a research lab, three hatcheries, a boat ramp and pier construction crew and twenty-one state fishing lakes in order to achieve the goals and objectives of the Strategic Plan.
 - *Game Division:* responsible for stocking and monitoring wildlife populations; making hunting season and bag limit recommendations; conducting wildlife research and surveys; providing technical assistance to landowners, hunting clubs and other agencies; and operating thirty-three wildlife management areas.
 - *Education Division:* to supervise, monitor and coordinate all Museum of Natural Science projects and activities and to maintain the 7,800-volume library.
 - *Bureau of Law Enforcement:* to enforce all state and applicable federal statutes and regulations pertaining to fish and wildlife and boat and water safety laws and to provide hunter and boater safety education.
 - *Bureau of Marine Resources:* regulation of wetlands, provision of a shellfish management program, provision of technical assistance to coastal residents and industry, and regulation of saltwater fisheries.
- **Office of Parks and Recreation**--The objective of the Office of Parks and Recreation is to provide wholesome, satisfying, and high-quality outdoor recreational opportunities for both Mississippians and out-of-state visitors. The Office of Parks and Recreation consists of the following divisions and their respective purposes:
 - *Recreation Grants:* to conduct an annual funding cycle that includes securing applications from cities, counties and state agencies for 50/50 matching grants to acquire and/or develop recreation areas.
 - *Planning and Development:* to review park facilities continually and plan for additional facilities and activities (e.g., recreational or nature areas)
 - *Park Operations:* to coordinate the activities and operations of twenty-eight state parks and/or historic site(s).

Findings

Management and Organizational Communication

Chapter 544, *Laws of 1989*, combined the Department of Wildlife Conservation with the Department of Natural Resources' parks and recreation program to create the Department of Wildlife, Fisheries, and Parks. The impetus for this bill was a 1988 report of the Executive Branch Reorganization Study Commission entitled *Reorganization of the Executive Branch of Mississippi's State Government*. The commission's Committee on Natural Resources studied the mission and programs of the state's natural resources-related agencies and reported its findings in that document. The committee noted:

The use, protection and conservation, and development of Mississippi's natural resources is shared by all of the organizations described. . . .but no formal effort is made to coordinate or strategically plan programs involving natural resources.

The committee recommended creating one department which would coordinate, plan, and manage those state programs which promote, regulate, and protect the state's wildlife and marine resources by combining similar administrative support and operational functions. Although the Legislature did not implement all of the committee's recommendations in its final legislative package (e.g., the Legislature included the parks program, which was not recommended by the committee), it created a single agency to protect, conserve, and develop the state's wildlife and marine resources.

DWFP is organized in compliance with legislative mandates; however, the department does not function in a cohesive manner.

Chapter 544, *Laws of 1989*, codified as MISS. CODE ANN. Section 49-4-6, mandates that DWFP be organized into three offices: Office of Support Services, Office of Wildlife and Fisheries, and Office of Parks and Recreation. As illustrated in Exhibit 2, page 8, DWFP has complied with this legislative mandate. However, despite the department's technical compliance with state law, DWFP management has not taken appropriate steps to ensure that the department functions in the most cohesive manner possible.

- *The department's strategic plan does not include all of DWFP's offices.*

The Department of Wildlife Conservation utilized approximately two hundred of its own personnel and one hundred public citizens in 1988 to develop the department's strategic plan. This document identified Mississippi's wildlife, fisheries and related resources and the department's policies for managing such resources. The strategic plan attempted to provide documented guidance for employees of the department while preparing budget requests during the period 1988 through 1992. The strategic plan called for updating as needed, or at least every three years. Developers of the plan presented a style of comprehensive management "designed to consistently guide agency change through orderly management that considers the wishes of constituencies for agency programs by clearly factoring biological, economic, public, institutional and political effects into the decision making process." Further, the plan stated that "comprehensive planning is an ongoing management system that requires the agency to continually monitor both achievement of goals and objectives and changing factors of the decision-making process." DWFP is one of the few agencies reviewed by PEER which has a strategic plan with measurable objectives to guide agency operations.

Although DWFP recognized the importance of long-range strategic planning, as evidenced by this five-year plan, the department did not update the plan after the 1989 reorganization legislation. As a result, DWFP's Office of Parks has not had the formally stated goals and objectives necessary to guide its operations and ensure the office's contribution to DWFP's overall mission. In effect, the Office of Parks has operated much like a free-standing department, rather than as a unit within a comprehensive agency. For example, the office's operations division trains law enforcement personnel rather than DWFP's law enforcement office. Operational needs of the office, such as promotional brochures and administrative support, are subordinate to DWFP's game and fish needs.

- *DWFP does not ensure that agency policies and directives are effectively communicated to all department employees.*

Six of DWFP's eight upper-management-level employees interviewed by PEER expressed concerns that the department does not effectively communicate agency policies and directives to all department employees. This lack of communication has two primary causes. First, DWFP's standard operating procedures manual does not include a policy or procedure for the distribution of department policies and directives throughout the agency. The department's current communication practice is for upper-level managers to transmit policy changes to managers below them organizationally,

who pass the information down through all levels within the department. This process provides department managers with few assurances that all department employees receive consistent and correct information regarding new or revised policies. Second, DWFP has not consolidated its various programs into one statewide structure for management and communication purposes. As illustrated in Exhibits 3 through 6, pages 13 through 16, DWFP has four separate management and programmatic districts within the state: Parks, Fisheries, Game, and Law Enforcement. The quality of departmental communication may vary depending on the management of each program area. DWFP's lack of a statewide program structure encourages the department's divisions to function separately and independently instead of collectively to accomplish the department's mission.

The department's lack of cohesiveness has occurred primarily because of the turnover of executive directors. In the three years since the executive branch reorganization, DWFP has had four executive directors--three permanent directors and one interim director (see Exhibit 7, page 17). DWFP personnel told PEER that the department has not been able to function in a unified manner because management direction and agency policies tend to change with each new executive director.

The department's ineffective management of the Turcotte Laboratory facility has resulted in employees' misuse and abuse of departmental equipment and resources.

In 1969, DWFP established the Turcotte Laboratory, a departmental research facility located on Highway 43 South near the Ross Barnett Reservoir. The facility consists of an office building, storage/shop areas, and fish hatchery ponds for producing fish for stocking state public bodies of water. During the facility's early days, laboratory staff monitored pesticide and heavy metal concentrations in fish tissue (primarily from Delta lakes) and measured selected water quality parameters of numerous lakes and reservoirs. Currently, the facility primarily serves as a field office for DWFP's Fisheries and Law Enforcement Divisions.

During the course of this management review, PEER received allegations of mismanagement and misuse of state equipment by lab employees. In conjunction with DWFP's Internal Affairs Officer, PEER conducted an unannounced inspection of the lab on January 7, 1993, to determine the validity of the allegations. Results of the unannounced inspection show that the department has failed to manage the facility effectively, resulting in employees' misuse and abuse of department equipment and resources, as detailed in the following sections.

Exhibit 3 DWFP Game Districts

GAME DISTRICT 1 

- 65 Choctaw
- 77 Chickasaw
- 81 John Bell Williams
- 82 Divide Section

GAME DISTRICT 2 

- 63 Calhoun County
- 73 Upper Sardis
- 85 Grenada Waterfowl Refuge
- 88 Sardis Waterfowl Refuge
- 95 Malmalson

GAME DISTRICT 3 

- 69 Anderson Tully/Shipland
- 74 Leroy Percy
- 86 Stoneville
- 87 Pearl River
- 89 Indian Bayou
- 90 Sunflower
- 94 O'Keefe

GAME DISTRICT 4 

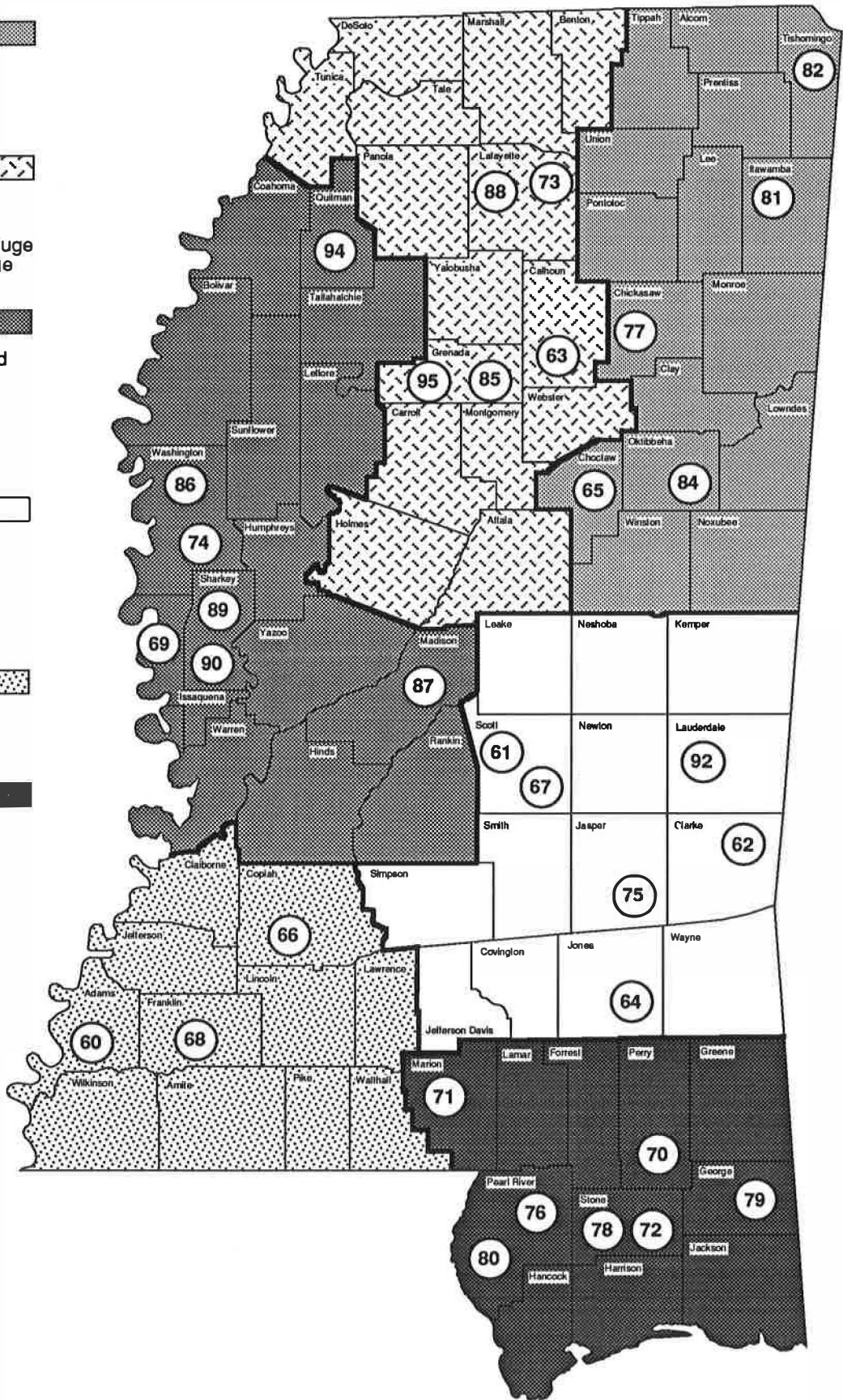
- 61 Bienville
- 62 Bucatunna
- 64 Chickasawhay
- 67 Caney Creek
- 75 Tallahala
- 92 Okatibbee

GAME DISTRICT 5 

- 60 Sandy Creek
- 66 Copiah
- 68 Homochitto

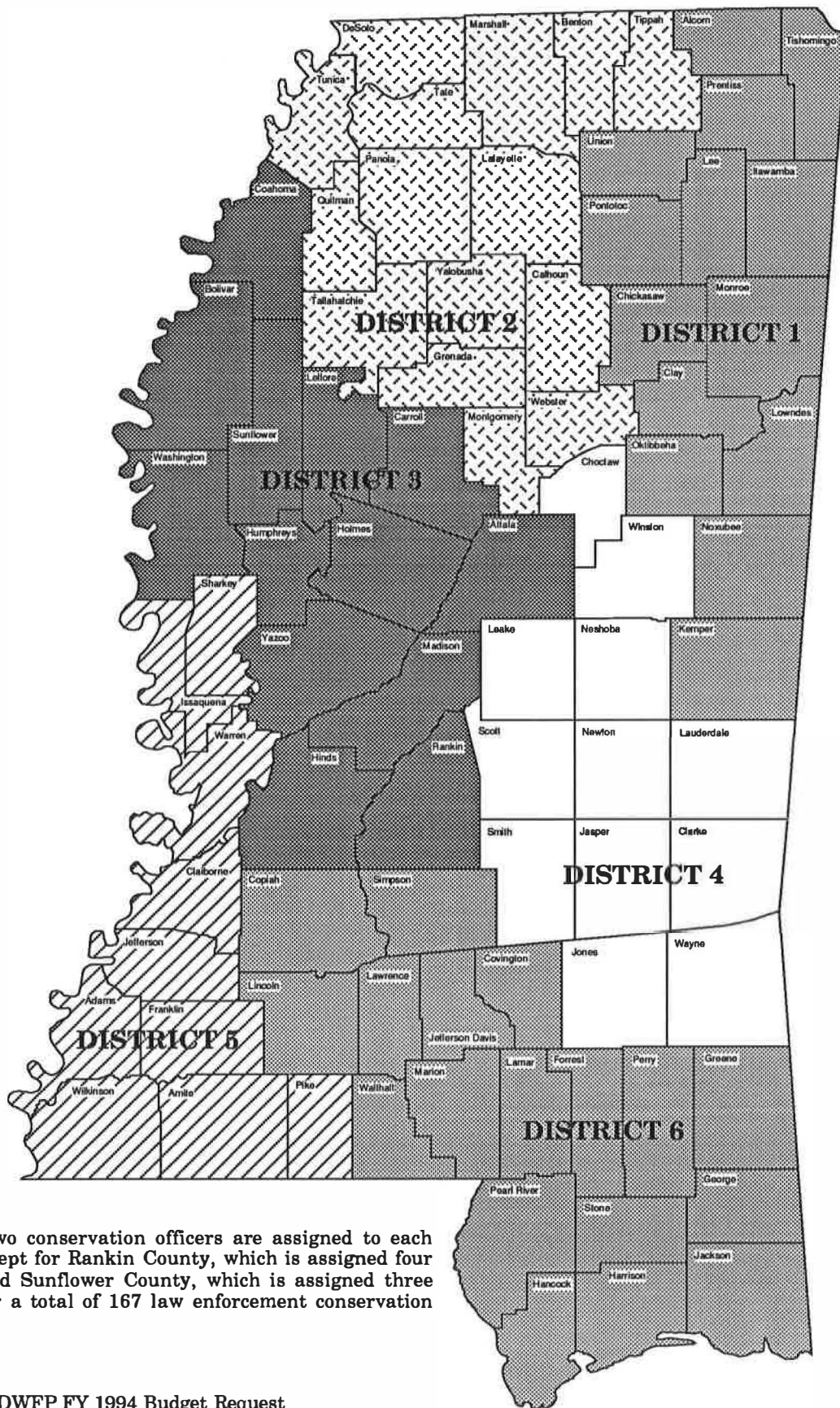
GAME DISTRICT 6 

- 70 Leaf River
- 71 Marion County
- 72 Red Creek
- 76 Wolf River
- 78 Little Biloxi
- 79 Pascagoula River
- 80 Old River



SOURCE: Department of Wildlife, Fisheries and Parks

Exhibit 4 DWFP Law Enforcement Districts



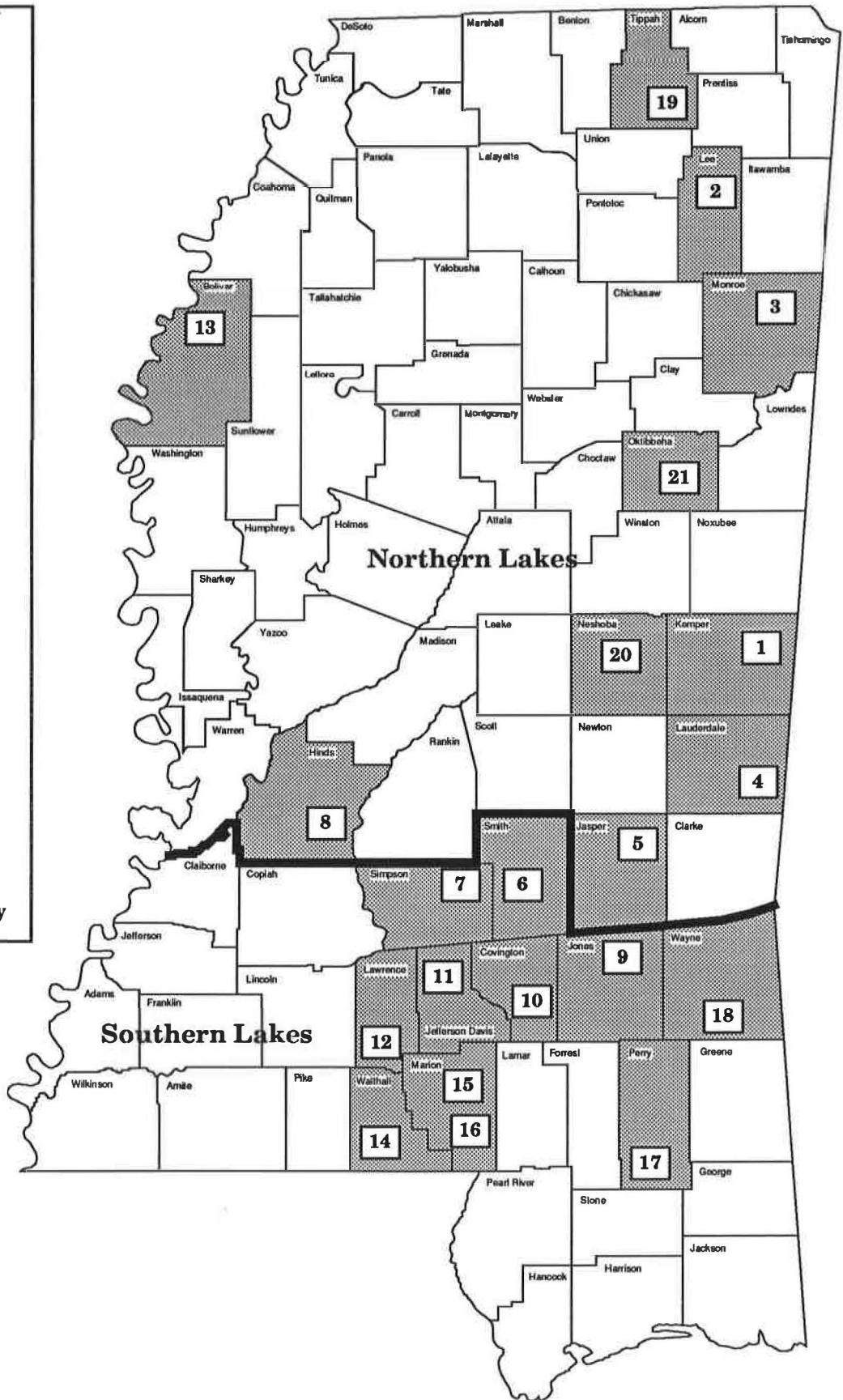
NOTE: Two conservation officers are assigned to each county, except for Rankin County, which is assigned four officers, and Sunflower County, which is assigned three officers, for a total of 167 law enforcement conservation officers.

SOURCE: DWFP FY 1994 Budget Request

Exhibit 5 DWFP State Lakes Districts

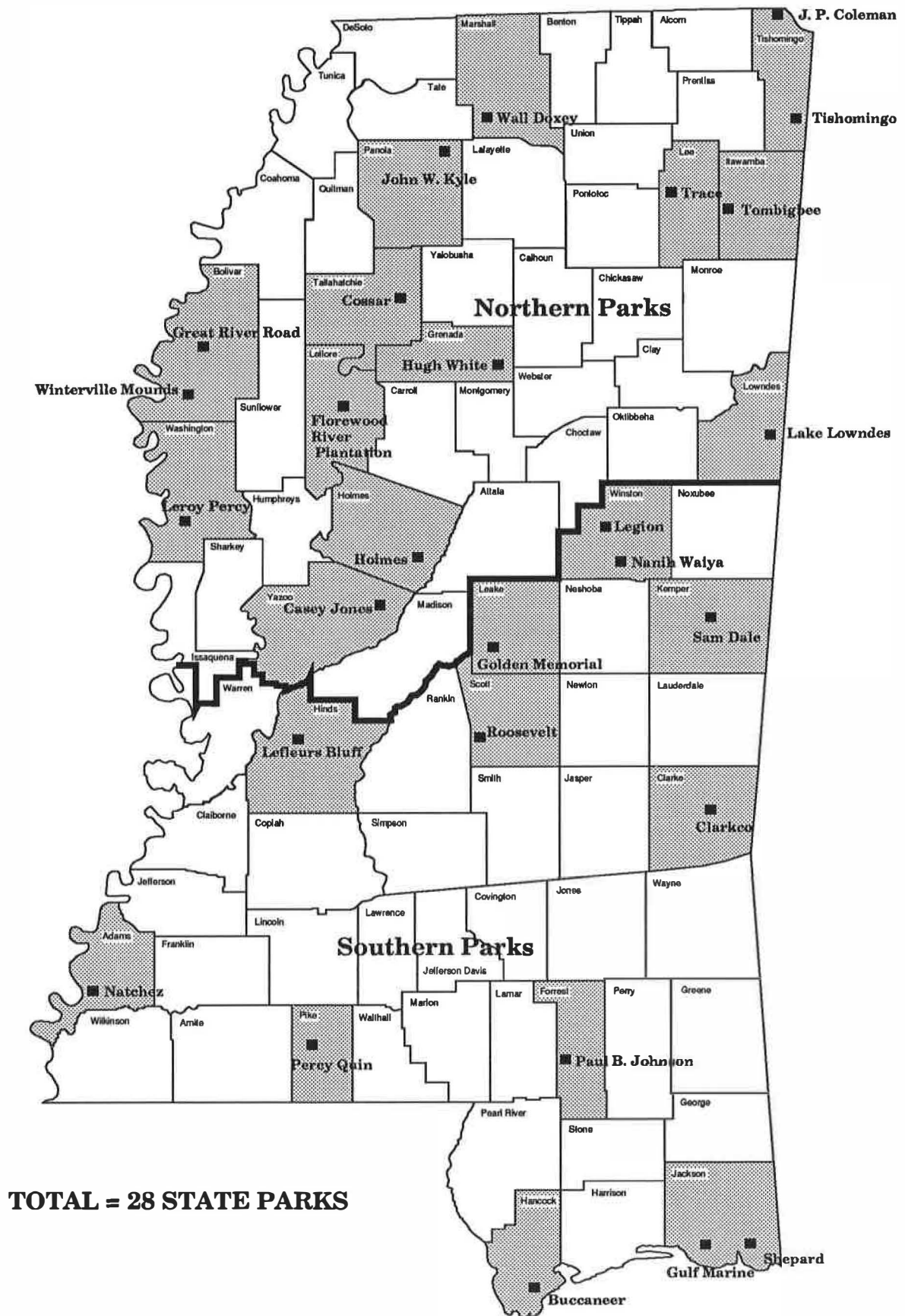
LAKE NAME

- 1 Kemper County
- 2 Lamar Bruce
- 3 Monroe
- 4 Tom Bailey
- 5 Claude Bennett
- 6 Ross Barnett
- 7 Simpson Legion
- 8 Dockery
- 9 Bogue Homa
- 10 Mike Conner
- 11 Jeff Davis
- 12 Mary Crawford
- 13 Bolivar County
- 14 Walthall
- 15 Columbia
- 16 Bill Waller
- 17 Perry
- 18 Lakeland Park
- 19 Tippah
- 20 Neshoba County
- 21 Oktibbeha County



SOURCE: Department of Wildlife, Fisheries and Parks

Exhibit 6 DWFP State Parks Districts



SOURCE: Department of Wildlife, Fisheries and Parks

Exhibit 7

**Executive Directors of the Department of Wildlife,
Fisheries and Parks Since Implementation of the
Executive Reorganization Act
(July 1, 1989)**

<u>Executive Director</u>	<u>Term</u>
Vernon Bevill	October 31, 1987 - August 1990
Jack Herring	September 1990 - December 1990*
	January 1991 - April 1992
Hayes Dent*	May 1992 - June 1992
Sam Polles	July 1, 1992 - Present

* Interim Director

SOURCE: Department of Wildlife, Fisheries and Parks

- *DWFP management allowed a departmental employee to reside full-time at the lab facility.*

PEER's inspection of the lab confirmed that a DWFP Fisheries Technician II resided full-time at the facility. At the time of the inspection, this employee had resided at the lab since September 1992, approximately four months. During his residence at the lab, the Fisheries Technician had not reimbursed the department for rent or utilities.

The employee in question told PEER that he moved into the lab facility, which has a six-person dormitory area, when he lost his roommate and could no longer afford the rent of their shared apartment. Since DWFP had allowed department employees to reside on an interim basis at the facility before, the employee moved in without formally requesting or receiving approval from his supervisors. DWFP's Fisheries Division Chief gave "after-the-fact" approval of his living arrangements. The lab director told PEER staff that the Fisheries Technician had no job-related duties which necessitated his full-time residence at the lab facility. The director stated that he had no direct knowledge of the employee's living accommodations at the time he became lab director and

confirmed that the Fisheries Division Chief approved the arrangement.

PEER questions how DWFP's management structure could allow a department employee to reside full-time at the lab (whose job duties did not require him to do so) without taking exception to the practice. PEER also questions the department's apparent lack of policies governing even interim residence at the lab facility.

- *DWFP personnel assigned to the lab used state equipment and resources to hunt beaver and sell their castor glands for personal profit.*

During PEER's inspection, a DWFP Fisheries Technician and Fisheries Biologist acknowledged that they periodically used departmental equipment and resources (boat, gasoline, and headlight) and personal weapons (.22 rifles) to hunt beaver at night in the reservoir area. These employees told PEER that at least two other department employees participated in some of the hunts.

The Fisheries Technician acknowledged that he removed castor glands (scent glands) from some of the beaver, sold the glands to Minnesota Trapline Products, and kept the proceeds for his personal use. A Minnesota Trapline Products representative provided PEER with documentation showing that department employees received at least \$495 from the sale of beaver castor glands. DWFP accounting personnel confirmed that the department employees did not deposit the proceeds into any department account.

Although DWFP has statutory authority to allow the destruction of predatory animals during closed hunting seasons, DWFP management should not allow department employees to profit from the use of state equipment and resources. In addition, these employees utilized .22 caliber rifles in their night hunts when Pearl River Wildlife Management Area regulations clearly state that "regular rifles [those smaller than .45 caliber], slugs and handguns [are] not permitted."

State Personnel Board policies classify "unauthorized use or misuse of state property or records" as a Group Two offense punishable by a written reprimand and/or suspension without pay not to exceed five working days.

During the latter stages of this review, PEER also received complaints from local hunters that DWFP personnel were improperly taking and disposing of wild hogs in the Pearl River

Wildlife Management Area. As with the beaver castor gland incident, the alleged wild hog hunts were for personal, rather than scientific, reasons.

- *Lab employees utilized facility refrigeration equipment for personal use.*

The lab director told PEER that the laboratory's refrigeration equipment is to be used for the storage of research samples and specimens. The director said that all such research items are properly identified and tagged for future use. PEER inspected the lab's refrigeration equipment (except one refrigerator for which the director did not have a key) and determined that very few items in the refrigerators were scientific/research specimens which had been properly identified as such. Most of the lab's refrigeration equipment contained items for personal use or consumption, such as beef and venison, or items to be sold for personal profit, such as animal hides and castor glands. One refrigerator was nearly filled with meat belonging to a department employee who was in the process of moving his personal residence.

DWFP's management structure has not ensured the integrity of state property located at the lab facility. State Personnel Board policies prohibit the unauthorized use or misuse of state property.

- *Lab personnel utilize fish from hatchery pond #12 for fish fries honoring DWFP employees and other individuals.*

DWFP employees acknowledged that fish from the "scrap" pond are used for DWFP retirement functions, other dignitary functions, and youth fishing fairs. Department employees reported to PEER that, in addition to the department-sponsored fish fries, DWFP employees frequently fish from the scrap pond for their personal use. Reportedly, department employees can quickly catch as many large fish as they want due to the department's generous feedings of the "scrap" pond. PEER questions the economics of daily feedings of fish which have been declared "scrap."

Financial Management Practices

Budgeting

The Legislature provides DWFP's funding through one appropriation bill which contains separate sections for the department's program areas, as listed below.

- Wildlife and Fisheries (includes funding for Office of Support Services, and Office of Wildlife and Fisheries - Bureaus of Fisheries; Game; Education; and Law Enforcement);
- Marine Resources (a bureau of the Office of Wildlife and Fisheries);
- Parks and Recreation;
- Motor Vehicles (Office of Wildlife and Fisheries' vehicle purchases); and,
- Beaver Control.

Exhibits 8 and 9, pages 21 and 22, present summaries of the past two complete fiscal years' budgetary revenue sources and expenditures, respectively.

DWFP has not coordinated its long-range planning effort with the budget process, nor has the department implemented a tracking system to determine whether it meets its goals and objectives.

As discussed on page 11, the Department of Wildlife Conservation developed the department's strategic plan in 1985, but has not updated it since the 1989 executive branch reorganization. Two of the strategic plan's formally stated purposes were to provide a smoother budgeting process and agency accountability. Although the department recognized the importance of long-range strategic planning interfaced with its budgetary requests, as evidenced by this five-year plan, department managers have not used the plan to track accomplishment of agency goals and objectives.

DWFP's failure to update the strategic plan to reflect management of the state's parks (see page 11) means that the department's strategic plan does not even address or recognize a unit which expended \$10,065,808 in FY 1991, with an allocated staff of 279 full-time and 234 part-time employees. In addition, DWFP management personnel report that the strategic plan and the budget have not been interfaced.

With the expiration of the strategic plan in 1992, DWFP management requested the Commission on Wildlife, Fisheries and Parks' permission to

Exhibit 8

**Department of Wildlife, Fisheries and Parks
1992 and 1991 Revenues - Budgeted Funds**

	Wildlife & Fisheries	Marine Resources	Parks & Recreation	Motor Vehicle	Beaver Control	Totals	Percentages
1992							
General Fund Appropriations	\$1,166,912	\$630,837	\$4,557,494			\$6,355,243	19.19%
Special fund collections							
Diverted state petroleum taxes	4,000,000 *					4,000,000	12.08%
License sales	7,769,865			\$672,176		8,442,041	25.49%
Park user fees			4,783,017			4,783,017	14.44%
Federal grants/subgrants	4,451,645	1,281,183	343,458			6,076,286	18.34%
Supplies/property sales	987,923	24,881	96,679	225,362		1,334,845	4.03%
Timber sale escrow			59,567			59,567	0.18%
Boat registration	570,717					570,717	1.72%
Interest	345,840	649	6,600	20,254		373,343	1.13%
Other fees/permits	356,665	313,757			\$108,936	779,358	2.35%
Fines and penalties	221,913	71,103				293,016	0.88%
Donations	10,000					10,000	0.03%
Refunds	11,255	1,082	32,837			45,174	0.14%
	<u>\$18,725,823</u>	<u>\$1,692,655</u>	<u>\$5,322,158</u>	<u>\$917,792</u>	<u>\$108,936</u>	<u>\$26,767,364</u>	<u>80.81%</u>
Totals before transfers	<u>\$19,892,735</u>	<u>\$2,323,492</u>	<u>\$9,879,652</u>	<u>\$917,792</u>	<u>\$108,936</u>	<u>\$33,122,607</u>	<u>99.95%</u>
Transfer of petroleum taxes	-1,614,998 *	800,000	814,998				
Transfer from other funds		16,609				16,609	0.05%
Totals	<u>\$18,277,737</u>	<u>\$3,140,101</u>	<u>\$10,694,650</u>	<u>\$917,792</u>	<u>\$108,936</u>	<u>\$33,139,216</u>	<u>100.00%</u>
Percentages	<u>55.15%</u>	<u>9.48%</u>	<u>32.27%</u>	<u>2.77%</u>	<u>0.33%</u>	<u>100.00%</u>	
1991							
General Fund Appropriations	\$2,641,535	\$699,869	\$5,086,654		\$155,800	\$8,583,858	25.00%
Special fund collections							
Diverted state petroleum taxes	4,000,000 *					4,000,000	12.08%
License sales	7,132,912			\$616,379		7,749,291	23.40%
Park user fees			4,695,429			4,695,429	14.18%
Federal grants/subgrants	5,354,858	937,478	215,943			6,508,279	19.65%
Supplies/property sales	438,259	39,900	38,080	280,510		796,749	2.41%
Timber sale escrow			6,486			6,486	0.02%
Boat registration	555,870					555,870	1.68%
Interest	296,867	734		21,936		319,537	0.96%
Other fees/permits	267,287	358,155			106,435	731,877	2.21%
Fines and penalties	264,719	43,536				308,255	0.93%
Rent		28,857				28,857	
Donations	30					30	0.00%
Refunds	15,775	21,539	12,509			49,823	0.15%
	<u>\$18,326,577</u>	<u>\$1,430,199</u>	<u>\$4,968,447</u>	<u>\$918,825</u>	<u>\$106,435</u>	<u>\$25,750,483</u>	<u>77.66%</u>
Totals before transfers	<u>\$20,968,112</u>	<u>\$2,130,068</u>	<u>\$10,055,101</u>	<u>\$918,825</u>	<u>\$262,235</u>	<u>\$34,334,341</u>	<u>100.00%</u>
Transfer of petroleum taxes	-1,760,346 *	1,360,346	400,000				
Totals	<u>\$19,207,766</u>	<u>\$3,490,414</u>	<u>\$10,455,101</u>	<u>\$918,825</u>	<u>\$262,235</u>	<u>\$34,334,341</u>	<u>100.00%</u>
Percentages	<u>55.94%</u>	<u>10.17%</u>	<u>30.45%</u>	<u>2.68%</u>	<u>0.76%</u>	<u>100.00%</u>	

* General state petroleum excise taxes diverted from state general revenues for specific DWFP use as restricted by appropriation bill.

SOURCE: PEER analysis of Department of Finance and Administration and DWFP budget year records.

Exhibit 9

**Department of Wildlife, Fisheries and Parks
1992 and 1991 Expenditures - Budgeted Funds**

	Wildlife & Fisheries	Marine Resources	Parks & Recreation	Motor Vehicle	Beaver Control	Totals	Percentages
1992							
Personal Services							
Salaries, wages and fringe benefits	\$12,685,247	\$1,347,198	\$6,226,023			\$20,258,468	59.62%
Travel and subsistence	90,364	278,022	47,904	0	0	416,290	1.23%
<i>Total Personal Services</i>	<u>12,775,611</u>	<u>1,625,220</u>	<u>6,273,927</u>	<u>0</u>	<u>0</u>	<u>20,674,758</u>	<u>60.85%</u>
Contractual Services	2,726,069	629,371	2,057,626		\$5,671	5,418,737	15.95%
Commodities	1,616,300	169,104	830,121			2,615,525	7.70%
Capital Outlay							
Other than equipment	59,327		60,892			120,219	0.35%
Equipment	1,300,596	301,657	475,523	\$1,005,522	0	3,083,298	9.07%
<i>Total Capital Outlay</i>	<u>1,359,923</u>	<u>301,657</u>	<u>536,415</u>	<u>1,005,522</u>	<u>0</u>	<u>3,203,517</u>	<u>9.43%</u>
Subsidies, loans and grants	439,561	528,579	982,921		114,936	2,065,997	6.08%
Total	<u>\$18,917,464</u>	<u>\$3,253,931</u>	<u>\$10,681,010</u>	<u>\$1,005,522</u>	<u>\$120,607</u>	<u>\$33,978,534</u>	<u>100.00%</u>
Percentages	<u>55.67%</u>	<u>9.58%</u>	<u>31.43%</u>	<u>2.96%</u>	<u>0.35%</u>	<u>100.00%</u>	

1991							
Personal Services							
Salaries, wages and fringe benefits	\$12,199,785	\$1,506,630	\$6,078,450			\$19,784,865	61.88%
Travel and subsistence	137,029	21,927	52,869	0	0	211,825	0.66%
<i>Total Personal Services</i>	<u>12,336,814</u>	<u>1,528,557</u>	<u>6,131,319</u>	<u>0</u>	<u>0</u>	<u>19,996,690</u>	<u>62.54%</u>
Contractual Services	2,340,725	553,476	2,025,935		\$4,846	4,924,982	15.40%
Commodities	1,723,071	168,187	827,324			2,718,582	8.50%
Capital Outlay							
Other than equipment	2,362		43,853			46,215	0.14%
Equipment	488,346	314,154	328,917	\$1,000,452	0	2,131,869	6.67%
<i>Total Capital Outlay</i>	<u>490,708</u>	<u>314,154</u>	<u>372,770</u>	<u>1,000,452</u>	<u>0</u>	<u>2,178,084</u>	<u>6.81%</u>
Subsidies, loans and grants	512,177	673,189	721,680		249,235	2,156,281	6.74%
Total	<u>\$17,403,495</u>	<u>\$3,237,563</u>	<u>\$10,079,028</u>	<u>\$1,000,452</u>	<u>\$254,081</u>	<u>\$31,974,619</u>	<u>100.00%</u>
Percentages	<u>54.43%</u>	<u>10.13%</u>	<u>31.52%</u>	<u>3.13%</u>	<u>0.79%</u>	<u>100.00%</u>	

SOURCE: PEER analysis of Department of Finance and Administration and DWFP budget year records.

extend the project. In giving its approval for extending the strategic plan project, the Commission directed agency staff to emphasize coordinating the planning process with the budget development process. DWFP again attempted to connect budget preparation to predetermined goals and objectives (the strategic plan) through tracking progress toward program objectives. This revision included plans for incorporation of the Office of Parks. DWFP reported making great progress toward deciding how to develop a cost accounting system. However, in summarizing the status of coordinating the planning and budget processes, DWFP officials stated that the priority placed on implementation of the Statewide Automated Accounting System (SAAS) resulted in the department's failure to review and revise the department's initial strategic plan. The problems with the strategic plan exemplify the department's problems on a larger scale: failure to coordinate the planning process to the budgeting process, and in turn, to manage budgetary and other resources in a manner that accomplishes the department's mission.

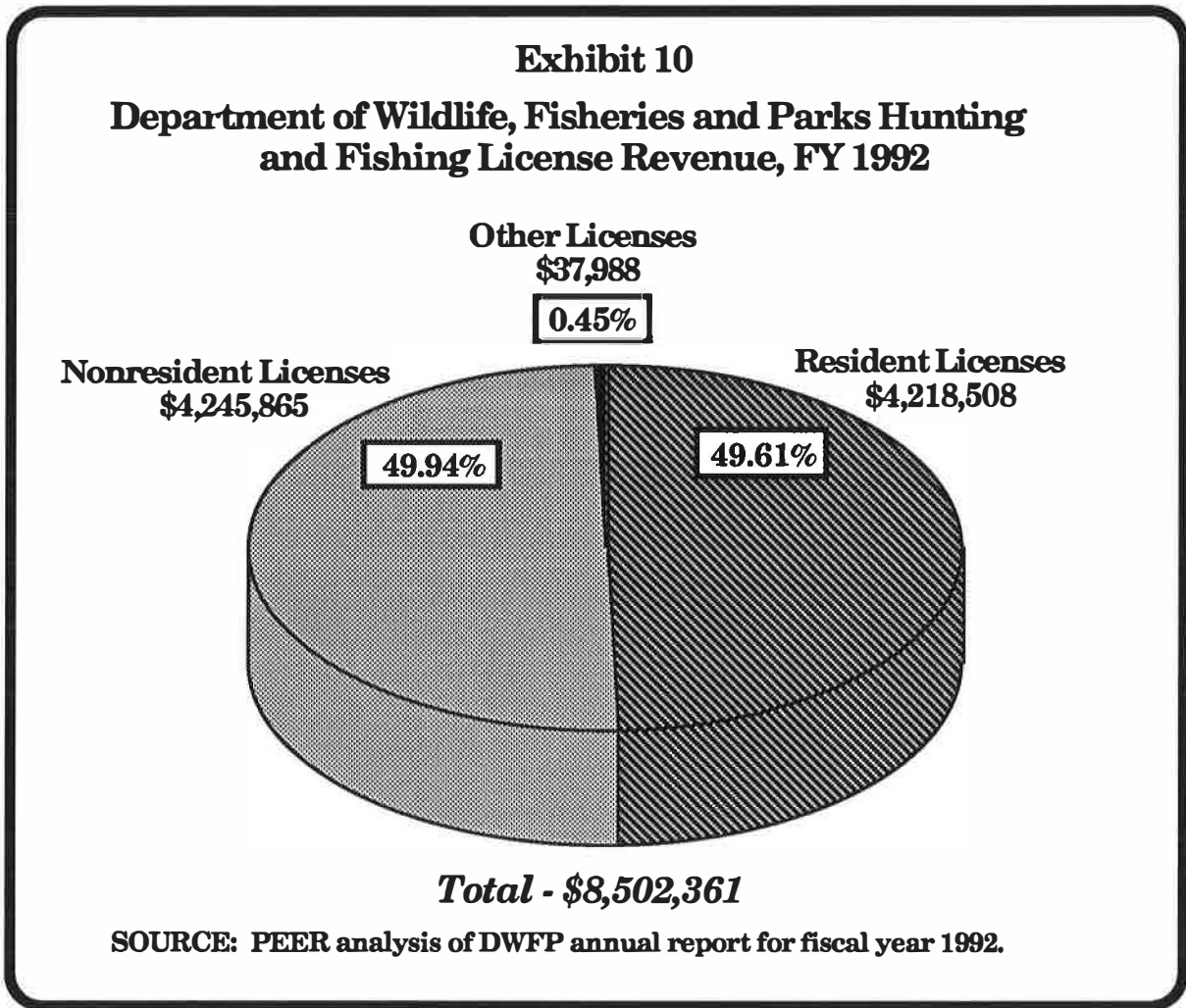
Because DWFP operates with limited state funds, it is extremely important to direct resources to areas of critical need as determined by an overall statewide plan. More importantly, the department should be responsible for establishing projects by priority and justifying the basis of its decisions to legislators and the general public. DWFP management has not connected budget preparation to predetermined goals and objectives. While the department has taken steps to develop a strategic plan which identifies goals and objectives and prioritizes those problems which interfere with the accomplishment of these goals, the department has not implemented a mechanism to determine whether these goals are being accomplished. Therefore, DWFP cannot accurately identify the resources necessary to produce specific results.

Collection of Fees and Fines

MISS. CODE ANN. Section 49-7-17 authorizes DWFP to appoint individuals (e.g, at stores, bait shops) to sell hunting and fishing licenses on an annual basis as license agents. DWFP also allows employees (primarily law enforcement officers) to sell hunting and fishing licenses. Currently DWFP sells hunting and fishing licenses through 986 license agents (266 employees and 720 nonemployee agents).

DWFP issues a supply of licenses to each license agent at the beginning of the fiscal year (July 1). MISS. CODE ANN. Sections 49-7-8 and 49-7-17 authorize license agents to retain a fee for each license sold. State statutes require that license agents remit the proceeds of license sales (exclusive of agents' fees) to DWFP on a monthly basis. At the end of each fiscal year, license agents must submit unsold licenses to DWFP so that the agency can reconcile the number of licenses issued, license sales, and the number of returned licenses for each agent. For fiscal year 1992, DWFP

revenue from the sale of hunting and fishing licenses was \$8.5 million (see Exhibit 10, below).



DWFP's inadequate recordkeeping and inconsistent application of agency policies have hampered the timely collection of hunting and fishing license revenues.

In the past DWFP has not enforced monthly reporting requirements for individuals that sell hunting and fishing licenses. Instead the agency has historically waited until the fiscal year-end to attempt to have all license agents settle their accounts. In most cases, a new supply of licenses for a new year is issued to agents prior to DWFP officials determining whether such agents are delinquent in reporting and settling collections on a prior year's licenses. For fiscal year 1992, DWFP officials received \$193,114 in collections on delinquent accounts after the final settlement for the year. Such delinquent collections have been common in past years

according to DWFP staff. DWFP officials report that the department began implementing a new system of monitoring compliance with license reporting requirements in FY 1993.

In addition, the agency's procedure for auditing license agents is very informal, with no written guidelines or procedures to ensure that the agency's field auditor consistently audits the accounts of license agents. The field auditor, who is technically a conservation officer, merely visits license agents. The officer does not document audit procedures that he performs to determine if the agent's account is maintained in accordance with agency guidelines and state statutes. (The department annually expends \$28,073 in salaries and fringe benefits and the expenses of a state-owned truck for the officer to perform his "audit" function.)

DWFP officials stated that the agency's recordkeeping system has not been adequate to monitor license agents' accounts in a manner that permitted review of agents' accounts for timely reporting and settlement of collections. DWFP officials view their field auditor as more of a public service provider than an auditor. PEER noted that the auditor makes many "courtesy" calls to license agents whose monthly reports are not delinquent to see if they need anything (e.g., brochures).

MISS. CODE ANN. Section 49-7-25 provides that:

Each officer authorized to issue licenses. . . shall on or before the tenth day of each month, forward to the state director of conservation, on blanks furnished to him by the director, a complete list of all licenses so granted, with the name and address of each licensee, and shall pay over to the director all sums collected by him for licenses during the preceding month.

In addition, DWFP policies provide that if no licenses are sold during a month, the license agent must submit a "No Sales Report." The policies further provide that the DWFP will audit license agents periodically, and an agent's failure to report on a monthly basis for three consecutive months will result in notification of the agent's bonding company by DWFP.

DWFP's failure to enforce the monthly reporting and settlement requirements on license agents results in delayed receipt of license revenues which are vital to the agency's continuing operation. In addition, such lax enforcement is unfair to those license agents who are timely in their reporting and settlement of license collections, as they do not benefit from holding collections for extended periods as do those agents whose monthly reports are delinquent.

DWFP authorizes license agents to retain an agent's fee in excess of the limit established by state statute for nonresident hunting and fishing licenses.

During its 1990 session, the Mississippi Legislature amended MISS. CODE ANN. Section 49-7-17 to establish a maximum agent's fee of two dollars for each nonresident license issued by a license agent. (The Legislature did not alter the \$1 agent's fee for a resident license.) Yet the agency allowed license agents to continue to charge an additional dollar on all nonresident hunting and fishing licenses (except the three-day fishing license). (License agents sold 116,454 hunting and fishing licenses for the two-year period ending June 30, 1992.) Therefore, the department complies with the portion of CODE Section 49-7-17 that retains the \$1 fee amount for resident licenses, but has permitted agents to charge a nonresident fee in excess of the statutory limit. On March 24, 1989, the Commission on Wildlife, Fisheries and Parks, acting under authority of CODE Section 49-7-8, established an agent's fee of three dollars for each nonresident hunting and fishing license (two dollars for three-day fishing licenses).

DWFP officials are aware of the fee discrepancy and are of the opinion that the Legislature's intent is that agent's fee for nonresident hunting and fishing licenses should be established by the Commission on Wildlife, Fisheries and Parks. DWFP officials stated that they requested that the 1993 Legislature amend state statutes to give the Commission the same authority that it had prior to July 1990 to establish agents' fees for nonresident licenses. (House Bill 967, which returns this authority to the Commission, was enacted during the 1993 legislative session.)

DWFP employees (primarily law enforcement officers) receive additional compensation for the sale of hunting and fishing licenses in violation of Section 96 of the MISSISSIPPI CONSTITUTION. Sale of hunting and fishing licenses by department law enforcement officers also creates an appearance of impropriety.

As stated earlier, 266 DWFP employees are designated as license agents and sell hunting and fishing licenses as a part of their jobs. The agency permits the employees to retain an agent's fee (\$1 per resident license, \$2 per nonresident three-day fishing license, and \$3 per nonresident license) at the discretion of each employee. Some employees charge the fee while others do not. DWFP does not review or document the amount of such fees collected by its employees. PEER was unable to determine the amount of additional compensation that is being provided to DWFP employees through the sale of hunting and fishing licenses. However, conservation officers reported \$650,971 in sales of hunting and fishing licenses for fiscal year 1992, which may have generated as much as \$25,000 to \$50,000 in agent's fees that were retained by the employees.

DWFP officials contend that the sale of hunting and fishing licenses by DWFP employees is necessary because it increases the public's access to the licenses, i.e., access in remote areas of the state where licenses may not be available on an 8 a.m. to 5 p.m. basis. DWFP personnel stated that the CODE does not specifically exclude its employees from serving as license agents and retaining fees for selling licenses. Because the statute does not expressly prohibit DWFP employees from retaining agents' fees, DWFP allows its employees to sell licenses and retain agents' fees. PEER noted that even the field auditor for license agents is permitted to sell licenses and retain a fee.

MISSISSIPPI CONSTITUTION, Section 96, states that:

The Legislature shall never grant extra compensation, fee, or allowance, to any public officer, agent, servant, or contractor, after service rendered or contract made.

Courts have held that this constitutional prohibition binds not only the Legislature but all subordinate state agencies created or controlled by it. DWFP employees receive regular salaries and benefits in the same manner as all other state employees. The fees for the sale of licenses represent additional compensation for services already rendered as a condition of their employment.

In addition to being unconstitutional, the practice of permitting employees (primarily law enforcement officers) to receive fees for license sales may hinder the effectiveness of department employees and create an appearance of impropriety. Law enforcement officers who sell licenses have a conflict because of their opportunity of immediately providing a license to a sportsman who does not have one and the responsibility of ticketing a sportsman who is hunting or fishing without a license. The effectiveness of department employees may be affected because employees who receive additional compensation for selling licenses may become more concerned with selling licenses than with carrying out their primary job responsibilities. For the seven-month period July 1992 through January 1993, PEER identified five conservation officers who generated total license sales of \$155,640. These license sales may have generated as much as \$5,000 to \$10,000 in agent's fees for the five employees. Assuming the conservation officers primarily sold resident licenses and each license sale took five minutes to complete, the officers' total license sales required approximately four months of their work year--time which should have been spent enforcing conservation laws.

Despite PEER's 1982 recommendation to this effect, DWFP management has not improved collections of half-fine money owed to the department. In addition, the department cannot determine the exact amount it is owed.

MISS. CODE ANN. §49-5-51 (1972) requires that 50% of the fines levied and collected by justice courts for fish- and game-related violations be paid over by the court or other officers collecting such fines to DWFP for deposit. This must be done by the twentieth of the month succeeding the month in which the collections were made. In its 1982 review of the Department of Wildlife Conservation, PEER found that the law enforcement division of the Bureau of Fisheries and Wildlife maintained the principal accounting records in regard to these "half-fine" monies. PEER determined that \$67,335 of these monies had not been remitted to the department within the time prescribed by statute. PEER recommended that the department delegate the authority and responsibility for collection of these "half-fine" monies to the Bureau of Administration in order to improve collections of half-fine money owed to the department. PEER recommended having the Bureau of Administration, rather than the law enforcement division, attempt to recover these funds from the courts because the law enforcement officers must appear before these same judges in other game and fish violation cases.

Documentation provided by DWFP management reported \$1,074,925 in levied but uncollected half-fine monies as of November 4, 1992, for violations occurring since approximately 1984. This same documentation reported \$114,488 in fines for violations which had been suspended by the justice court judge, as well as \$261,685 in actual collected fines. In other words, for an eight-year period, DWFP received only eighteen cents for every dollar actually levied in the form of fines.

When asked to provide documentation of its implementation of PEER's 1982 recommendations, DWFP provided the following overview of procedures utilized for collection of half-fine monies.

County personnel who are associated with the Justice Court system are responsible for the collection of fine monies and remittance of monies due the department. An employee, who is assigned to law enforcement, is responsible for ensuring that payments received are credited to the correct account. The same employee attempts to monitor the funds as they are remitted and, if monies appear to be owed, the department seeks the assistance of the State Auditor's Office in collection of the funds due.

Under the current system, three separate documents are required and must be matched up to accurately reflect the monies due the department. Each conservation officer is required to submit his office copy to his supervisor once a week. The supervisor, in turn, is required to forward the office copy to

the Jackson Office once a week. The prosecutor copy is forwarded by the county to the Jackson Office once a month, but only after the case has been settled. The remittance copy comes to the Jackson Office with the payment.

Therefore, until all three copies are "married," the file is not closed. Thus, there are cases where a fine has been paid but is still outstanding on the file. The amount owed may be less than that shown on the printout.

After interviews with DWFP personnel and review of half-fine documents, PEER determined that a multitude of factors have resulted in \$1,074,925 in uncollected half-fine monies as of November 4, 1992. These reasons are discussed below.

- *No single entity has statutory authority for enforcement or collection of half-fine monies.* The predominant factor for the shortcomings in the collection of half-fine monies is that no one entity has statutory collection authority. Currently the process involves DWFP officers, county justice court personnel, and the State Auditor's Office. Likewise, no entity has the authority to initiate action to remedy the problems discussed below. Further, even if the following weaknesses did not exist, collections would not necessarily improve because no entity has taken the initiative to develop an efficient procedure for the collection and reporting of these monies.
- *Some justice court judges have failed to utilize consistent, professional practices.* PEER found documentation of judges not imposing the minimum statutory fine for violations, which results in even fewer funds for the state and the county. In addition, judges allow for partial payments of fines. DWFP personnel cited instances of partial payments of fifty cents on a fine of \$500. Such partial payments only complicate a system which is close to being nonexistent in the first place. The recordkeeping system does not have the capacity to track partial or missed payments effectively. Therefore, when a violator misses a payment, he or she is seldom punished. Consequently, violators simply stop making payments because they do not fear repercussions.

DWFP enforcement authorities reported instances of judges hearing violation cases without notifying the officer of the hearing. Law enforcement officers complained of "politics," where judges have dismissed cases against friends or members of large constituent families. The officers are often hesitant to confront the judges on these matters because they must testify in other violation cases appearing before the same judge and fear dismissal of future

cases on similar grounds. (NOTE: PEER cited this as reasoning for delegating the authority and responsibility for collection of these "half-fine" monies to the Bureau of Administration in 1982.)

- *DWFP has failed to establish and maintain adequate recordkeeping.* The law enforcement division is still responsible for these half-fine monies, although PEER recommended the transfer of such responsibilities to the Bureau of Administration in its 1982 review of the department. Law Enforcement utilizes one senior clerk to oversee the half-fine collection process. This clerk is responsible for entering violations, receiving periodic reports from the eighty-two justice court clerks, providing instruction to these clerks and, generally, overseeing the entire operation. A major obstacle for the clerk is that he or she can only input data into the computer and cannot retrieve such data. Therefore, the clerk is unable to track payment histories in an effective manner. In order to determine the status of half-fine monies, the clerk must request a printout from DWFP's data processing center. DWFP's automated accounting system provides little assistance to the senior clerk. The clerk has not received a monthly SAAS report since September 1991 from DWFP's accounting division.
- *Some justice court clerks' collection and reporting practices lack uniformity and timeliness.* Justice court clerks do not submit monthly reports in a timely manner. MISS. CODE ANN. Section 49-5-51 (1972) requires the clerks to submit monthly reports to law enforcement's senior clerk by the twentieth of each month. These reports are to contain the violations paid the previous month. Some counties submit reports on a quarterly basis, some every few months and some on an annual basis. This results in DWFP being unable to track half-fine monies accurately and not knowing at any one point exactly how much money is uncollected. A justice court clerk may have collected fines in the county, but may not have submitted a report or monies to DWFP. In addition, some judges require clerks to hold partial payments until all such payments have been made. The status of uncollected monies reported by DWFP is accurate only to the degree of accuracy of the justice court clerks' monthly reports.

Due to the lack of uniformity within the system, each county has established its own procedures for these half-fine monies. Therefore, DWFP's senior clerk is working with essentially eighty-two different systems. Although the senior clerk provides instructions to the justice court clerks on completing reports, if the reports are received, they often contain incomplete information. In addition, PEER found documentation of mathematical errors by justice court clerks.

The predominant effect of the weaknesses listed above is lost revenue, both to DWFP and to the counties. The \$1,074,925 in uncollected half-fine monies as of November 4, 1992, would return \$537,462 to both DWFP and the counties. Due to a lack of tracking capacity and lack of repercussions for violators who do not pay, it is possible for a violator's license to be revoked, but for the violator to still hunt. The violator simply obtains a license in another geographic area and does not hunt in the area where he was convicted or his home county.

Law Enforcement Administration

Prior to BMR law enforcement officers' placement within the Bureau of Law Enforcement in October 1992, DWFP did not follow state law regarding additional training for Bureau of Marine Resource law enforcement officers.

State law imposes specific training requirements for department conservation officers and Bureau of Marine Resources enforcement officers. Specifically, MISS. CODE ANN. Sections 49-1-15 and 49-15-2 (1972) require Fisheries and Wildlife and Bureau of Marine Resources law enforcement officers, respectively, to: (a) complete law enforcement training at the Mississippi Law Enforcement Officers' Training Academy prior to beginning their work in the field; and, (b) to complete continuing training "*on a periodic basis, be required to successfully complete additional advanced courses in law enforcement in order that they will be properly improved and trained in the modern, technical advances of law enforcement.*" Thus, the agency is required by law to ensure that officers, both BMR and Wildlife and Fisheries, receive continuing advanced law enforcement education.

Prior to BMR law enforcement officers being placed within the Bureau of Law Enforcement in October 1992, DWFP did not provide internal specialized training to these enforcement officers. Although they attended a nine-week law enforcement officers' training course at the Mississippi Law Enforcement Officers Training Academy, DWFP did not require BMR officers to attend any type of advanced training program. They did, however, coordinate BMR officers' annual firearms certification. BMR's training officer arranged for limited training to be provided by the National Marine Fisheries for some BMR enforcement officers; however, not all BMR enforcement officers have attended such training.

Following their training at the Mississippi Law Enforcement Officers' Training Academy, DWFP provides Wildlife and Fisheries conservation officers with a four-week advanced internal training program which provides instruction on DWFP laws and procedures.

The predominant cause for inequity in training of DWFP law enforcement officers is the fact that prior to BMR officers' being placed within the Bureau of Law Enforcement, the officers acted as two separate entities. Both the Bureau of Law Enforcement and BMR had training officers to coordinate training of law enforcement officers. In addition, law enforcement management advised PEER that BMR's mission, regulation of a multi-million dollar commercial seafood industry, differs from that of other enforcement officers. DWFP's four-week advance training is directed toward the enforcement of regulations applicable to inland recreational hunting; therefore, DWFP did not see the need for BMR officers to attend such training.

Following the recent reorganization, two BMR enforcement officers per month attend marine law enforcement training at the Federal Law Enforcement Training Center in Glynco, Georgia. Further, DWFP personnel report an attempt to develop a marine-based enforcement curriculum to be taught in the four-week advanced training program for BMR's enforcement officers. Although DWFP has only discussed the development of a marine-based enforcement curriculum, the implementation of such a program could resolve the training inequities discussed above.

Without providing continual training for all DWFP enforcement officers, DWFP management cannot be assured that such officers are properly trained in the modern, technical advances of law enforcement. In addition, BMR officers' lives are placed at higher risk by not being ensured of proper training in marine law enforcement.

DWFP has no mechanism in place to ensure that property seized due to violations of DWFP laws is accounted for and/or stored as evidence in an appropriate holding facility until trial or forfeiture proceedings commence.

MISS. CODE ANN. Section 49-7-103 (1972) authorizes DWFP to seize and confiscate any property or equipment used in illegal hunting. MISS. CODE ANN. Sections 49-7-251 through 49-7-257 (1972) establish the legal procedures for the forfeiture of the seized property. State law requires legal proceedings to be held before the forfeiture of any seized property valued at more than \$5,000. Administrative forfeiture is required for seized property valued at less than \$5,000. MISS. CODE ANN. Section 49-7-255 (1972) provides, assuming that DWFP is the only law enforcement agency participating in the case, for 50% of the forfeiture proceeds to be deposited into the state's general fund, with the remaining 50% credited toward DWFP's budget. MISS. CODE ANN. Section 49-1-37 (1972) requires DWFP to dispose of contraband to hospitals or charitable institutions.

DWFP lacks standard operating procedures governing the custody and control over storage of seized property. Management has failed to establish uniformity in the manner in which seized property is accounted

for and secured. This matter is important insofar as proper storage and custody of seized property can make the difference as to whether seized property can be admitted into evidence in a legal proceeding.

According to DWFP law enforcement personnel, all seized property is to be stored in a bonded storage facility. PEER reviewed twenty-eight DWFP seizure forms from FY 1991 and 1992 and determined that automobiles seized in hunting violations are routinely stored at bonded auto yards and equipment is routinely stored at sheriffs' offices. However, department law enforcement officers told PEER that it was not uncommon for officers to store seized equipment and contraband in their personal residences. The seizure forms reviewed by PEER also showed a lack of uniform disposition of contraband (i.e., dead game). Law enforcement officers reported on these forms that they disposed of contraband at the local sheriff's office, a local charity, and/or the local landfill. PEER found documentation of one situation where dead game was involved, but the law enforcement officer failed to provide for the disposition of such game on the seizure report.

Several weaknesses exist in DWFP's seizure procedures. Evidence seizure tags are numbered; however, DWFP's central office does not maintain a record of which tags are dispensed to which law enforcement district supervisor. Further, such tags are not disbursed to supervisors in numerical order. Tagging procedures are further complicated by the fact that many sheriffs' departments remove DWFP evidence tags and replace them with their own evidence tags after items of evidence (e.g., guns, spotlights, knives) have been delivered to their offices for storage. PEER found at least two different seizure report forms which are utilized by enforcement officers. Without written procedures from DWFP management, conservation officers are allowed to handle evidence as they see fit.

Similar state and federal agencies are more stringent in maintaining the chain of evidence for their seized items. U. S. Fish and Wildlife Service officers maintain an evidence storage locker at each office location. The agent tags and manages all evidence and maintains the property at the office in a secured evidence locker until disposition. At no time is evidence allowed to be stored at an agent's home. The Louisiana Department of Wildlife and Fisheries requires seized evidence to be stored in a central warehouse until trial.

In DWFP's case, the problem is caused by a lack of guidance and direction from DWFP law enforcement management, specifically the lack of standard operating procedures for the storage of evidence and the disposition of contraband. In addition, the department has not established storage areas or evidence cages for use by law enforcement personnel. Such areas could be established at selected state parks throughout the state.

The lack of standard written procedures governing the seizure, storage and admissibility of evidence and the lack of uniformity among

officers increase the potential for improprieties in the handling of evidence. DWFP loses some of its control over such property when it is dispersed among eighty-two sheriffs' offices, bonded auto storage facilities and/or officers' residences. In addition, the lack of standard operating procedures results in non-uniformity among actions of conservation officers, especially in regards to the disposition of contraband. The storage of seized property or contraband at an officer's residence is dangerous and unsafe. It creates the appearance of an impropriety if that officer's credibility has ever been questioned. Further, it creates an additional liability on the officer if the evidence is inadvertently misplaced, lost or stolen.

Motor Vehicle Management and Operation

After receiving questions about the efficiency of the Department of Wildlife, Fisheries and Parks' vehicle management efforts, PEER reviewed the department's management of its motor vehicle fleet to determine the:

- methods and standards to control the acquisition and disposition of agency vehicles;
- processes and procedures for assigning vehicles to personnel; and,
- regulations to control employee use of such vehicles.

Inventory and Funding Sources

As of February 24, 1993, the Department of Wildlife, Fisheries, and Parks had 632 vehicles. The Office of Wildlife and Fisheries and the Office of Parks and Recreation have vehicles assigned to them to carry out their statutory functions:

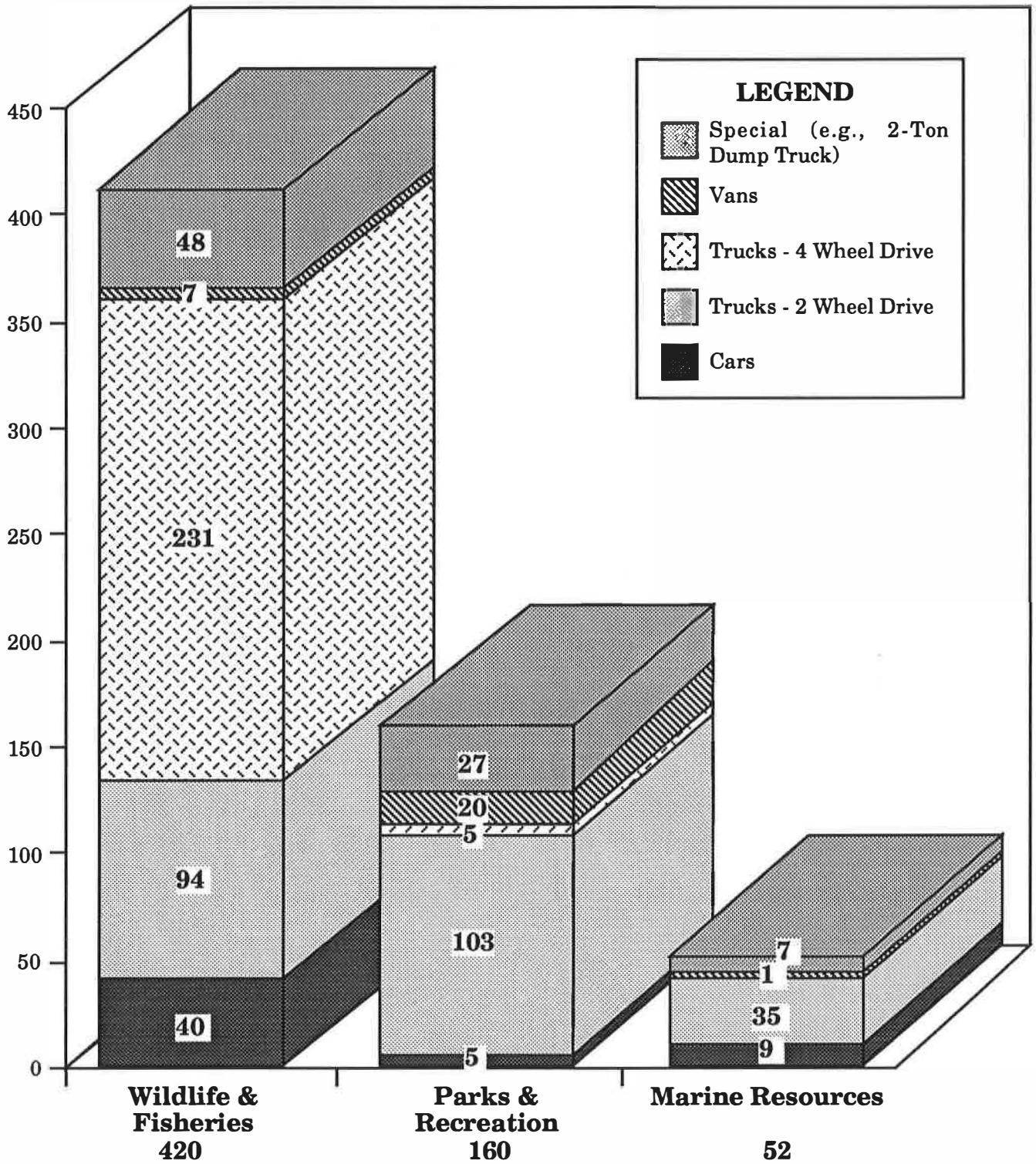
- Office of Wildlife and Fisheries: 472 vehicles, including 52 assigned to Bureau of Marine Resources
- Office of Parks and Recreation: 160 vehicles

These vehicles include four-wheel-drive pick-up trucks, two-wheel-drive pick-up trucks, sedans, vans, specialized vehicles such as jeeps, and certain larger trucks designed to haul larger loads. (See Exhibit 11, page 35, for additional information on assignment of vehicles.)

The Department of Wildlife, Fisheries and Parks funds its purchases of vehicles from earmarked special funds and other special funds. The Motor Vehicle and Boat Fund, established by MISS. CODE ANN. Section 49-6-3, is a special fund established to provide funds for purchasing vehicles for the Office of Wildlife and Fisheries. Revenue for this fund is derived from a statutory diversion of 8% of all revenues from hunting and fishing licenses,

Exhibit 11

**DWFP Vehicles by Division by Type
(As of February 25, 1993)**



TOTAL VEHICLES = 622

SOURCE: PEER Analysis of DWFP vehicle inventory data.

and from the sales of discarded motor vehicles, boats, and boat motors. Total expenditures in FY 1992 for this fund were \$1,005,552, with combined revenues and FY 1991 fund balance carry-over of \$1,215,688. The FY 1992 closing fund balance for this fund was \$210,165. (For financial statements for FY 1991 and FY 1992, see Exhibit 12, page 37.) Monies from this fund were used to purchase 217 of Wildlife and Fisheries' 420 vehicles.

In addition to this dedicated revenue source for vehicle acquisition, the Department of Wildlife, Fisheries, and Parks has used other funds to acquire vehicles in recent years for Wildlife and Fisheries. Such other funds were used to acquire 203 of the 420 vehicles used by Wildlife and Fisheries. While the department made no vehicle purchases in fiscal years 1990 and 1991 from funds other than those in the Motor Vehicle and Boat Fund, in FY 1992 the department purchased fifteen vehicles (total value of \$259,625) with funds derived from fines. In FY 1992, even if the entire Motor Vehicle and Boat Fund had been appropriated, other sources would have been required for \$49,460 for the vehicles the department bought for Wildlife and Fisheries in FY 1992.

The department acquires vehicles for the Bureau of Marine Resources from special funds such as federal grants and some state-source fine monies. The department purchases Parks and Recreation vehicles from special funds generated by park admissions fees.

Acquisition, Utilization, and Fleet Management

The Department of Wildlife, Fisheries and Parks does not have a comprehensive vehicle management system in place to address needs assessment, assignment, utilization, and maintenance of its vehicle fleet.

Acquisition

- *The department does not utilize uniform criteria to determine need when purchasing new vehicles.*

The Department of Wildlife, Fisheries and Parks lacks a clear statement of the criteria that should be used to guide management in deciding when to acquire new vehicles. Regarding the acquisition of vehicles for wildlife and fisheries functions, state law provides some guidance. MISS. CODE ANN. Section 49-6-5 provides:

The State Game and Fish Commission shall immediately inaugurate a program of motor vehicle replacements so as to provide that all automobiles, trucks, and other passenger vehicles shall be replaced with new vehicles after they have been in place for a period of two (2) years from the date of purchase, but no automobile, truck, or other passenger vehicle

Exhibit 12

**Motor Vehicle Fund Financial Statements
Fiscal Years 1991 and 1992**

Balance Forward From Fiscal Year 1990		\$ 379,525
Revenues:		
Hunting and Fishing Licenses	\$ 616,379	
Equipment Sales	280,510	
Interest Earned	21,936	
TOTAL REVENUES	<u>\$ 918,825</u>	
Expenses:		
Equipment	<u>\$1,000,452</u>	
REVENUES OVER(UNDER) EXPENDITURES		<u>(\$81,627)</u>
Ending Balance as of June 30, 1991		<u><u>\$ 297,897</u></u>

Balance Forward From Fiscal Year 1991		\$ 297,897
Revenues:		
Hunting and Fishing Licenses	\$ 672,175	
Equipment Sales	225,362	
Interest Earned	20,253	
TOTAL REVENUES	<u>\$ 917,790</u>	
Expenses:		
Equipment	<u>\$1,005,522</u>	
REVENUES OVER(UNDER) EXPENDITURES		<u>(\$87,732)</u>
Ending Balance as of June 30, 1992		<u><u>\$ 210,165</u></u>

SOURCE: DWFP fiscal year 1991 and 1992 annual reports.

shall be replaced with a mileage of less than forty-thousand miles (40,000). Provided however that such a replacement period may be extended by the commission for a length of time not to exceed ninety (90) days when the best interests of the commission can be served through such extension. Provided further that nothing in this chapter can be construed so as to prevent the replacement of motor vehicles which are destroyed or rendered useless because of fire, theft, windstorm, accidents, or other unavoidable incidents.

This provision, in force and effect since 1977, applied to the Game and Fish Commission. This now-defunct agency carried out the wildlife and fisheries functions now performed by the Department of Wildlife, Fisheries and Parks. This section provides a criterion for the expenditure of funds from the Motor Vehicle Fund. Since FY 1990, appropriations language has modified this criterion by providing that passenger vehicles shall not be replaced unless they have 60,000 miles or are three years old. No specific legal criterion governs the purchase of vehicles for Parks and Recreation or for the Bureau of Marine Resources.

In reviewing practices of the agency, PEER determined that no consistently applied criterion is used for acquiring vehicles. While Wildlife and Fisheries vehicles are replaced as they reach four years of age and have 70,000 miles, some of these vehicles are then transferred to the Office of Parks and Recreation, where these old vehicles will continue to serve for an indeterminate period. The Bureau of Marine Resources usually replaces vehicles when they wear out if it has funds to provide replacement. Bureau and office personnel make critical decisions related to the purchasing and disposal of vehicles and these decisions tend to be accepted by the Executive Director without independent analysis from the Fleet Services Division or some other entity separate from the ultimate users of the vehicles. When questioned on this matter, agency personnel noted that since the Legislature appropriates money for Wildlife and Fisheries, Parks and Recreation, and BMR, personnel of one office or bureau should not tell the others how to expend their appropriated funds, despite the fact that these offices and bureaus are all components of the Department of Wildlife, Fisheries, and Parks and are under the same Executive Director.

While the Legislature appropriates funds separately to Wildlife and Fisheries, Parks and Recreation, and the Bureau of Marine Resources, an agency should devise a method for making decisions on spending which ensures that items are purchased based on need. Practices should not vary as much as those within the Department of Wildlife, Fisheries and Parks without some compelling explanation for the difference. In addition, evidence exists that personnel who do not need vehicles are assigned vehicles (see page 39).

Failure to devise valid, uniform criteria for the acquisition of vehicles leaves the Legislature with no assurance that the agency spends its

resources wisely, and leaves the agency personnel with no assurance that vehicles being provided its staff will be fit and effective to perform their assigned tasks. This diffuse system of making vehicle purchasing decisions is attributable to the tradition of separateness of Wildlife and Fisheries, Parks and Recreation, and the Bureau of Marine Resources, all separate agencies at one time.

Vehicle Assignment

- *The Department of Wildlife, Fisheries, and Parks has no policies governing vehicle assignment and arbitrarily assigns vehicles to its employees.*

Some employees of DWFP have an obvious need for vehicles--they travel throughout the counties enforcing the game and fish laws or they manage parks. Other personnel have no apparent need for vehicles, as they hold jobs which require little travel. DWFP has no criteria by which to evaluate an employee's need for a departmental vehicle. Thus some employees have received vehicles even though their need for these vehicles was not critical to their job responsibilities.

Specifically, PEER determined that:

- DWFP's Property Officer logged 11,436 miles in FY 1991 in an agency-assigned vehicle, but only 1,823, or 6% of this amount, was out-of-town mileage. The bulk of the travel was commuting mileage.
- DWFP's Support Services Director logged 8,278 miles in FY 1991, with only 3,041, or 37% of this amount, consisting of out-of-town mileage.
- PEER reviewed records and job descriptions for all DWFP employees who were assigned vehicles and determined that 264 vehicles were assigned to employees whose need for a departmental vehicle was marginal (i.e., no need to engage in regular travel in order to perform the duties of the position). Ten vehicles were totally unjustified in light of the fact that the vehicle user's job description revealed no need to travel.

Because of the lack of uniformity and consistency in departmental vehicle records, PEER could not determine exactly the cost to the state of these arbitrary assignments. Such weaknesses in recordkeeping are detailed in findings at pages 40 through 43 of this report.

When agencies expend as much in state resources as the Department of Wildlife, Fisheries and Parks does, such agencies should implement procedures to ensure that only those employees who need

vehicles will have them. Failure to do so results in conditions as noted above; resources have been spent on equipment which was not needed to perform the jobs of the employees to whom the vehicles were assigned. This practice of assigning vehicles to so many employees can be attributed to the fact that the agency continues to assign vehicles to the same positions based on custom rather than on an assessment of need.

Utilization

PEER reviewed the types of travel employees engaged in while using DWFP vehicles. In conducting this portion of the review, PEER sampled sixty-nine central office and technical personnel who were assigned vehicles or authorized to use vehicles between January 1, 1991, and December 31, 1991, and requested complete mileage logs for these vehicles.

Recordkeeping

- *Because DWFP's vehicle utilization records are incomplete, managers cannot determine whether the department utilizes vehicles effectively and efficiently.*

The Department of Wildlife, Fisheries and Parks could not provide complete mileage log information for sixty-one of the sixty-nine vehicles in PEER's sample. An additional five vehicles had sufficiently detailed data to determine beginning and ending mileage. Consequently, PEER could formulate no conclusions from so minute a portion of the sample. In view of the number of vehicles the agency has, the department should be aware of the need to keep detailed information on those vehicles. Such information should include mileage before and after vehicles were assigned to a particular person and the mileage for every trip taken. Such procedures help agencies manage their resources and generally make rational decisions about acquisition and assignment of vehicles.

The lack of such records leaves the agency without data which could be used to:

- determine an employee's need for a vehicle based on actual use experience;
- safeguard the department from unauthorized and possibly illegal usage of vehicles by department personnel; and,
- assist in determining the need for repairs and mileage-based servicing, and devising a comprehensive fleet servicing plan. (See findings on fleet management.)

Commuting

As late as April 1992, the DWFP had policies which allowed commuting by certain employees. In the minds of agency personnel, this was justified by the need to provide employees with an incentive to work in the Jackson office, the lack of adequate parking at the department's main office, problems with security in the area of the department's main office, and the need to maintain vehicles which, if unassigned, might fall into disrepair. In May 1992, DWFP's Acting Director banned commuting in state-owned vehicles, and established a motor pool which could be used by central office personnel for out-of-town travel. Currently the central office has five vehicle pools which contain a total of twenty-four automobiles. Rules governing the use of these vehicles require the preparation of sign-in and sign-out forms, submittal of log sheets to a designated employee in support services, and the prohibition of commuting in state-owned vehicles.

Fleet Management

The Fleet Services Division, organizationally located within the Office of Support Services and staffed with six personnel, manages purchases and sales of vehicles and keeps limited records on mileage, repairs, and age of departmental vehicles.

- *DWFP's Fleet Services Division does not maintain a comprehensive fleet information system to provide department management with the necessary data upon which to base cost-effective decisions concerning vehicle purchases, replacement, maintenance, and agency-wide utilization.*

In reviewing DWFP's vehicle use, acquisition, and assignment, PEER discovered general systemic weakness in the department's ability to manage its fleet of vehicles. As noted in the finding on vehicle usage and records (page 40), the department does not keep uniform records on each vehicle. One person in the Fleet Services Division described the system of keeping logs as an "honor system" in that some personnel do it meticulously and others do not. Specifically, no uniform records exist on beginning and ending mileage, some records do not include trip mileage, and some vehicle records do not include explanations of purposes for trips. When an agency does not keep such records in an orderly and consistent fashion in a single location, fleet management becomes impossible.

Because the department lacks these types of centrally located records, it does not maintain other types of reports and analyses needed to manage its fleet effectively. Specifically, for the calendar year examined, the department was unable to produce an annual analysis regarding the use and expenses associated with each vehicle assigned to the central office. Further, DWFP personnel could not produce documentation showing total

yearly mileage of each vehicle, yearly/monthly cost incurred to operate vehicles, the amount of gasoline used during certain periods and the cost, or repair/maintenance records of selected vehicles.

Fleet management systems enable an agency to collect and analyze a broad range of information related to vehicle use. In doing so such systems can inform managers concerning vehicle utilization, operational costs, and can generally help the agency operate and select vehicles which will best serve the agency's needs at the best prices. Use of such a system would be consistent with a portion of the agency's mandate; specifically, MISS. CODE ANN. Section 49-4-13 provides in part that the Executive Director of the Department of Wildlife, Fisheries, and Parks shall have the power and duty "to supervise and direct all administrative and technical activities of the department. . . ." Thus the department is to be administered centrally with respect to technical and administrative matters. Support of vehicles, as well as the collection and analysis of vehicle-specific information for budgeting purposes, is an administrative function which should be under the Executive Director's central authority.

Failure of the Fleet Services Division to maintain complete and comparable vehicle data prohibits DWFP management from having an accurate and detailed history of every departmental vehicle. Consequently, the department does not use operating cost data, daily mileage information, fuel costs, and other historical data to conduct cost-benefit analyses for vehicle replacements or additions. Without a vehicle management information system, the Fleet Services Division and DWFP management cannot effectively and efficiently manage the department's fleet, compare costs among its vehicles, or provide data for justification of the replacement of vehicles. In addition, the Department of Wildlife, Fisheries, and Parks management does not use vehicle operating cost data and utilization information to identify opportunities to reduce costs.

As of February 23, 1993, DWFP personnel stated that they were in the process of acquiring a fleet management module to be compatible with the Statewide Agency Accounting system (SAAS). This system would enable the Fleet Services Division to acquire and analyze comprehensive data regarding the department's vehicles and to:

- track trip log information;
- schedule repairs;
- track work orders;
- analyze Fuelman fuel access system report data; and,
- assign and access maintenance codes.

Such a system, if actually acquired and implemented, could assist the agency in analyzing repair needs and costs, types of vehicle utilization, incidences of unauthorized use, and could also help in devising criteria for determining the need for vehicle disposal.

- *DWFP's Fleet Services Division has neither centralized maintenance records nor established comprehensive vehicle preventive maintenance policies and procedures in order to minimize vehicle operating costs.*

*Lack of centralized records--*Because of the decentralization of vehicle maintenance records and files within the Department of Wildlife, Fisheries and Parks, the Equipment Maintenance Superintendent does not have easy access to repair and maintenance records. DWFP has not effectively established guidelines to assemble the data currently being collected, nor are departmental personnel able to extract the needed information or to assemble the information in a reportable manner.

A centralized fleet management information system would enhance the Equipment Maintenance Superintendent's ability to monitor operations and to analyze operational data. Further, an information system would allow DWFP management to make proper, cost-effective decisions concerning procurement, utilization, maintenance and replacement of vehicles and equipment.

*Lack of preventive maintenance schedules--*The Fleet Services Division has not developed preventive maintenance schedules with accompanying written policies and procedures to assist employees in the preventive maintenance of agency vehicles. Responsibility for vehicle maintenance varies among personnel of the Office of Wildlife and Fisheries, Bureau of Marine Resources, and Parks and Recreation. For, example Bureau of Marine Resources law enforcement officers are responsible for the maintenance and upkeep of their own vehicles. Some department employees are evaluated on the maintenance of vehicles during annual job evaluations. For the most part, the responsibilities of preventive maintenance depend greatly on the span of administrative control of the Director of Parks, the Director of Wildlife and Fisheries, and the Deputy Director of the Bureau of Marine Resources.

Without a stable and consistent framework of policies and procedures from which to operate, the department has no specific statement of intent to identify who is responsible for ensuring that scheduled vehicle maintenance and repairs are performed in a timely manner. The Fleet Services Division has not developed a preventive maintenance scheduling system to coordinate and track the inspection and servicing of vehicles at intervals compatible with manufacturers' or predetermined maintenance management recommendations.

While the Fleet Services Division maintains some records on fuel purchases, in-house vehicle service work order sheets, and car dealer repair records, PEER found no documentation or reports ensuring that all department vehicles have been serviced in a timely manner on the basis of mileage, fuel consumption, calendar period, manufacturers' recommendations, or a combination of criteria established by fleet maintenance management.

An important objective of equipment management is not only to minimize costs but also to provide effective and dependable equipment. Preventive maintenance is accomplished through the careful operation and timely servicing of equipment by systematic inspection, detection, and correction of potential equipment failures before major defects develop. The systematic inspection and servicing of motor vehicle equipment should be compatible with manufacturers' recommendations for lubrication and mechanical services. Automotive equipment should be scheduled for maintenance on the basis of mileage, time, fuel consumption, or a combination of these elements. However, any program should be flexible enough to meet satisfactory operating conditions.

Without preventive maintenance guidelines and schedules for all departmental vehicles, the Fleet Services Division lacks an effective mechanism to provide department employees with essential information to ensure that preventive maintenance services are performed and that vehicles are kept in the best possible working condition. If DWFP acquires the fleet management system noted above, such system should help correct these problems.

Recommendations

Management and Organizational Communication

1. The Commission on Wildlife, Fisheries, and Parks should direct management to re-examine and update its strategic plan to include all components and programs of the department by July 1, 1993. The department should utilize the revised strategic plan in preparing its FY 1995 budget request. The commission should also direct department management to evaluate its current organization structure and methods used to communicate with employees in each program and organization unit. In addition, the commission should direct department management to propose by December 31, 1993, specific policies, procedures, or actions which the commission could adopt or take to eliminate the vestiges of free-standing "departments" or programs within DWFP.
2. The Commission on Wildlife, Fisheries and Parks should direct DWFP management to re-evaluate the mission and management of the department's Turcotte Laboratory facility and provide recommendations to the commission by July 1, 1993, as to the future of the lab. If the department continues to operate the lab facility, department management should clearly outline the types of activities which are appropriate for the laboratory and how the facility interfaces with the department's other programs and activities. DWFP management should also develop and implement specific policies regarding the personal use of state property by laboratory and other departmental employees.
3. DWFP management should immediately consider disciplinary action against Turcotte Laboratory employees who misused laboratory equipment and resources.
4. Unless the department has compelling scientific reasons not to do so, any fish remaining in the lab's hatchery ponds after the department has shipped as many complete truck loads as possible should be released into the Ross Barnett Reservoir or other local public bodies of water. Such a practice would reduce the department's hatchery expenses and lessen the potential for the unauthorized taking of fish from the "scrap" pond. If the department considers it scientifically necessary to continue the "scrap" pond feedings, it should maintain strict records regarding the disposition of any fish taken from the pond. The department's internal affairs investigator should periodically monitor use of the "scrap" pond.

Financial Management Practices

Budgeting

5. As stated in recommendation 1, DWFP management should integrate the department's measurable goals and objectives (strategic plan) with the department's budgeting process. Such integration should include the development of a mechanism to track the progress of goals and objectives on a continuing basis. Department management should report to the commission at least quarterly regarding the department's achievement of its goals and objectives.

Collection of Fees and Fines

6. During PEER's review of DWFP, the department upgraded its recordkeeping system to facilitate the review of license agents' accounts for compliance with DWFP's reporting and collections requirements. The department is attempting to review delinquent accounts on an ongoing basis (during FY 1993) rather than waiting until fiscal year end. This new process represents a significant improvement over the prior review process; however, PEER makes the following recommendations:
 - DWFP management should consistently enforce all department policies and procedures related to reporting and collections of sales of hunting and fishing licenses. By July 1, 1993, department managers should notify license agents that the department will enforce strict compliance with such requirements during FY 1994. DWFP managers should use their authority to terminate privileges of those agents that fail to submit timely reports and collections.
 - DWFP management should reconsider its use of a conservation officer to perform field audits of license agents' accounts. With approval of the State Personnel Board, the department should reallocate a position (or positions) to create one or more field auditor positions to audit accounts of license agents. Such positions should be filled by individuals with appropriate academic and work experience backgrounds to make the field audits effective, preferably in business administration, accounting, or auditing.
 - DWFP management should develop a written audit program/checklist outlining the audit procedures to be followed by a field auditor when auditing the accounts of license agents. A written audit program would provide evidence that each agent is audited consistently and held to the same department requirements. DWFP should restrict the field auditor's

responsibilities to those that relate to auditing license agents. Other employees of the department should handle public relations activities.

- DWFP management should phase out the sale of hunting and fishing licenses by its employees (primarily law enforcement officers), other than those who sell from a DWFP office location. In no case should DWFP employees be permitted to receive additional compensation (agent's fees) for the sale of licenses, as this represents a violation of the state's constitution.
7. The Legislature should amend MISS. CODE ANN. Section 49-5-51 (1972) to make DWFP responsible for ensuring that all half-fine funds are received on a monthly basis (see Appendix B, page 52). DWFP should require that justice court clerks report the disposition of all violations in a monthly report. DWFP should have authority to develop any other forms or procedures necessary to carry out this provision. Any justice court clerk who fails to submit to DWFP a monthly report required under MISS. CODE ANN. Section 49-5-51 (1972) should be guilty of a misdemeanor and should be punished by a fine of not more than \$500 or six months in jail or both.
 8. DWFP management should require department employees involved in the collection of half-fine money to maintain a record of dispositions in which justice court judges fail to impose the statutory penalty for specific violations. On a semi-annual basis, the department should report such judicial noncompliance to the Commission on Judicial Performance for review and action.

Law Enforcement Administration

9. The Commission on Wildlife, Fisheries, and Parks should enact a training policy which requires all department law enforcement officers, including those assigned to the Bureau of Marine Resources, to complete basic law enforcement training as well as advanced wildlife conservation training. By December 31, 1993, the department should develop and have operational an in-service training program which provides specialized law enforcement officer training on a periodic basis.
10. By July 1, 1993, DWFP management should develop and implement written standard operating procedures for the storage of evidence and the disposition of contraband seized in criminal violations resulting in forfeiture. These standard operating procedures should include, but not be limited to, procedures which:

- require confiscated equipment and evidence to be placed in central DFWP storage facilities and disallow storage of equipment or contraband at personal residences;
- require written reporting of all seized items and the eventual disposition of such items; and,
- require periodic and unannounced audits by department management of selected seizure and disposition actions.

Motor Vehicle Management and Operation

11. The Department of Wildlife, Fisheries and Parks should review the vehicle acquisition practices of all of its offices and bureaus to ensure that all acquired vehicles are necessary for the efficient and effective operation of the department. This review should result in a list of proposed replacement standards for each type of vehicle operated by each office and bureau, and should take into account the operational environment wherein each vehicle is to be used. To the extent that these standards conflict with legislatively mandated standards for the Office of Wildlife and Fisheries, the department should abide by these standards, but make recommendations to the Legislature regarding improvements or refinements in the legislative standard.
12. The Department of Wildlife, Fisheries and Parks should immediately terminate the practice of assigning vehicles to personnel whose jobs do not require a material amount of daily travel to accomplish required tasks. As for employees whose amount of travel is marginal, the department should study their needs and determine the economic break-even point where expenses for a department-owned vehicle are less than reimbursing mileage for travel in an employee's personal vehicle.
13. The Department of Wildlife, Fisheries and Parks should ensure that its future efforts in the area of fleet management include the preparation, analysis, and monitoring of vehicle log sheets and records. Such should be able to inform department managers, at a minimum, of the beginning and ending vehicle mileage, trip mileage, purpose of trips, and persons making use of the vehicle in question. The department should also retain its policy against commuting in state vehicles and ensure that the provision is properly enforced.
14. Using existing resources, the Department of Wildlife, Fisheries and Parks should proceed with its plan to acquire the fleet management system it is now considering. The system should be used with the goal of effectively managing all vehicles in the department by devising routine maintenance plans for all vehicles, determining

whether employees use vehicles improperly, monitoring purposes of vehicle use for the purpose of making recommendations of who should have vehicles and why they should be assigned them, and developing the criteria needed to assist the department in devising valid criteria for the acquisition of vehicles.

15. In order to maintain the department's vehicles in satisfactory operating condition at all times, DWFP's Fleet Services Division should develop a preventive maintenance scheduling system for all department vehicles. The Fleet Services Division could contribute to the success of preventive maintenance by developing written guidelines for employees and by:
 - determining the service intervals for new and used vehicles;
 - establishing repair time standards for all motor vehicles; and,
 - providing training sessions to employees who are assigned vehicles on the department's and manufacturer's guidelines for proper maintenance and operation.

Appendix A

PEER Reviews of DWFP Entities

Year	Report Title
1974	<i>Performance Evaluation of the Mississippi Park Commission</i>
1975	<i>A Performance Evaluation of the Mississippi Game and Fish Commission</i>
1976	<i>A Performance Evaluation of the Mississippi Marine Resources Council</i>
1980	<i>An Investigation of the Malmaison Wildlife Management Area Land Lease</i>
1981	<i>A Review of the Salvage Timber Operations on the Pascagoula River Wildlife Management Area</i>
1981	<i>An Investigation of Alleged Improper Purchasing Procedures in the Bureau of Recreation and Parks of the Department of Natural Resources</i>
1982	<i>A Management Review and Performance Evaluation of the Mississippi Department of Wildlife Conservation</i>
1983	<i>A Financial Management Review of the Bureau of Recreation and Parks of the Department of Natural Resources</i>
1984	<i>A Follow-up Analysis of the 1983 Financial Management Review of the Bureau of Recreation and Parks of the Department of Natural Resources</i>
1985	<i>A Limited Management Review of the Department of Wildlife Conservation Bureau of Marine Resources</i>
1987	<i>A Review of the Mississippi Department of Wildlife Conservation's Enforcement of Game Laws on Private Lands</i>

SOURCE: 1991 PEER Annual Report

Appendix B
Proposed Legislation Concerning DWFP

MISSISSIPPI LEGISLATURE

REGULAR SESSION, 1994

BY:

BILL

AN ACT TO AMEND SECTION 49-5-51, MISSISSIPPI CODE OF 1972, TO DELETE THE REQUIREMENT THAT CERTAIN FUNDS BE USED TO PAY PART-TIME CONSERVATION OFFICERS, AND TO REQUIRE THAT THE DEPARTMENT OF WILDLIFE, FISHERIES, AND PARKS BE RESPONSIBLE FOR INSURING THAT CERTAIN FUNDS BE COLLECTED BY THE DEPARTMENT OF WILDLIFE, FISHERIES, AND PARKS, TO AUTHORIZE THE DEPARTMENT TO ESTABLISH FORMS AND PROCEDURES NECESSARY TO CARRY OUT THE PURPOSES OF SECTION 49-5-51, AND TO REQUIRE THAT JUSTICE COURT CLERKS MAKE MONTHLY REPORTS TO THE DEPARTMENT OF WILDLIFE, FISHERIES, AND PARKS OF ADJUDICATED FINES IN THE CLERKS' COURTS; AND FOR RELATED PURPOSES.

BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF MISSISSIPPI:

Section 1. Section 49-5-51, Mississippi Code of 1972, is amended as follows:

§ ~~49-5-51~~. Disposition of fines.

(1) All moneys collected as fines or penalties for violations of the provisions of this chapter, or any law or regulation for the protection of wild animals, birds or fish, other than as provided in subsection (2) of this section, shall, on or before the twentieth day of the month next succeeding the month in which collections were made, be paid over by the court, justice court judge, or other office collecting or receiving the same, as follows:

- (a) Fifty percent (50%) of all such fines or penalties shall be paid over by the court or other officers collecting such fines or penalties into the treasury of the county having jurisdiction over the violations as is now provided by law for other offenses;
- (b) Fifty percent (50%) of all such fines or penalties shall be paid over by the court or other officers collecting such fines or penalties into the state treasury to the credit of the fisheries and wildlife fund.

(2) One-half (½) of all fines collected under subsection (1) of section 49-5-39 shall go to the informer, or in case there is no informer, to the officer or officers, or other person making the arrest, the remainder to go into the game and fish fund of the county.

(3) The Department of Wildlife, Fisheries, and Parks shall be responsible for insuring that all funds collectable and due it under this section are collected. The Department of Wildlife, Fisheries, and Parks, in furtherance of this duty, may inquire of any clerk or judicial officer as to why funds have not been paid over to the department, and may make any complaint necessary to any officer to assist in collecting funds due to it. To the extent necessary, the Department of Wildlife, Fisheries, and Parks shall have the authority to request that the State Auditor investigate and proceed against any officer or employee who has failed to pay over funds due the Department of Wildlife, Fisheries, and Parks under this Section.

(4) The Department of Wildlife, Fisheries, and Parks shall have the authority to develop any procedure or form necessary to carry out the purpose of the section.

(5) The Justice Court clerks of the state shall cooperate with the department and shall file no later than the 20th day of the month with the Department of Wildlife, Fisheries, and Parks, a complete report of all game violations adjudicated in the clerk's court during the preceding month. Such report shall be prepared on any form the Department of Wildlife, Fisheries, and Parks determines to be appropriate. Any clerk who fails to provide any report provided for under this section within fifteen (15) days of the due date shall be guilty of a misdemeanor, and shall upon conviction, be fined not more than \$500 or imprisoned for not more than six (6) months, or a combination of both.

Section 2. This act shall take effect and be in force from and after July 1, 1993.

Agency Response



**MISSISSIPPI
DEPARTMENT OF WILDLIFE, FISHERIES AND PARKS**

**SAM POLLES, Ph.D.
Executive Director**

April 12, 1993

John W. Turcotte, Director
Joint Committee on Performance, Evaluation
and Expenditure Review
P. O. Box 1204
Jackson, Mississippi 39205

Dear Mr. Turcotte:

On behalf of the Department of Wildlife, Fisheries and Parks (DWFP) I appreciate the opportunity to respond to your recently completed findings entitled A Limited Management Review of the Department of Wildlife, Fisheries and Parks.

The DWFP has taken action on most of the issues reflected in the report prior to staff review. We accept and thank your staff for their findings. However, we would like to take exception to some statements or issues and have done so in our response. Our agency, I believe, has responded to the report in a very positive manner that, hopefully, satisfies the people that we serve.

DWFP will continue to provide quality recreational, hunting and fishing opportunities for everyone in Mississippi while protecting and enhancing the bountiful natural resources.

Again, the DWFP staff and I thank you for the fair and impartial review and allowing an opportunity to respond.

Sincerely,

Sam Polles, Ph.D.
Executive Director

SP:mjw

This report represents the Mississippi Department of
Wildlife, Fisheries and Parks response to the findings of

A Limited Management Review of the Department of
Wildlife, Fisheries and Parks

by
The PEER Committee
April 1, 1993

Management and Organizational Communication

"DWFP is organized in compliance with legislative mandates; however, the department does not function in a cohesive manner."

A1.1 PEER:

"The department's strategic plan does not include all of DWFP's offices."

DWFP:

The DWFP concurs with PEER's recommendation to review and update the strategic plan to include all components and programs of the department including Parks. Attachment "A" outlines the comprehensive management system¹ the DWFP has been developing and implementing over the last seven years. It should be noted that the strategic plan is only one step within the overall management system. In addition to reviewing and updating the strategic plan the DWFP is completing the comprehensive management system by developing divisional plans, control tools and evaluation processes.

The DWFP does not concur with the July 1, 1993 deadline for reviewing and updating the strategic plan. Through experience, the DWFP realizes that it will take about twice as long as PEER has recommended to accomplish revising and updating the strategic plan and developing a budgeting process that ties to that plan. The DWFP believes that a strategic plan should be developed by "stakeholders". In other words, a deer program review team should be comprised of law enforcement officers who enforce deer hunting laws, biologists who manage deer habitat, accounting staff who track expenditures and revenues related to deer hunting, data processing staff who write and maintain computer programs for deer hunting analysis, representatives of the various user groups who hunt deer and even concerned citizens who don't necessarily care to hunt but enjoy viewing deer in the wild. A public involvement coordination process of this magnitude is very time consuming.

¹ The development and implementation of a comprehensive management system has been a federal aid project since July 1, 1986.

Regardless, the July 1 deadline will not be adequate for implementing a budget development process which ties back to the strategic plan. The annual budget request is due on August 1. The DWFP has already begun developing the FY95 budget request (See attachment "B" for budget development schedule). While reviewing and updating the strategic plan, the DWFP will be designing a process by which budgets will relate to the plan. This will provide direction for the development of the FY96 budget request. An example of the criteria that may be used for ranking projects is included in attachment "C".

A1.2 PEER:

"DWFP does not ensure that agency policies and directives are effectively communicated to all department employees."

DWFP:

The DWFP has taken steps to address this problem. The DWFP concurs with PEER recommendation but that everything cannot be in place by December 31, 1993, but will be in place by the end of next fiscal year. The executive director recognized this relatively early in his appointment. Meetings were held with staff and all personnel were given the opportunity to discuss any problem areas including communication of information within the agency, department or section. This open door approach was most beneficial to the process of developing and implementing DWFP policies for everyone. The second phase of the new policies should improve communication and management of all divisions of the employees statewide.

The DWFP implemented meetings between park departments and wildlife and fisheries departments in late March, 1993 to begin the process of integrating their structure and function in as many areas as possible.

The staff of the DWFP agrees that continuity of agency policies, strategies and mission could be realized more effectively with stabilization of the executive director and other directors.

"The department's failure to manage the Turcotte Laboratory² facility effectively has resulted in employees' misuse and abuse of departmental equipment and resources."

A2.1 PEER:

"DWFP management allowed a department employee to reside full-time at the (Turcotte) lab facility."

²

The Turcotte Laboratory has recently been designated as a field station and will no longer be referred to as a laboratory.

DWFP:

A DWFP employee did reside at the Turcotte Lab beginning September 1992. He received "after-the-fact" approval of his living arrangement. The department has allowed employees to stay at the lab to assist in times of transition while locating a permanent residence. However, after examining the employee's situation (losing a roommate and not able to afford the shared apartment rent) the department recognized that the employee had been allowed to stay longer than necessary. He was directed by Chief of Fisheries to move. The employee no longer lives at the Lab.

As a corrective action the agency will develop a Commission approved policy for the use of such facilities. The DWFP will also re-evaluate the mission and management of the Turcotte Laboratory (Field Office) facility for Commission approval.

A2.2 PEER:

"DWFP personnel assigned to the (Turcotte) lab used the department's equipment and resources to hunt beaver and sell their castor glands for personal profit."

DWFP:

Beaver control is an ongoing task of high priority to prevent damage to levees and timber. Section 49-7-1 classifies beaver as a predator while Section 49-7-31(H) states "... there shall be no closed season on predatory animals..." Section 49-5-19 states "it shall be lawful for a duly accredited employee of the state ... to take predatory animals or birds on any such closed areas." The Department has been encouraged by the Ross Barnett Reservoir Manager to control beavers since they do extensive damage to property about the reservoir. The District Biologist did ask personnel at the lab to assist with nighttime shooting of beavers and our investigation indicated that the local conservation officer was notified so that he would not inadvertently be dispatched to the area. This is the same procedure that we ask private landowners to follow when they are dealing with predator control at night. The department boat, gas, and headlight were used while controlling beavers. The investigation also revealed that 2/5's of the time personal equipment was used to execute a department task and responsibility. The .22 caliber rifle is the weapon best suited for nighttime beaver control. It creates the least disturbance and larger caliber projectiles could carry further if the animal were missed. The Department does authorize the use of .22 caliber rimfire weapons for use between 1/2 hour after sunset to 1/2 hour before sunrise in Public Notice 2279. The Pearl River Wildlife Management Area Regulations are designed for sport hunting during daylight hours not the professional management of nuisance animal problems.

It is recognized that castor glands were sold in 1991 and 1992 for \$283.50 and \$212.34, respectively. This was an error in judgement and the DWFP will take corrective action and develop a policy for future disposal of nuisance animals and parts thereof. The DWFP and State do have policies for use of state owned property by all employees. The DWFP will insure that those policies are followed. Recommended disciplinary action against Turcotte Laboratory employees is under investigation by the

executive director for consideration of any Commission action.

A2.3 PEER:

"Lab employees utilized facility refrigeration equipment for personal use."

DWFP:

Measures have been taken to reestablish procedures for identifying items maintained in the freezer and ensuring they are not used for personal use. On January 8, 1993 a directive from the Chief of Fisheries was sent to the Turcotte Lab Coordinator to remove all personal items and establish a log and tag system of maintaining records of confiscated items or items for scientific/research purposes.

A2.4 PEER:

"Lab personnel utilize fish from hatchery pond #12 for fish fries honoring DWFP employees and other individuals."

DWFP:

PEER's findings neglected to described the total nature of the "scrap pond". The scrap pond contains a combination of bluegill, largemouth bass, hybrid striped bass, and an albino strain of channel catfish. When harvesting the other ponds, a few fish remain. These fish are transferred to the scrap pond, providing a source of additional fish for late season stocking if needed. Catfish (fry or fingerlings) produced in the broodfish pond, in excess of stocking demands, or those from "late spawners" are also transferred to this pond. The fish (namely catfish) have been used to stock lakes for children's Fishing Fairs conducted in the past, notably Belhaven Lake in 1991 (approximately 200 fish) and at Roosevelt State Park in 1991 (approximately 200 fish). Some were also stocked at Mississippi State Hospital at Whitfield, for use at a fishing rodeo held for the patients, and small groups visiting the ponds (cub scouts) were allowed to fish.

The "scrap pond" is a standard part of a hatchery operation. The cost of approximately \$400 per year to feed the fish is reasonable when compared to the public benefits such as those referenced above. As a corrective action the DWFP will keep records on the disposition of all fish and prohibit employees or their families from fishing in the pond. The use of fish for an agency function shall require approval from the Executive Director.

Financial Management Practices

Budgeting

B1.1 PEER:

"DWFP has not coordinated its long-range planning effort with the budget process, nor has the department implemented a tracking system to determine whether it meets its goals and objectives."

DWFP:

The DWFP concurs with PEER's recommendation to coordinate its long-range planning effort with the budget process. The department's response is included in the section A1.1 of this report.

The DWFP does not concur with PEER's findings that there is not a tracking system for determining whether goals or objectives are being met. The DWFP has developed an agencywide³ tracking system to determine whether it meets its goals and objectives. It should be noted that the department addresses the following two levels of goals and objectives:

- A. Program goals and objectives which are outlined in the strategic plan. These are viewed as agency-wide goals and objectives.
- B. Project goals and objectives which are outlined in project budgets. These are viewed as task oriented goals and objectives.

Project goals and objectives are designed to address program goals and objectives. The methods for tracking progress are as follows:

- A. Program goals and objectives which relate to hunting and fishing, for example, are measured in terms of hunter and fisherman effort. Trends of hunter and/or fisherman effort present a reasonable picture of the demand for hunting and/or fishing opportunities. Such measures are provided annually through DWFP and federal surveys. Attachment "D" illustrates the trend for mandays of hunter effort for deer. As such, program goals and objectives are based upon trend analysis rather than one year's data.
- B. Project objectives are monitored through annual reports. Attachment "E" is an annual report for the Calhoun County Wildlife Management Area Project. The tasks (objectives) accomplished by projects directly and/or

³ This is a comprehensive system that includes Parks, Marine Resources and Wildlife & Fisheries.

indirectly affect one or more program goals and objectives. One of the methods of monitoring effort (manpower and money) towards the objectives of a project is through monthly reports (see attachment "F")⁴. This report answers the following questions:

1. Did the right people contribute time (effort) to the objectives of this project?
2. Did the people who worked on this project do the right tasks?⁵

Employee effort (time) and vehicle/heavy equipment usage are reported in the "Employee Summary TAL Report"⁶ (see attachment "G") on a monthly bases. Both employees and supervisors use this report to monitor employee effort. This report answers the following questions:

1. What organizational unit is managing this effort? (ORG)
2. What project objectives were addressed? (PROJECT)
3. What agencywide objectives were addressed? (ACTIVITY)
4. What location was affected? (LOCATION)
5. What vehicles were used and how much, for what? (VEHICLE-ID)
6. What heavy equipment was used and how much, for what? (EQUIPMENT-ID)

Collection of Fees and Fines

B2.1 PEER:

"DWFP's poor record keeping and inconsistent application of agency policies have hampered the agency's ability to make timely collection of hunting and fishing license revenues."

DWFP:

The DWFP concurs with PEER that DWFP experienced problems in the past identifying delinquent license agents, because there was no automated information available to identify these delinquencies. The only method available was to manually search approximately 1,000 license agent files in search of this information. DWFP has

⁴ This report has not been programmed. It is scheduled to be in production by July 1, 1993.

⁵ The task codes are defined in the DWFP's TAL Code Book.

⁶ Report number GFTA0230

recently developed a new computer program to identify and age the delinquent license agents. This new listing was first made available to the License Division at the close of January 1993. This program identifies all agent activities to include issues, sales, returns and adjustments by month. This program automatically ages any delinquencies and sends a notice to agents who are one and two months past due. Agents who are three months past due will be targeted for an audit by the License Investigator. Agents who are more than three months past due will be turned over to their bonding company for collection procedures. Additional policies are in place for any staff members who appear on this delinquency listing. DWFP feels that the addition of this new computer program will allow us to improve our collection efforts.

PEER cited that in FY92, DWFP officials received \$193,114 in collections on delinquent accounts after the final settlement of the year. This \$193,114 represented licenses, both sold and unsold, that were out on consignment. DWFP would like to point out that this \$193,114 was the outstanding amount of the total issues in FY92 of \$10,687,908 and \$124,805 of the \$193,114 was collected the following month (August 1992). As such, the DWFP disagrees with PEER's conclusion that the field auditor, who is technically a conservation officer, merely visits license agents. At the close of March 1993, only \$6,520 of the \$193,114 remains unaccounted. Collection efforts were initiated by August 15, 1992, following the fiscal year end on significant past due amounts, with bonds being filed on prior to October 31, 1992. With the new computer report mentioned above and new policies to be implemented on or before July 1, 1993, the DWFP will be able to monitor collections in a timely manner and minimize collection delays or uncollectible accounts.

PEER also cited that new license orders were shipped to license agents for the upcoming fiscal year, even though the prior year accounts were not settled. The DWFP must have all new year licenses available across the state prior to July 1 each fiscal year. License agents are asked to submit their bonds and license orders for the new fiscal year to the DWFP during the months of May and June each year. This allows the DWFP adequate time to process the new accounts and to print and ship the new licenses, prior to the beginning of the fiscal year. This is of extreme importance due to the Fourth of July holiday and the resulting heavy fishing activities that fall early in the fiscal year. It is not possible to close out old accounts, prior to starting new accounts, without leaving a 30 to 45 day time period where no licenses are available for sale. License agents are expected to clear their previous year's license account by no later than August 31 each year. Agents who are selling new year licenses, that have failed to clear their previous year's account, are not shipped subsequent license orders until the previous year's account is cleared.

PEER also cited that the agency's procedures for auditing license agents were not fully documented. The agency is entering into a contract with a consulting firm to document all policies and procedures that relate to the license system. During the development of this procedure manual, the auditing guidelines will be outlined. The

DWFP did not have the Investigator position available until FY93 and an employee from the Law Enforcement Division has been assigned to this position on a temporary basis. DWFP will be in a better position to set auditing guidelines and identify tasks to be performed by this employee when a permanent assignment is made. When the Job Content Questionnaire was developed for this position, the duties included, but were not limited to, scheduling and performing field audits; collecting revenues due the agency; meeting with agents and providing training on residency requirements, hunter education requirements, license exemptions, and the license structure; reminding agents of season openings, tournaments, etc. and subsequent license stocking needs; providing recommendations regarding the possible termination of license agents; investigation of residency for lifetime license applicants; etc. The DWFP agrees with PEER and will provide a position of internal auditor who has proper training and background. The DWFP is moving toward removing the conservation officers as license agents and will use the two (2) officers per county for informal but regular contact with the license agents.

DWFP will be revising the Public Notice governing license agent rules and regulations prior to July 1, 1993. The new procedures regarding delinquent accounts will be addressed in this revision.

B2.2 PEER:

"DWFP authorizes license agents to retain an agent's fee in excess of the limit established by state statute for nonresident hunting and fishing licenses."

DWFP:

The DWFP does not concur with PEER's statement that the Legislature amended Section 49-7-17 to establish an agent's fee of \$2.00 for each non-resident license issued by a license agent during the 1990 Session. The \$2.00 fee was set by the Legislature in 1988 via House Bill 547, Chapter 435, Section 10. During the 1989 Session, the Legislature granted the Commission on Wildlife, Fisheries and Parks authority to establish fees for non-resident licenses and the collection fees for the agent issuing such licenses (Section 49-7-8). The law passed in 1989 clearly superseded the language in Section 49-7-17. While there remained a conflict between two sections of the code, a circumstance not uncommon, there was explicit and unmistakable legislative intent to allow the Commission to establish the fee a license agent could collect for the sale of non-resident licenses. In order to eliminate the conflict between Section 49-7-8 and Section 49-7-17, the Department introduced House Bill 967 during the 1993 Legislative Session. The bill, which deletes the statutory conflict, has been passed by the legislature and is due from the Governor by April 20, 1993.

B2.3 PEER:

"DWFP employees (primarily law enforcement officers) receive additional compensation for the sale of hunting and fishing licenses in violation of Section 96 of the Mississippi Constitution. Sale of hunting and fishing licenses by department law enforcement

officers also creates an appearance of impropriety."

DWFP:

The DWFP does not concur with PEER's findings and/or interpretation of Section 96 of the Mississippi Constitution. Acting under statutory authority DWFP personnel who perform license agent functions have been allowed to collect the agent fee for decades. There has been no determination by a court of competent jurisdiction that Section 96 has been violated by this action. Statutes are presumed to be constitutional unless challenged and ruled to be unconstitutional.

Is the intention of DWFP that field personnel will no longer issue hunting and fishing licenses after July 1, 1993⁷. Exceptions will be made concerning the selling of licenses through DWFP facilities and for the selling of commercial fishing licenses.

B2.4 PEER:

"Despite PEER's 1982 recommendation to this effect, DWFP management has not improved collections of half-fine money owed to the department. In addition, the department cannot determine the exact amount it is owed."

DWFP:

The DWFP believes that current law (Section 49-5-51) and administration of the collection of half-fine money owed DWFP is seriously flawed.

While DWFP acknowledges that internal record keeping can and should be improved there are a number of major defects in the process for which DWFP has no control. PEER is correct and accurate in reporting these major flaws.

The DWFP is of the opinion that the legislature must address the full range of deficiencies in the current administration of half-fines and amend existing law as necessary.

The DWFP suggests a range of options for legislative consideration, but the following are not intended to be all inclusive:

- * Establish single entity with statutory authority for enforcement and collection of half-fine monies.
- * Establish statewide standardized procedure for collecting and remitting half-fine monies by the court, justice court judge, or other office collecting or receiving monies.

⁷ The DWFP's change in policy is due to constraints imposed by the Fair Labor Standard Act. In addition, conservation officers will be able to use more of their time enforcing conservation laws.

- * Prohibit justice court judges from suspending any portion of a fine assessed for violations.
- * Prohibit justice court judges from allowing for the partial payment of fines.
- * Amend Section 49-5-51 to eliminate the legislative policy of counties and the DWFP sharing in the disposition of fines. In lieu of half-fine monies the Legislature could appropriate general fund revenue to the DWFP, thus allowing counties to receive all revenue from fines. An annual appropriation of \$250,000 to \$300,000 would be adequate compensation to DWFP.
- * Amend Section 49-5-51 to simply establish a specific amount (\$25 for example) from each fine assessed which would be remitted to the DWFP. This option would significantly streamline the current method of collection and remittance of fine monies provided that a standardized procedure were implemented as referenced above.

Law Enforcement Administration

C1.1 PEER:

"Prior to BMR law enforcement officers' placement within the Bureau of Law Enforcement in October 1992, DWFP did not follow state law regarding additional training for Bureau of Marine Resource law enforcement officers."

DWFP:

The DWFP concurs with PEER's recommendation. The DWFP has already taken steps to comply. All certified law enforcement personnel will be given the same initial training and in-service opportunities.

C1.2 PEER:

"DWFP has no mechanism in place to ensure that property seized due to violations of DWFP laws is accounted for and/or stored as evidence in an appropriate holding facility until trial or forfeiture proceedings commence."

DWFP

The DWFP does not concur with PEER's finding that there is no mechanism in place to ensure that property seized due to violations of DWFP laws is accounted for. Attachment "H" outlines the process currently in use for handling seized property. Proper documentation is available for each step within the process to provide accountability for the seized property.

The DWFP does concur that there is a problem concerning the proper storage of seized property while awaiting court disposition. Attachment "I" outlines the proposed decision making process for determining where seized property is to be stored. As the DWFP addresses the need for district and/or regional offices, this problem may be solved.

Motor vehicle management and operation

"The Department of Wildlife, Fisheries and Parks does not have a comprehensive vehicle management system in place to address needs assessment, assignment, utilization, and maintenance of its vehicle fleet."

Acquisition

D1.1 PEER:

"The department does not utilize uniform criteria to determine need for purchasing new vehicles."

DWFP:

Effective November 1992, the DWFP established the following as the minimum criteria that must be met before any vehicle qualifies for replacement. Although a vehicle may meet the minimum criteria, funds must be available regardless of fund source and approved by the appropriate Office Director and the Executive Director (subject to DWFP Commission ratification) before a purchase order is issued for replacement.

Replacement Standards

Vehicles to qualify for replacement must have 70,000 miles and be four (4) years old from date of purchase. Any vehicle with less mileage or less than (4) years old cannot be replaced without written justification and documentation as approved by the appropriate office director, executive director and the director of the State Office of Purchasing and Travel.

This replacement standard applies to all vehicles less than 1 ton.

A form (attachment "J") is currently being developed by Fleet Operations for upper management final review that must be completed whenever a vehicle has already or will reach the minimum qualifying requirements of 70,000 miles and four (4) years from date of purchase by August 1 of each year or any time during the year that a new need arises.

Validation of the information provided on the submitted "Vehicle/Equipment Pre-Acquisition Certification" form will be accomplished through monthly "TAL" (Time/Attendance/Leave) reports on vehicle use. Since July 1992, details have been captured that include individual employees (PIN), property inventory number(s) of vehicle(s), miles driven, dates used, and how vehicles were used to accomplish agency objectives (project, program, and activity). Reports are being designed to report this data for management review and decision making.

Vehicle assignment

D2.1 PEER:

"The Department of Wildlife, Fisheries and Parks has no policies governing vehicle assignment and arbitrarily assigns vehicles to its employees."

DWFP:

The DWFP provides vehicles for work related to the Agency and not for commuting purposes or any personal use. The DWFP has implemented procedures to ensure employees who need vehicles will have them whether assigned to the individual or available through a motor pool.

Utilization

D3.1 PEER:

"Because DWFP's vehicle utilization records are incomplete, managers cannot determine whether the department utilizes vehicles effectively and efficiently."

DWFP:

The DWFP concurs with PEER's recommendation. As stated in PEER's report, DWFP plans to purchase an automated fleet management system. This program in conjunction with the planned TAL vehicle use report will provide utilization records for managers to determine efficient use of vehicles.

Attachment "G" addresses the effective use of vehicles. This report helps explain what a vehicle is used for and how much it is used. It measures vehicle usage by project, task, program and location by individual employee. Both employees and supervisors use this report to make decisions concerning the allocation of resources.

Fleet Management

D4.1 PEER:

"DWFP's Fleet Services Division does not maintain a comprehensive fleet information

system to provide department management with the necessary data on which to base cost-effective decisions concerning vehicle purchases, replacement, maintenance, and agency-wide utilization."

DWFP:

The DWFP concurs with PEER's recommendation. As stated in PEER's report, CDPA is currently advertising (RFP 2364) for an automated Fleet Management System. DWFP will review the bid responses and recommend a vendor within two weeks after bid opening. Specifications for the system are designed to produce reports that will analyze vehicle purchases, replacement, maintenance, and agency-wide utilization.

The Department of Finance and Administration approved the planned procurement of the PC based automated fleet management system because they have determined that our agency will actively participate in the development of the mainframe SAAS fleet service sub-system module program. (attachment "K")

D4.2 PEER:

"DWFP's fleet services division has not centralized maintenance records or established comprehensive vehicle preventive maintenance policies and procedures to minimize vehicle operating costs."

DWFP:

The DWFP concurs with PEER's recommendation. The DWFP is in the process of converting a storage room into a file room to accommodate the centralization of maintenance records for the entire agency. The completion of this conversion and purchase of file cabinets will be complete by July 30, 1993.

The fleet operations office issued preventative maintenance guidelines in January of this year (attachment "L") to all motor pool vehicles. This guideline will be updated through use of the new automated fleet management system and distributed to all vehicle users in July. The fleet management system will monitor preventive maintenance as accomplished.

Mississippi Department of Wildlife, Fisheries and Parks Comprehensive Management System

Mission _____ *What business are we in?*

Vision _____ *What are the major trends and/or
issues we should be addressing?*

Programs _____
Goals _____
Objectives _____
Problems _____
Strategies _____

"STRATEGIC PLAN"
*Where are we and where
do we want to be?*

Divisional Plans _____
Projects (Work Plans) _____

**"Annual Budget and
Operational Plan"**
How will we get there?

Control Tools _____ *Management Information System Reports*

Project Evaluations _____
Divisional Evaluations _____

"Annual Reports"
Did we make it?

Program Evaluations _____ *3 to 5 year review of "STRATEGIC PLAN"*



**MISSISSIPPI
DEPARTMENT OF WILDLIFE, FISHERIES AND PARKS**

SAM POLLES, Ph.D
Executive Director

MEMORANDUM

Date: March 26, 1993
To: Project Managers
From: Tommy Shropshire
Subject: FY95 Budget Request

Yes, it's that time again! Your FY95 forms are enclosed. Diskettes are available upon request (Symphony 3 only). Please don't use last year's forms or diskettes.

Do not copy last year's project budget...start with \$0 and add dollars until your project objectives are adequately addressed¹. Your project budget request is to reflect the cost of maintaining current services at the current level² or a separate (enhancement) request must be completed for providing increases in services³ and/or for providing new services⁴. Project objectives should be listed in a way that allows easy identification of things to be cut out, if you don't get full funding. In other words, money and objectives should be directly connected.

Please return your project budget request to me by **FRIDAY, APRIL 30, 1993**. The budget deadlines are as follows:

April 30	Project budgets are due	Project Managers
May 28	Review division budget & prepare division narrative	Division Chiefs
June 11	Review appropriation budget	Office Directors
June 25	Review agency budget	Executive Director
July 15	Provide FY93 data for budget forms	Business Manager
July 15	Review by Governor if required	Governor's Office
July 30	Submit agency request to LBO and DFA	Budget Coordinator

cc

Sam Polles
Bob Tyler
Ed Hackett
Joe Gill
Curtis Green
Bill Thomason
Ron Garavelli
Carolyn Briscoe

Pat Daughdrill
Debbie Saxon
Ricky Felder

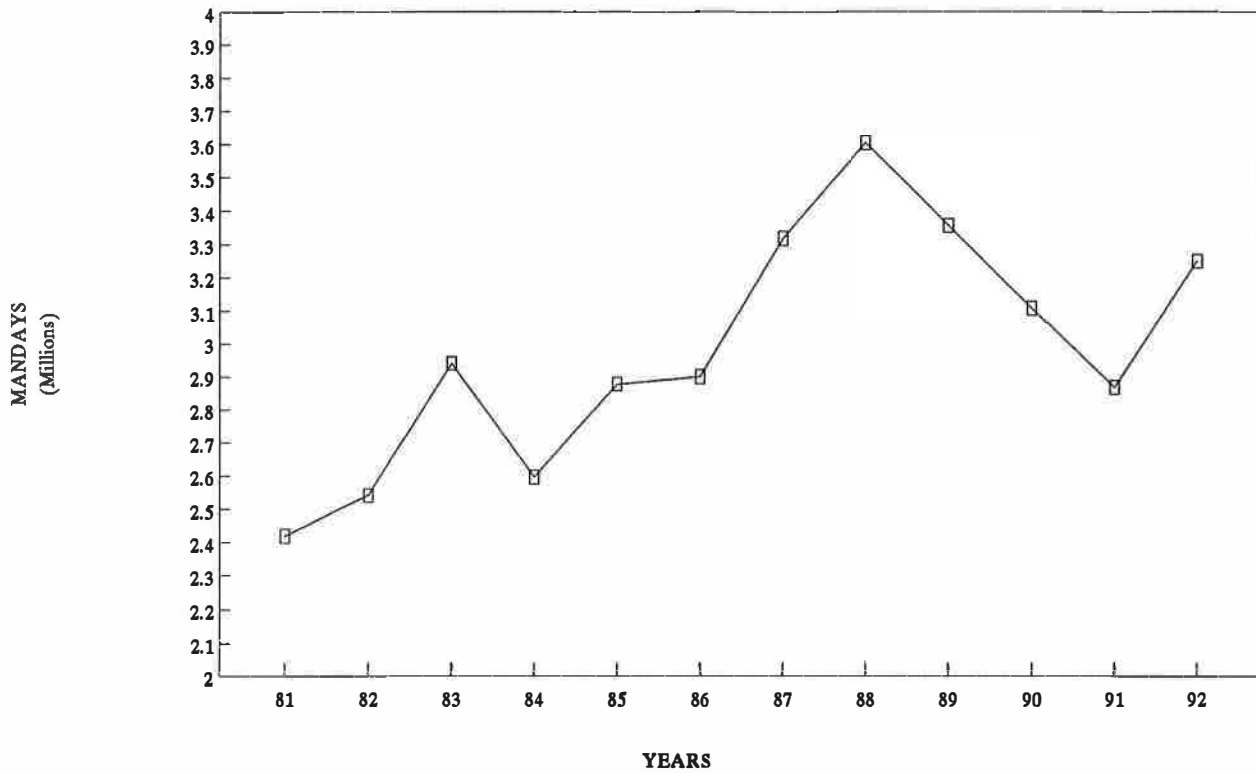
¹ Zero Based Budgeting
² Operation & Maintenance Proposal
³ Expansion of an operation & maintenance proposal
⁴ New project proposal or capital improvement proposal

CRITERIA FOR RANKING PROJECT PROPOSALS

Project:	Comments	Low – High 1 – 5
1. Do project objectives address the strategic plan objectives? If yes, continue. If no, stop.		
2. Is it mandated by Legislation? If mandated, proposal does not need to be ranked.		
3. Cost effectiveness (cost vs revenue generated)		
4. Impact on the public (recreational opportunities, public safety)		
5. Meets public demand		
6. Impact on the MDWFP (funding & manpower)		
7. Impact on the resource		
8. Adverse effect if not approved...explain:		
9. Political acceptability		
10. Adequate information (Is there enough information to make a decision?)		
Rated by:	Date:	Total
Alternatives:		

DRAFT

**MANDAYS OF HUNTING EFFORT
FOR DEER**



Data Source: Mississippi Department of Wildlife, Fisheries and Parks annual hunter harvest survey

Date: February 12, 1993

Special Note: This project is funded in part by the U.S. Fish and Wildlife Service.

FY92 Annual Report

Project Number: 329

Project Title: Calhoun County WMA

Project Leader: Benny Herring

Amount Expended: \$39,293

Project Objectives:

- A. Provide 2000 mandays of recreational use.
- B. Collect harvest data from 130 deer.
- C. Plant and clip 30 acres for wildlife utilization.

Status Report:

- A. Provided 3000 mandays for recreational use.
- B. Collected harvest data from 130 deer.
- C. Planted 50 acres for wildlife utilization.
- D. Clipped 10 acres for wildlife utilization.
- E. Fifteen miles of roads were maintained.
- F. Twenty-five miles of boundary and entrance signs were maintained.
- G. Thirty days were utilized to maintain existing buildings, control dogs and loose livestock and to protect capital improvements.

MISSISSIPPI DEPARTMENT OF WILDLIFE, FISHERIES & PARKS

PROJECT/EMPLOYEE DETAIL REPORT

AS OF 12-31-91

PRIORITY:	1	25-Feb-92
RECIPIENT:	PROJECT MANAGER, FED AID	
FREQUENCY:	MONTHLY	
PURPOSE:	MONITOR PROJECT STATE/FEDERAL CHARGES	

Project No.: 329

Project Name: Calhoun County WMA

Project Manager: Benny Herring

DRAFT

Employee SSNO	Employee Name	Sub Org	Activity	Location	Month Hours	YTD Hours	Federal Charge	State Charge	
412365423	Herring, Benny	A2	W099	MACO	1	4	\$34.60		
		A5	W099	MACO	4	24	\$207.60		
		A6	W099	MACO	1	8	\$69.20		
		A7	W099	MACO	3	16	\$138.40		
		A8	W099	MACO	1	4	\$34.60		
		A9	W099	MACO	4	24	\$207.60		
		AA	W099	MACO	1	4	\$34.60		
		AC	W099	MACO	3	16	\$138.40		
		C5	W099	MACO	1	8		\$69.20	
		E4	W024	MACO	3	16	\$138.40		
		E7	W001	MACO	1	8	\$69.20		
		H1	W099	MACO	4	24	\$207.60		
		H2	W099	MACO	3	16	\$138.40		
		HC	W099	MACO	3	20	\$173.00		
		HD	W099	MACO	7	40	\$346.00		
		HG	W099	MACO	5	32	\$276.80		
		HR	W099	MACO		52	312	\$2,698.80	
		L1	W000	MACO	7	40	\$346.00		
		L1	W099	MACO	7	40	\$346.00		
		L2	W099	MACO	4	24	\$207.60		
L3	W099	MACO	7	40	\$346.00				
T1	W099	MACO		13	80	\$692.00			
		Sub Total			135	800	\$6,850.80	\$69.20	
428569874	Lewis, Donnie	A1	W099	MACO	2	12	\$17.30		
		A9	W099	MACO	4	26	\$34.60		
		AP	W099	MACO	3	16	\$25.95		
		Sub Total			9	54	\$77.85		
456879213	Ainsworth, Johnny	AG	W099	MACO	9	56	\$77.85		
		AP	W099	MACO	5	28	\$43.25		
		Sub Total			14	84	\$121.10		
456987564	Spencer, Randy	A7	W099	MACO	3	19	\$25.95		
		A8	W099	MACO	2	12	\$17.30		
		A9	W099	MACO	1	8	\$8.65		
		Sub Total			6	39	\$51.90		
465897561	Lipe, Beth	L2	W099	MACO	22	134	\$190.30		
				Sub Total			22	134	\$190.30
465557561	Tindall, John	L7	W099	MACO	8	48	\$69.20		
				Sub Total			8	48	\$69.20
467757561	Strong, Jimmy Totals	F1	W000	MACO	76	198		\$657.40	
		HR	W000	MACO	15	87	\$129.75		
				Sub Total			91	285	\$129.75
		Grand Total			285	1444	\$7,490.90	\$726.60	

NAME: HERRING BENNY E
 TITLE: DMC-WILDLIFE/FISH BIOLGST III → District Biologist
 SSN: 427883342
 1030-GAME DIVISION
 PRIMARY PROJ: 202

Game Division →

Task → Program →

PROJECT	SUBORG	ACTIVITY	LOCATION	VEHICLE-ID	EQUIPMENT-ID	MONTH HOURS	FY YTD HOURS	FY YTD % OF TOTAL	MONTH MILES	FY YTD MILES	MONTH EQUIP HOURS	FY YTD EQUIP HOURS
20203						64.00	155.00	10.91%	432	1,187	0.00	0.00
20303						0.00	8.00	0.42%	0	130	0.00	0.00
20403						45.00	551.00	38.78%	887	4,230	0.00	0.00
20903						0.00	6.00	0.42%	0	31	0.00	0.00
32603						60.00	703.00	49.47%	848	7,537	0.00	0.00
						169.00	1,421.00	100.00%	2,187	13,115	0.00	0.00
AA						0.00	4.00	0.28%	0	18	0.00	0.00
AC						35.00	154.00	10.91%	100	1,918	0.00	0.00
AD						38.00	340.00	23.93%	453	2,108	0.00	0.00
AG						30.00	269.00	18.93%	311	3,311	0.00	0.00
AN						0.00	4.00	0.28%	0	0	0.00	0.00
A2						4.00	13.00	0.91%	78	184	0.00	0.00
AB1						2.00	39.00	2.74%	0	414	0.00	0.00
BB1						0.00	8.00	0.56%	0	0	0.00	0.00
BB2						0.00	14.00	0.99%	0	0	0.00	0.00
BB3						0.00	88.00	6.19%	0	0	0.00	0.00
CC1						0.00	88.00	6.19%	0	0	0.00	0.00
DD5						12.00	88.00	6.19%	378	3,884	0.00	0.00
EE4						16.00	40.00	2.81%	87	314	0.00	0.00
FF4						0.00	6.00	0.42%	0	130	0.00	0.00
GG3						0.00	5.00	0.35%	0	20	0.00	0.00
HH						2.00	35.00	2.46%	68	559	0.00	0.00
II						0.00	17.00	1.20%	0	346	0.00	0.00
LL						15.00	15.00	1.05%	244	244	0.00	0.00
MM						0.00	177.00	12.45%	0	1,166	0.00	0.00
NN						11.00	11.00	0.77%	348	348	0.00	0.00
UU						0.00	32.00	2.25%	80	210	0.00	0.00
VV						0.00	87.00	6.13%	21	21	0.00	0.00
VV3						0.00	87.00	6.13%	0	1,023	0.00	0.00
VV6						0.00	4.00	0.28%	0	52	0.00	0.00
VV8						0.00	12.00	0.84%	0	40	0.00	0.00
						169.00	1,421.00	99.98%	2,187	13,115	0.00	0.00
W000						25.00	182.00	13.51%	80	1,172	0.00	0.00
W001						15.00	45.00	3.17%	244	624	0.00	0.00
W004						0.00	33.00	2.32%	0	202	0.00	0.00
W009						0.00	12.00	0.84%	0	40	0.00	0.00
W025						16.00	38.00	2.67%	87	314	0.00	0.00
W097						45.00	409.00	28.78%	887	3,662	0.00	0.00
W099						6.00	67.00	4.71%	889	7,937	0.00	0.00
W858						0.00	10.00	0.70%	0	130	0.00	0.00
W997						0.00	6.00	0.42%	0	31	0.00	0.00
						169.00	1,421.00	99.98%	2,187	13,115	0.00	0.00

District 2 Coordination

General Office
 Coordination and Supervision

Harvest Inventory

White-Tailed Deer Program

All Big Game Species Programs
 All Game Species Programs

74

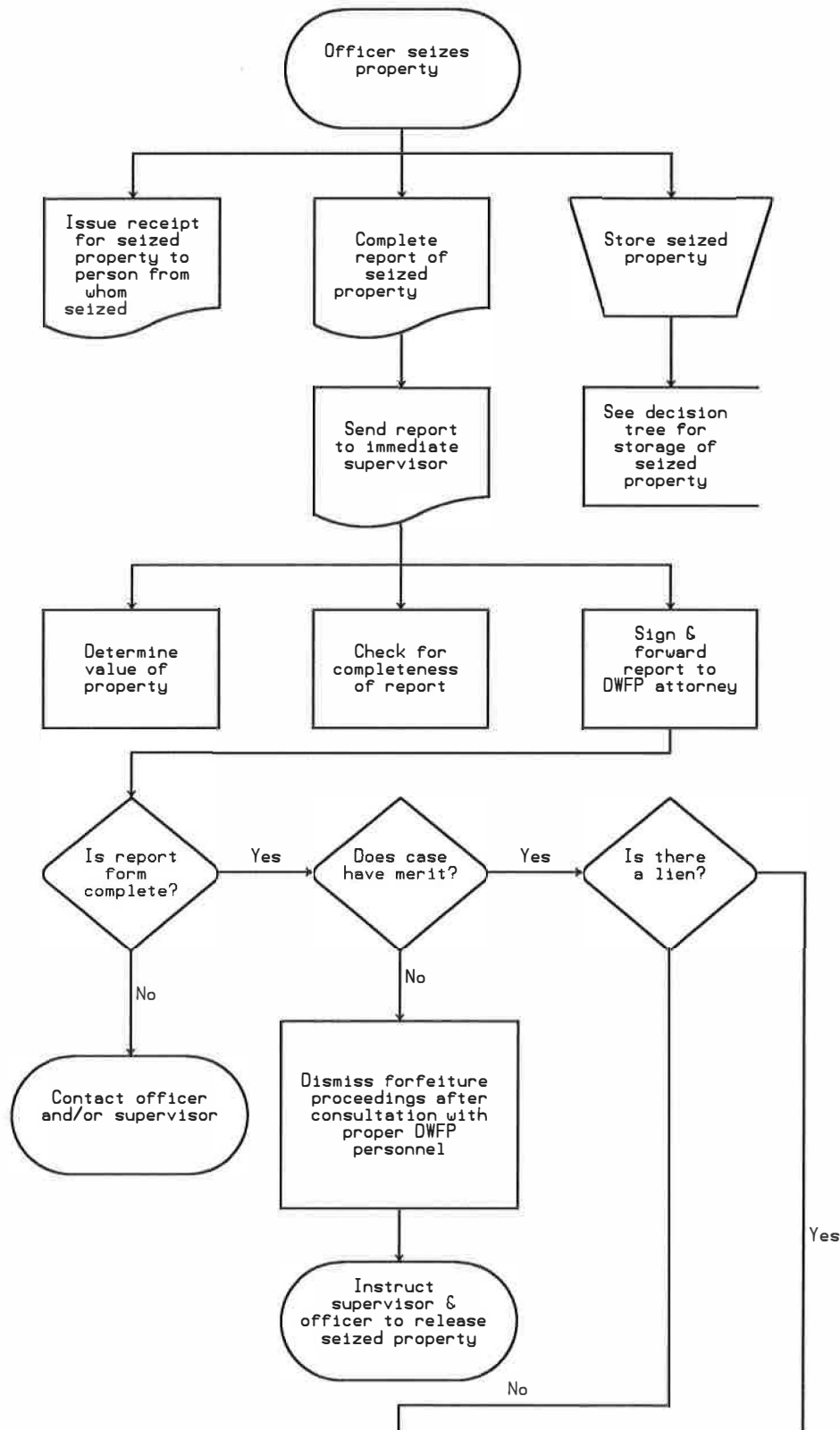
NAME: HERRING BENNY E
 TITLE: DMC-WILDLIFE/FISH BIOLGST III
 SSN: 427863342
 ORG: 1030-GAME DIVISION
 PRIMARY PROJ: 202

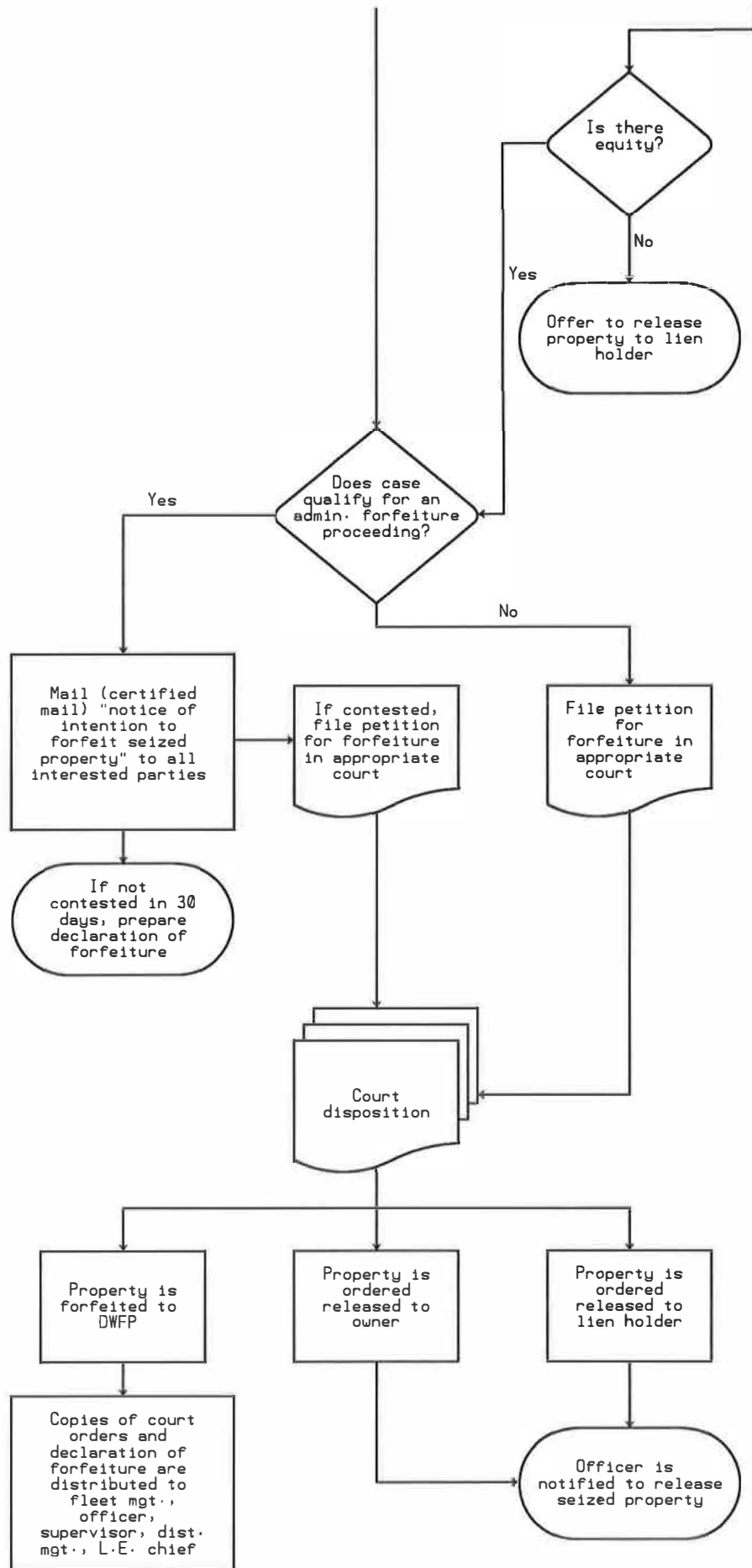
PROJECT	SUBORG	ACTIVITY	LOCATION	VEHICLE-ID	EQUIPMENT-ID	MONTH HOURS	FY YTD HOURS	FY YTD % OF TOTAL	MONTH MILES	FY YTD MILES	MONTH EQUIP HOURS	FY YTD EQUIP HOURS
						04	0.00	11.00	0	84	0.00	0.00
						06	0.00	24.00	0	0	0.00	0.00
						07	0.00	7.00	0	12	0.00	0.00
						08	0.00	9.00	0	65	0.00	0.00
						17	0.00	9.00	0	113	0.00	0.00
						47	0.00	9.00	0	270	0.00	0.00
						49	24.00	58.00	108	185	0.00	0.00
						78	0.00	8.00	0	190	0.00	0.00
						GA2	85.00	776.00	928	8,190	0.00	0.00
						RSGR	0.00	4.00	0	52	0.00	0.00
						STWD	60.00	508.00	1,131	3,801	0.00	0.00
							169.00	1,421.00	2,167	13,115	0.00	0.00
						82268	0.00	0.00	2,167	13,115	0.00	0.00
							0.00	0.00	2,167	13,115	0.00	0.00

GA2 → GAME DIVISION DISTRICT 2
 RSGR → STATEWIDE

75

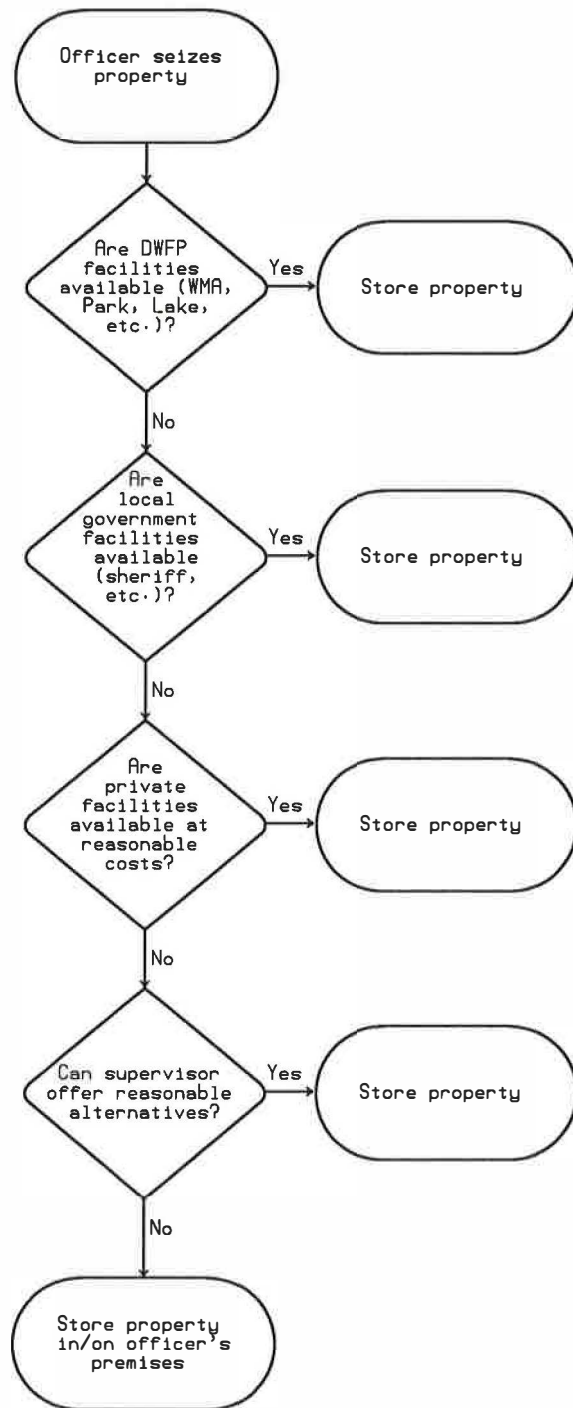
Mississippi Dept. of Wildlife, Fisheries & Parks Process for Handling Seized Property







Mississippi Dept. of Wildlife, Fisheries & Parks Decision Tree for Storage of Seized Property



DRAFT

**MISSISSIPPI DEPT. OF WILDLIFE, FISHERIES & PARKS
VEHICLE/EQUIPMENT PRE-ACQUISITION CERTIFICATION**

DEPARTMENT: _____

STATE CONTRACT? YES NO PROJECT NO. _____

DESCRIPTION OF EQUIPMENT REQUESTED: _____

DRAFT

ESTIMATED COST: \$ _____

STATEMENT OF NEED AND USE (BE SPECIFIC) FOR DEPARTMENT OR PROJECT,
REGARDLESS OF FUNDING SOURCE.

AVAILABLE FOR SHARING:
EQUIPMENT REQUEST WILL ___ WILL NOT ___ BE AVAILABLE FOR SHARING.

DATE: _____
_____ DEPT. HEAD

FUND NUMBER
3460 3461 3462 3466

DATE: _____
_____ OFFICE DIRECTOR

DATE: _____
_____ EXECUTIVE DIRECTOR

COPY DISTRIBUTION: WHITE-FLEET OPERATIONS/YELLOW-DEPT HEAD/PINK-REQUESTING PROJECT



**STATE OF MISSISSIPPI
DEPARTMENT OF FINANCE AND ADMINISTRATION**

**EDWARD L. RANCK
Executive Director**

March 8, 1993

**Dr. Sam Polles
Executive Director
Department of Wildlife,
Fisheries, and Parks
2906 North State Street
Jackson, Mississippi**

Dear Dr. Polles:

Please accept this letter as the approval of the Department of Finance and Administration (DFA) for the Department of Wildlife, Fisheries, and Parks (DWFP) to purchase the requested Fleet Management software. It is our understanding that this is not accounting software.

This approval is being granted pursuant to our understanding that the DWFP has a justifiable and immediate need for the software package. DFA sees the purchase and utilization of this software at DWFP at this time as an opportunity to enhance the implementatin of Fleet Management on the mainframe in FY '94 because of the knowledge your staff will have gained from the PC implementation. We will welcome your active participation at that time. In addition, this approval is contingent upon the Central Data Processing Authority's evaluation and approval of this request.

Please contact Leila Malatesta at 359-3405 if you have any questions concerning this letter.

Sincerely,

Edward L. Ranck

ELR:LM:kw

pc: Frank Stebbins, CDPA
Wally DeRossette, CDPA
Leila Malatesta, DFA

MAR 11 1993

**MISSISSIPPI DEPARTMENT WILDLIFE, FISHERIES AND PARKS
FLEET OPERATIONS
RECOMMENDED MAINTENANCE POLICY**

SERVICE ITEMS		MAINTENANCE INTERVALS
1	Air Cleaner Element Replacement	Ever 30,000 miles
2	Air Compressor, Dryer & System	Ever 12 months
3	Air Conditioner System	Ever 15,000 miles or 12 months
4	Automatic Transmission	Ever 15,000 miles under 8600 GVWR, 24,000 miles over 8600 GVWR.
5	Brake System Inspection	Ever 30,000 miles
6	Carburator/Injector	Ever 30,000 miles
7	Chassis Lubrication	Ever 6,000 miles or 6 Months
8	Choke Linkage Inspection	Ever 15,000 miles
9	Clutch Fork Ball Stud Lubrication	Ever 30,000 miles
10	Cooling System Hoses/Clamps Inspection	Ever 15,000 miles or 12 Months
11	Cooling System Service	Ever 12 months check coolant/Replace coolant Ever 24 mo. or 30,000 miles
12	Crank Case Ventilation Filter	Ever 15,000 miles
13	Drive Axle Inspection	Ever 6,000 miles
14	Electrical & Charging System	Ever 30,000 miles
15	Emission Control Service	Ever 15,000 miles
16	Engine Accessory Drive Belts, Inspection	Ever 30,000 miles
17	Engine Inspection	Ever 30,000 miles
18	Engine Oil Change	Ever 4,000 miles/6 months
19	Engine Oil Check	Ever time you fillup with fuel
20	Engine Timing Check	Ever 30,000 miles
21	Exhaust System/Muffler, Pipes & Clamps	Ever 6 months
22	Fluid Level Inspection	Ever oil change interval
23	Front End Inspection	Ever 6,000 miles
24	Front Wheel Bearing Repack (2WD Only)	Ever 30,000 miles/24 Months

This is a general Maintenance Schedule based on the assumption that the vehicle will be used as designed.

Check Owner's Manual for selecting the proper maintenance scheduled based on the Year, Make, Model and your driving conditions.

FORM NUMBER: FO-01/93-MAINT-01

07:59:30 AM

FILE NAME: PC #83654 C:\SYM22\93MAINT1.WR1\ALL

07-Apr-93

**MISSISSIPPI DEPARTMENT WILDLIFE, FISHERIES AND PARKS
FLEET OPERATIONS
RECOMMENDED MAINTENANCE POLICY**

SERVICE ITEMS		MAINTENANCE INTERVALS
25	Front Wheel Bearing Repack (4WD Only)	Ever 15,000 miles/12 Months
26	Fuel Filter Replacement	Ever 30,000 miles
27	Fuel Tank, Cap and Line Inspection	Ever 24 months/30,000 miles
28	Headlight Alignment	Ever 6 months
29	Heater/Defroster	Ever 12 months
30	Lap-Shoulder Belts/ Wear & Function	Ever 15,000/6 Months
31	Lighting	Ever Monthly
32	Oil Filter Change	Ever 4,000 miles/6 Months
33	Paint, Body and Panel Inspection	Ever 12 months
34	PCV Valve Inspection	Ever 15,000 miles
35	Seats/Upholstery	Ever 12 months
36	Spark Plug Replacement	Ever 30,000 miles
37	Spark Plug Wire Inspection	Ever 30,000 miles
38	Standard Transmission Service	Check fluid level at oil change intervals (Doesn't require periodic changing)
39	Starting System	Ever 30,000 miles/12 months
40	Tire and Wheel Rotation	Ever 6,000 miles
41	Tire Inspection	Once a month, visual inspection each fuel fillup.
42	Tire Pressure	Monthly (When tires are cold)
43	Tire Spare, Pressure	Ever 6 Months
44	Tires (Worn) Loose Wheel Lugs	Ever 6 Months
45	Window Glass & Windshield	Daily
46	Windshild Washer & Equipment inspection	Ever 6 Months
47	Wiper Blade Inspection	Ever 6 Months

This is a general Maintenance Schedule based on the assumption that the vehicle will be used as designed.

Check Owner's Manual for selecting the proper maintenance scheduled based on the Year, Make, Model and your driving conditions.

FORM NUMBER: FO-01/93-MAINT-01

07:59:30 AM

FILE NAME: PC #83654 C:\SYM22\93MAINT1.WR1/ALL

07-Apr-93



**MISSISSIPPI
DEPARTMENT OF WILDLIFE,
FISHERIES AND PARKS**

COMMISSIONERS

HOWARD MILLER
Chairman

CHUCK REA
Vice Chairman

HENRY K. HILLMAN, M.D.

BOB ANDERSON

WILLIAM A. PITTMAN

SAM POLLES, Ph.D.
Executive Director

April 16, 1993

John W. Turcotte, Director
PEER Committee
222 North President Street
Jackson, Mississippi 39201

Dear Mr. Turcotte:

We, the Commission, deeply appreciate your delaying issuance of your report regarding the Department of Wildlife, Fisheries and Parks so that we may add to the Department's response.

The Commission has recognized some of the deficiencies pointed out in your report and has been working closely with the staff prior to the report in an effort to give direction in solving these problems. Some deficiencies you reported are a revelation to us.

We believe because of your report the Department and the Commission will work together to resolve the matters identified therein.

The Commission is charged with the ultimate responsibility of how the Agency operates and the image it projects to the people of Mississippi. We were concerned that your report was not addressed to the Commission and would request that future reports by PEER be copied to the Commission.

Respectfully,

Howard Miller

Howard Miller
Chairman

HM:mjw

PEER Staff

Director

John W. Turcotte
Janet Moore, Administrative
Assistant

Administrative Division

Steve Miller, General Counsel
and Controller

Sondra Harris
Betty Heggy
Ann Hutcherson

Planning and Support Division

Max Arinder, Chief
Analyst

Sam Dawkins
Patty Hassinger
Larry Landrum
Kathleen Sullivan
Linda Triplett
Ava Welborn

Operations Division

James Barber, Chief
Analyst

Aurora Baugh
Ted Booth
Barbara Hamilton
Susan Harris
Wayne Hegwood
Kevin Humphreys
Kelly Lockhart
Helen McFall
Joyce McCants
Danny Miller
Katherine Stark
Larry Whiting
