

Resource Management: New Directions For '76

Wisconsin's Natural Resources Board marks the start of this Bicentennial Year with a substantial new approach to policy making and a whole new top level administrative team headed by a new Secretary, Anthony S. "Tony" Earl. Every individual on the new team agrees that among other things, the change heralds new emphasis on public participation and a new responsiveness by DNR to public need. For starters, the people involved tell Bulletin readers what's on their minds.

NATURAL RESOURCES BOARD AND NEW SECRETARY



Top, Left to Right: Lawrence Dahl; Daniel T. Flaherty; Clifford F. Messinger;
Mrs. G. L. McCormick; John C. Brogan

Bottom, Left to Right: Harold C. Jordahl, Jr.; Secretary Anthony S. Earl; Thomas P. Fox

HAROLD C. JORDAHL, JR.
Natural Resources Board Chairman,
Madison

New Directions for DNR

Wisconsin's new Natural Resources Board Chairman Harold C. Jordahl, Jr., a former employe of the old Conservation Department and a longtime trained resource administrator at the state and federal level speaks out on the direction in which he hopes to guide DNR during his term of office.

The most pressing issue facing the Board is to develop its capabilities as an initiator of resource policy in contrast to being a reactor to stimuli from the DNR and other sources. To accomplish this will require additional time for Board and committee meetings. To assist the Board, I am asking Secretary Voigt to review Board actions over the past several years to determine how the Board might spend its time more effectively on policy direction.

There are many other important issues:

1. Increased meaningful public participation in our policy decision process is necessary. I have already discussed techniques to accomplish this goal, and have asked DNR to explore a program with public participation experts at the University. It is desirable that we review our advisory committees to determine if changes and additions are

needed. I note that we may have to strengthen citizen advice on environmental protection and also put citizens in closer touch at the district and area level.

2. Improved public understanding of and support for Board policies should be another goal. This will require more emphasis on Information and Education programs; the latter can be assisted by the Wisconsin Environmental Education Council established by Governor Lucey, by University Extension, and the Vocational and Technical Adult Education system. By working with these agencies, we can substantially heighten our impact without great staff increases. I am confident our Information and Education Committee will provide the Board with leadership and advice.

My earlier comments on the MacKenzie Center and the broader policy questions of youth education and camp operations outline in some detail my thoughts on these questions. In the meantime, our Information and Education Committee may wish to establish an *ad hoc* advisory committee on our information programs consisting perhaps of University experts, the working press, and others. I give generally high priority to Information and Education in the areas of environmental protection, land use, management of renewable resources, such as game birds and mammals, and the reawakening of the sportsman/hunting ethic.

3. Better legislative understanding and support for the difficult tasks faced by the Board and the DNR. I would like Mr. Voigt to explore with Senate and Assembly Committee chairmen the feasibility of meeting with them informally several times each year. Also, I believe our 1975 legislative program should be well in hand by late summer to permit the Board to review it with the Governor and legislative leaders. For example, legislation will be required to provide the Department with the "right of first refusal" and official mapping

Harold C. "Bud" Jordahl, Jr., the new Natural Resources Board Chairman, is a career conservationist with vast experience in resource management at administrative and policy levels. His plan is to revitalize the board's policy role.





Public participation in natural resource policy decision making will be increased. High priority will go to information and education programs on environmental protection, land use, renewable resource management and reawakening of the sportsman-hunting ethic. Internal DNR Communication will be emphasized.

techniques, both of which will materially protect the taxpayer and the owner of land within our project areas.

4. **Support for the Secretary in making certain our complex DNR organizational structure is working as envisioned, and is providing fast and courteous service to the public.** A study, to be monitored by the Organization Committee, will be most helpful. Also, to permit employees to understand the context of Board policy directions, I am asking Mr. Voigt to distribute copies of minutes of all Board and committee meetings to area and District offices for review by employees as time permits. At these locations, they would also be available for review by interested citizens, the private sector, or environmental organizations. With regard to the latter, I am asking Mr. Voigt to make a recommendation to the Board at the next meeting on how we can make these minutes easily available for their review at strategic points throughout the state.

5. **The most important shortrun**

priority is the 1975-77 budget. Here we must insure that all DNR programs are examined carefully and shifts made to reflect new Board policies. In this context, it is critical that the Department increase its capability to adjust to new needs, that the organization be flexible (thus minimizing fixed costs in personnel), and that employee productivity and minority hiring be increased. With regard to minorities, a good start has been made with the program at Nicolet College for Indian youth which is funded by the Upper Great Lakes Regional Commission. A report on this and other minority hiring during the past year should be made in the next several months.

In my judgment, the new budget should emphasize:

a) increasing our stock of resource assets to insure that citizens of today and tomorrow have access to forests, to marshes, to beaches, and to other significant landscapes. Development should be held to that which is only of high priority;

b) greatly increasing public ac-

cess to navigable waters whether this be an improved site, or a footpath;

c) expanding our knowledge of resource management through research and then insisting that scientific management be applied (our research investments and priorities need reexamination and our Research Advisory Council can provide us with advice regarding needs, priorities, and shifts in program emphasis in time to reflect changes in the new budget which the Research Committee of the Board will review for full Board consideration);

d) planning for and allocating land and water and space for all legitimate recreation uses—from motorcycling to wilderness camping;

e) insuring that we have an adequate base of scientific and natural areas;

f) increasing our emphasis in metropolitan regions to insure that city dwellers and low income groups benefit from our programs. The Department more than a year ago initiated an investigation into

the impacts of our license and fee structure on low income groups. The study should be accelerated to determine if we can devise a better license and fee program than the present system.

With regard to metropolitan regions, I recommend that the Department appoint an *ad hoc* task force to *visit* with County Executives and County Board Chairmen in our most populous counties to determine how to strengthen our programs—whether they be land acquisition or youth education. This should be accomplished as a part of our budget process.

Master plans for each DNR facility to be approved by the Board (with alternative policies and acquisition priorities clearly defined) will also help. For example, it is difficult to judge whether a road in a state park is necessary; whether streams should be improved that are classified as wild; whether an access point will stimulate over-use of a fragile resource; whether bridle trails conflict with other uses, and the like. Development should

be limited to that which is essential for public needs and should be compatible with the intrinsic character of the land and water scape. Wherever possible, the private sector should provide those kinds of services on the outside of our areas that lend themselves to adequate investment returns; private campgrounds are an excellent example.

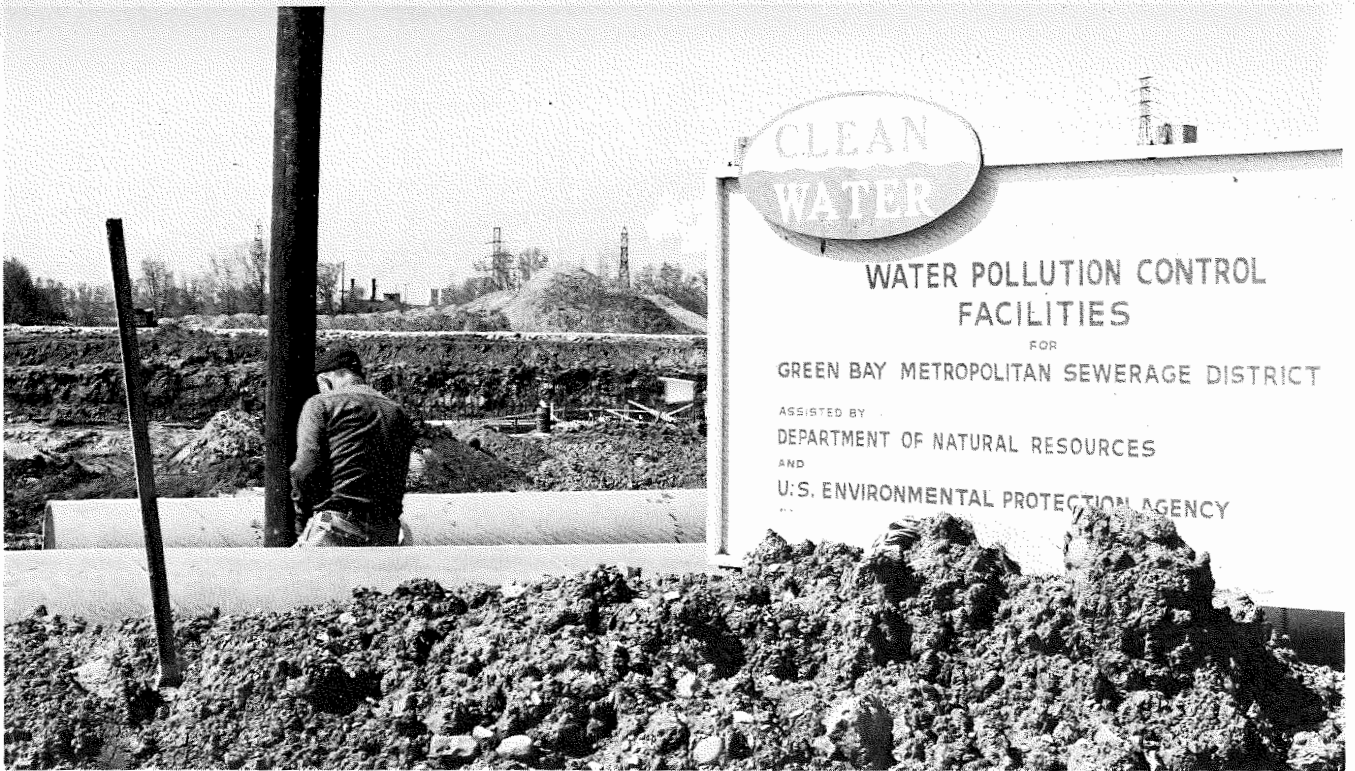
With regard to the land program, updating of plans will insure that we are investing in land acquisition in critical areas of the state. Moreover, additional emphasis on easements will be less disruptive of tax bases and will help in some instances to stretch our dollars. Likewise, we must continue to support land-use legislation with vigor. In the meantime, those powers which have been delegated to us to influence land use must be used vigorously. Flood plain zoning is a notable example where the Department and this Board need to meet statutory responsibilities. The recent study of the International Joint Commission Water Level Board of which I was a member from 1963

to 1965 rather pointedly illustrates the folly of permitting any additional building close to the shores of Lakes Michigan and Superior and urges strong land-use planning and regulation to protect both the taxpayer and the uninformed citizen who plans a home in an area subject to erosion and flooding.

6. Waste management must continue to be a top priority. The "energy crisis" provides no excuse for reducing effort. The *costs* of pollution—whether related to public health or lost recreational opportunities—are still with us. Costs of continuing to pollute are, in the long run, much, much greater! *Our educational, grant, and regulatory programs should emphasize reduced consumption, recycling, reducing wastes in the manufacturing process, keeping contaminants out of the environment, and allocating costs for pollution abatement to the user, insuring, however, that low income groups are not faced with regressive taxes.* Our recent reorganization which groups these functions more effectively and which

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places much greater emphasis on planning will guide this Board on the difficult decision of allocating dollars where the greatest returns will accrue.

Planning arrangements now being formulated between state, regional, and local agencies under stimulus of the Federal Coastal Zones and Water Pollution Acts will help insure that we are using our enforcement and grant power to not only achieve a cleaner environment, but also sound land use. Board support for those efforts is important.

Our environmental protection bureaus have done a good job of keeping us advised on their progress. I urge that this continue, especially as it relates to the water pollution permit program, and am requesting that we be kept advised on an ongoing basis on both progress and problems. With regard to the permit program, it is incumbent that the Department move with dispatch.

With regard to overall Department organization, I am pleased that the budget and planning func-

tions are joined. With your concurrence, it will be helpful for the Department to report to us in mid-summer on planning capabilities in the Bureaus and how the budget planning team can relate more closely to water resources planning.

In the meantime, I believe the Board should continue its vigorous support of efforts to release funds impounded by the Federal administration which has materially slowed down our program. Also, the Environmental Quality Committee should pursue alternative funding arrangements under our ORAP bonding authority and the programs of the Economic Development Administration and the Upper Great Lakes Regional Commission. The recent announcement by the White House that Federal funds will be withdrawn from state environmental programs needs to be critically challenged! This threat may also pose the Board, the Governor, and the Legislature with difficult budget choices in the 1975-77 biennium.

The Environmental Quality Committee should also explore

carefully the impacts of these funding cutbacks on our enforcement program which must continue to be vigorous and fair.

Although this Board voted to support the transfer of the tourist promotion and commercial recreation functions to the Department of Business Development, as long as we have the responsibility, we should provide vigorous support for these programs. This is especially critical as our tourism industry now faces a difficult period of economic readjustment caused by energy problems, and as people who are now feeling the unemployment and inflation impact forego vacation trips. In spite of these forces, the proximity of our great resource assets to metropolitan regions may mean much greater opportunity for this significant sector of our economy.

In conclusion, let me emphasize again that our primary task is to initiate new policy thrusts. With your support and the support which I am confident we have in Mr. Voigt and the Department, significant progress can be made.

Wisconsin landscape because citizens will have been given the knowledge upon which to base environmental decisions.

At MacKenzie the attractive new buildings are a focal point where an enthusiastic staff is attempting to coordinate and augment the existing programs of elementary and secondary schools, higher education, University of Wisconsin Extension, vocational and adult education, environmental groups and public agencies.

The new center will provide many and diverse programs including a day program for students, kindergarten through college, all seasons; a resident program for 72 persons, all seasons; and programs for adults—teachers, resources people, special groups and service organizations. MEC also helps develop and distribute educational materials, provides a place for an innovative student intern program, develops teacher workshops, sets up pilot programs with other agencies and schools, and in general serves as a catalyst for programs throughout Wisconsin.

The focus on the MacKenzie Center in no way mitigates the other important DNR educational activities ranging from publications and exhibits to the girl's conservation camp at Wyalusing Park and to boy's work camps. What it does do is to highlight some of the new thinking that is evolving about the teaching of environmental concepts. Perhaps this can best be expressed by an excerpt from the Guidelines for MEC as stated by the Wisconsin Environmental Education Council. "The dependency of man and urban—industrial society on natural resources is too often presented in a highly generalized fashion without linking personal decisions to environmental consequences. Therefore, the theme for the new center will be to illustrate that linkage through field exercises which reveal how natural processes determine the supply and quality of environmental resources, and how man interferes with ecological interdependence to both his benefit and his hazard . . ."

Clifford F. Messinger



Clifford F. Messinger, Mequon, Land and Business Committee, President of Oven Systems, Inc., member of the Executive Committee of the Northern Environmental Council, past Chairman of the National Funding Committee of the Wilderness Society, past President and member of the Board of Directors of the Wisconsin Humane Society, member of the board of the Sigurd Olson Institute of Northland College, Ashland, and member of the Board and past Chairman of St. Lukes Hospital, Milwaukee.

"In the future, we will be redoubling our efforts not only to act, but equally important—to listen."

The Department of Natural Resources should be attentive to the public. This does not mean that the Department will always agree with all segments of the public regarding solutions to particular problems. But we are obligated to uphold the trust that has been granted us by assuring active and continuous two-way communications between the citizens and staff.

In the past, the Department has been frequently criticized for not achieving ongoing communications. Some of these criticisms may well be justified, some may not. In the future, we will be redoubling our efforts not only to act, but equally important—to listen.

One of the best ways of listening is to decentralize our

efforts—to firmly establish that the individual District and Area offices are the first listening and answering posts for regional and local problems. The District and Area offices should be a place where the individual citizen may go, review his problem personally, if desired, and in most cases procure his answer at that source.

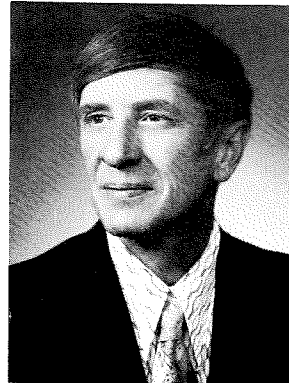
The I & E function specifically will be strengthened at the District and Area levels in an effort to provide citizens with information about their locality—the major current regional problems, alternatives for solution, and the machinery whereby area citizens and citizen groups may make their input.

One innovation that should spark communication is a local citizen information committee made up of representatives of the media, government, farmers, sportsmen's clubs, environmental groups, business, civic organizations and others. These will be established on an area basis and will help DNR guide its actions based on local necessity and opinion.

In the complexities of today's world, keeping a continuing channel of communications open between the public and government is not an easy task. But we have already begun with a pilot program in the Southern District and we will be expanding our efforts to other areas of the State throughout the coming year.

We are going to work very hard in this area; the Secretary and the Board believe accurate two-way communications to be our first priority.

Harold C. Jordahl Jr.



Harold C. Jordahl, Professor of Regional Planning, U-W Extension. Served as Natural Resources Board Chairman, member of the Upper Great Lakes Regional Commission, Representative of the Secretary of the U. S. Department of Interior, and Director of the Department of Resource Development. Former employe of the old Wisconsin Conservation Department.

"In general, I believe the Natural Resources Board, rather than the agency should initiate and establish policy. The Board must be the driving force—the agency, its administrative expression."

I'm fortunate in that having been chairman of the Natural Resources Board for two years, I've been able to implement some of my principal concerns.

Most of them deal with increasing the Board's capability to deal with policy, planning and increased public participation.

In general, I believe the Natural Resources Board, rather than the agency should initiate and establish policy. The Board must be the driving force—the agency, its administrative-expression. Then procedures must be strengthened that will insure that policies established by the Board are, in fact, carried out by the Department.

A fundamental goal—and, I'm especially sensitive to it because it's my profession—is to beef up DNR's planning and analysis function and make it a prerequisite to Board decision making. Data are available. We need to have it systematized so that it will come to us easily, in understandable fashion and routinely for decision making.

Through reorganizations of the past two years, we have been able to gradually centralize planning. First it was tied to the budgeting process in an office of planning and budget and most recently to a new office of Planning & Policy Analysis to serve both the Department and the Board. This office will add a long-term time ingredient to budgeting

and planning so we have a frame of reference beyond just a biennium. Our last budget identified 27 different policy issues and we were able to consider them in the perspective of a five to 10-year period.

The Board meets only once a month and it's rather difficult to systematize what I call its "oversight function." We've done this by adopting more explicit, detailed policy statements than have been the tradition so that the Secretary and the Department have a much clearer sense of what the Board wants than has been true in the past. We need additional explicit policy statements. Then, a reporting system to keep tabs is the critical dimension.

For example, in our water regulatory program where we have fairly strong statutory language, good administrative rules and good Board policies, we were still falling behind in issuing permits. Procedures were changed and regular, but brief reports required and this is helping bring the Board up-to-date. Another good example is in land acquisition where the Board has substantially improved the system for feedback to measure performance.

I want the costs and benefits of our DNR programs distributed in an equitable fashion among citizens of the State.

Equitable distribution of program benefits is very closely involved with land acquisition and development policies. DNR's investments in parks, trails, forests, fish and wildlife, are made for the general good. This means spending land dollars near metropolitan regions so that low mobility and low income people have access. The same principle should

apply in all programs.

The taxpayer cannot be expected to continue to pick up the tab for industry-caused pollution. These should be assessed against stockholders who now benefit from harming the environment at a public cost. To me, equity means, for example, that low income people who may drive the oldest cars should not be burdened with the regressive nature of a cost which requires such cars to eliminate air pollution or to insist that approximately 5,000 low income households in the inner core of cities be required to assume the entire burden of converting their furnaces to low polluting fuels. In other words, the costs of achieving a quality environment should be distributed among those who cause the harm, without unduly taxing those least able to pay.

And finally, I'm particularly proud of the active role Board members now play in independently generating policy issues sensitive to perceived needs of Wisconsin citizens. We have a momentum going that brings out every opinion sparked by a variety of perspectives and constructive debate. This is bound to result in better decision making.

Along these lines, we've encouraged more complete expression and independent thought from citizen advisory committees so that divergent expert and lay opinion beyond what is available in DNR comes to the attention of the Board.

Communicating with the public we serve is broadening and that in turn means that the Board is better able to discharge its mandate.

DENNIS RICHIE
Technical Editor, Madison

The Old Clunker May Come Back to Haunt You

The new automobile recycling technology produces about 400,000 tons of scrap metal per year in Wisconsin, helps rid the countryside of visual blight and saves energy and iron.

That old rattle trap of a car you were so happy to junk because it required two mechanics and a prayer before it would go to the store, may come back to haunt you. It might even come back as a truck, a lawn mower or a golf cart. The old jalopy is no longer allowed to rust its days away in an auto graveyard. Thanks to modern technology, the rusty, crusty old lemon can be reincarnated, at least recycled.

Recycling autos is big business in Wisconsin. The competition for junked cars is so great that in some parts of the state they sell for as much as \$50.00. And as the price for junked cars goes up, the number and size of auto graveyards goes down. It's simply no longer economical to allow an old car to sit around, only to be ugly.

The auto recycling story has two beginnings. First, the price of scrap metal has risen 200% since 1965. Second, tremendous advances have been made in the field of recycling in the last five years. The recycling industry has produced machines with names like "the shredder", "the baler" and "the crusher"; all of which make it economical to recycle the car.

The route of the used up car from the family garage to the

smelter goes something like this. After it is considered no longer worthy of repairs (or wrecked), the car is purchased by a local salvage yard. At the yard the car may be stripped of salable items such as starter, generator or alternator. After the yard has collected 200 or more cars, one of the 14 crushers operating in Wisconsin is called in. A crusher is a mobile, hydraulically operated unit which flattens a car to about one quarter its original size. The crusher makes it economically practical to transport the car. Because the crusher reduces the car to a convenient size and shape, a truck that could transport only four *uncrushed* cars can transport about 20 *crushed* cars.

From the salvage yard the hulks are hauled to either a baler or shredder. Either one can make a car appear as though it were constructed of cardboard.

Shredders, which can cost up to five million dollars, are giant dynamos of orderly destruction. At the rate of up to one per minute, a shredder reduces a car to a pile of fist-sized chunks of metal. In the process of chewing up a car, the energy transfer within the shredder is so great that the car bursts into flame. Originally this spontaneous