

# Colorado Parks & Wildlife



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## Merger Implementation Plan

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### **Transition Team Co-Chairs**

Ken Brink & Ron Velarde

### **Members**

Scott Babcock

Bob Carochi

Steve Cassin

Patt Dorsey

Marilyn Gallegos-Ramirez

Greg Galvez

Brad Henley

Kurt Mill

Jeff Spohn

Henrietta Turner

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## **EXECUTIVE SUMMARY**

By merging the former Division of Parks and Outdoor Recreation (Colorado State Parks) and Division of Wildlife (Wildlife), Senate Bill 11-208 created the Division of Parks and Wildlife (Colorado Parks and Wildlife) within the Colorado Department of Natural Resources. The legislation requires the development of an implementation plan that describes the consolidation of operations, addresses outstanding issues (i.e. any statutory issues not specifically addressed within SB 11-208), identifies increased efficiencies and cost savings that could be realized through the merger, and provides recommendations for restructuring of the Parks and Wildlife Commission (including name, size, terms, geographical and issue-representation, and membership qualifications).

To that end, ten Work Groups comprised of employees from both of the former divisions were established to evaluate core functional areas and identify opportunities for cost savings and enhancements in the delivery of products and services. The reports from the Work Groups provided the foundation for the series of recommendations developed by the Transition Team and included in this plan. In addition to the information provided by the Work Groups, the Transition Team also reviewed and considered input from more than 200 employees, agency stakeholders, and the public.

The recommendations included in this plan will be incorporated in part or in their entirety in the required report to the legislature. The Transition Team's report will provide valuable information to the Director of Colorado Parks and Wildlife to support the ongoing implementation of the plan and operation of the new agency.

It is important to note that opportunities for cost savings and enhancements exist along a continuum from minimal integration of existing functions/services to full integration. Inherent in the continuum of integration is a temporal continuum which suggests full integration, and thus optimal cost savings and enhancements, may in some cases be best achieved over a period of months or years. The recommendations of the Transition Team include a number of actions that can be implemented in the short-term (6 months to one year). These changes include combining work units, physical relocation, process integration and full-time staff equivalent (FTE) reductions using existing vacant positions. Other recommendations would require additional evaluation to occur over time to ensure effective implementation.





## I. BACKGROUND

On July 1, 2011 the Division of Parks and Outdoor Recreation (Colorado State Parks) and the Division of Wildlife (Wildlife) merged to become the Division of Parks and Wildlife (Colorado Parks and Wildlife). The purpose of this merger was threefold—to find efficiencies that benefit both programmatic areas, to position the new Division with a more stable foundation to ensure greater long-term financial viability, and to improve opportunities for Colorado’s residents across the outdoor recreation spectrum.

Elements of Colorado State Parks and Wildlife have worked closely together over the years, and previous attempts have been made to link these two agencies in the past (most recently in 1963). Today, most believe there are more commonalities between the two prior divisions than there are differences, as exemplified in some of the supporting rationale that helped set the stage for merging these agencies<sup>1</sup>—

- A strong relationship between state parks and wildlife is in the best interest of citizens and sportsmen.
- Many young people have their first outdoor experience in a state park. State parks help foster conservation values and are a gateway to outdoor recreation, including hunting and fishing.
- Support for state parks on the “front end” builds support for wildlife and wildlife management down the road.
- Successful ongoing partnership efforts between Wildlife and State Parks, such as the Wildlife fish management program in state parks, which in turn leads people to purchase fishing licenses.
- Wildlife stocked more than 36 million fish in state park waters in 2011, and as a result, State Parks offer some of Colorado's premier flat-water angling and wildlife-watching opportunities.
- More than three quarters of state parks also offer some kind of hunting opportunity.

### **SENATE BILL 11-208**

Senate Bill 11-208, sponsored by Senators Schwartz (D) and Hodge (D) and Representatives Sonnenberg (R) and Gerou (R), was signed into law by Governor Hickenlooper on June 6, 2011. The bill effectively created the Division of Parks and Wildlife within the Department of Natural Resources (DNR) by consolidating Wildlife and State Parks.

Currently, Wildlife is an “enterprise” agency, and the bill established enterprise status for the new Division. Enterprise status does not exempt an agency from the annual legislative appropriations process, but it does exempt agency revenues from the state revenue cap established by TABOR.

Senate Bill 208 also created the 16-member Parks and Wildlife Commission by combining the 11-member Wildlife Commission with the 5-member State Parks Board. The bill directed the new Parks and Wildlife Commission to:

1. Meet at least monthly, hold workshops at least every other month, and solicit public input;

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<sup>1</sup> *Senate Bill 208: Creating New Division of Parks and Wildlife and New Parks and Wildlife Commission*. Colorado Department of Natural Resources, 2011. Print.

2. Appoint, with the consent of the DNR Executive Director, a new Director for Colorado Parks and Wildlife (which was done in July 2011);
3. Establish an implementation plan to combine the divisions and restructure the State Parks Board and Wildlife Commission, addressing changes in structure, management, and administration of the new Division;
4. Develop transparent accounting processes to ensure that expenditures of funds by the new agency are done in a manner consistent with the purposes for which they were received; and
5. Require the DNR Executive Director to report to the General Assembly in 2012 on the new division.

In February 2012, DNR will make follow-up recommendations to the General Assembly for a comprehensive bill that more thoroughly defines the mission, administration, and budgetary structure of the new Division. The Colorado Parks and Wildlife Transition Team and Merger Implementation Plan will help inform this process.

## **II. COLORADO PARKS AND WILDLIFE TRANSITION TEAM**

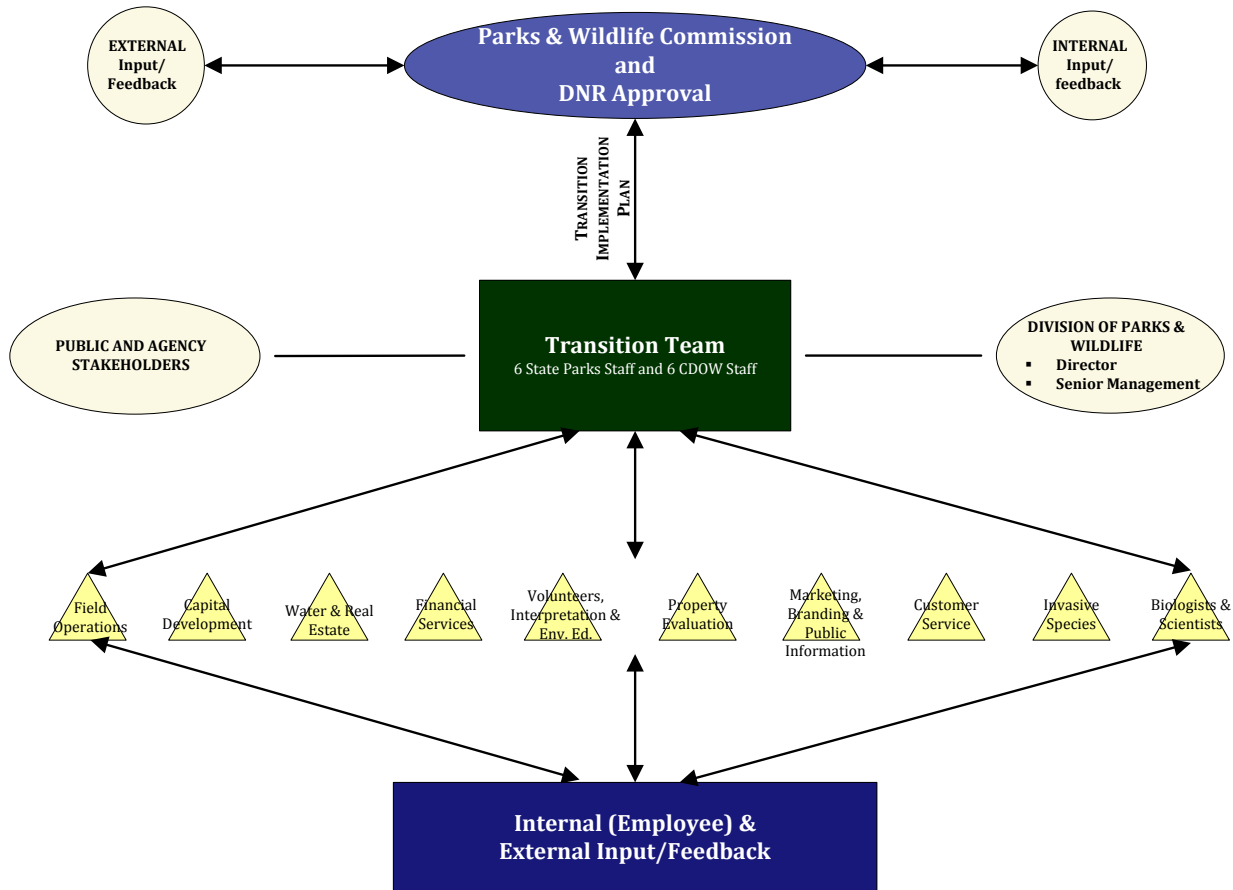
In April 2011 the Colorado Department of Natural Resources convened a Colorado Parks and Wildlife Transition Team that included staff representing various facets of each of the two agencies and possessing some of the skills, expertise, and knowledge that would help ensure development of a successful Merger Implementation Plan. The Transition Team included five representatives from State Parks and the Wildlife and was led by two additional co-chairs also from each of the prior divisions.

The primary duty of the Transition Team was to develop a Merger Implementation Plan to be reviewed and approved by the Department of Natural Resources (DNR), the Parks and Wildlife Commission, and the new Director by February 2012. Transition Team members provided expertise and knowledge throughout the process to ensure a successful planning effort and met approximately twice monthly between April 2011 and February 2012 (23 times). The primary focus of the Transition Team was to:

- Seek a broader mission, and strengthen Colorado Parks and Wildlife as a whole
- Be available to any employee or stakeholder throughout the transition process
- Prioritize and establish necessary work groups
- Provide necessary assistance and information to established work groups
- Use the transition process to model what we want to see in Colorado Parks and Wildlife

The DNR Chief Operating Officer provided leadership and support to the Transition Team and was integrally involved in the development of the Merger Implementation Plan. Please refer to Figure 1 for a conceptual diagram of the Merger Implementation Plan decision-making process.

Figure 1. Colorado Parks and Wildlife Decision Model



**TIMELINE**

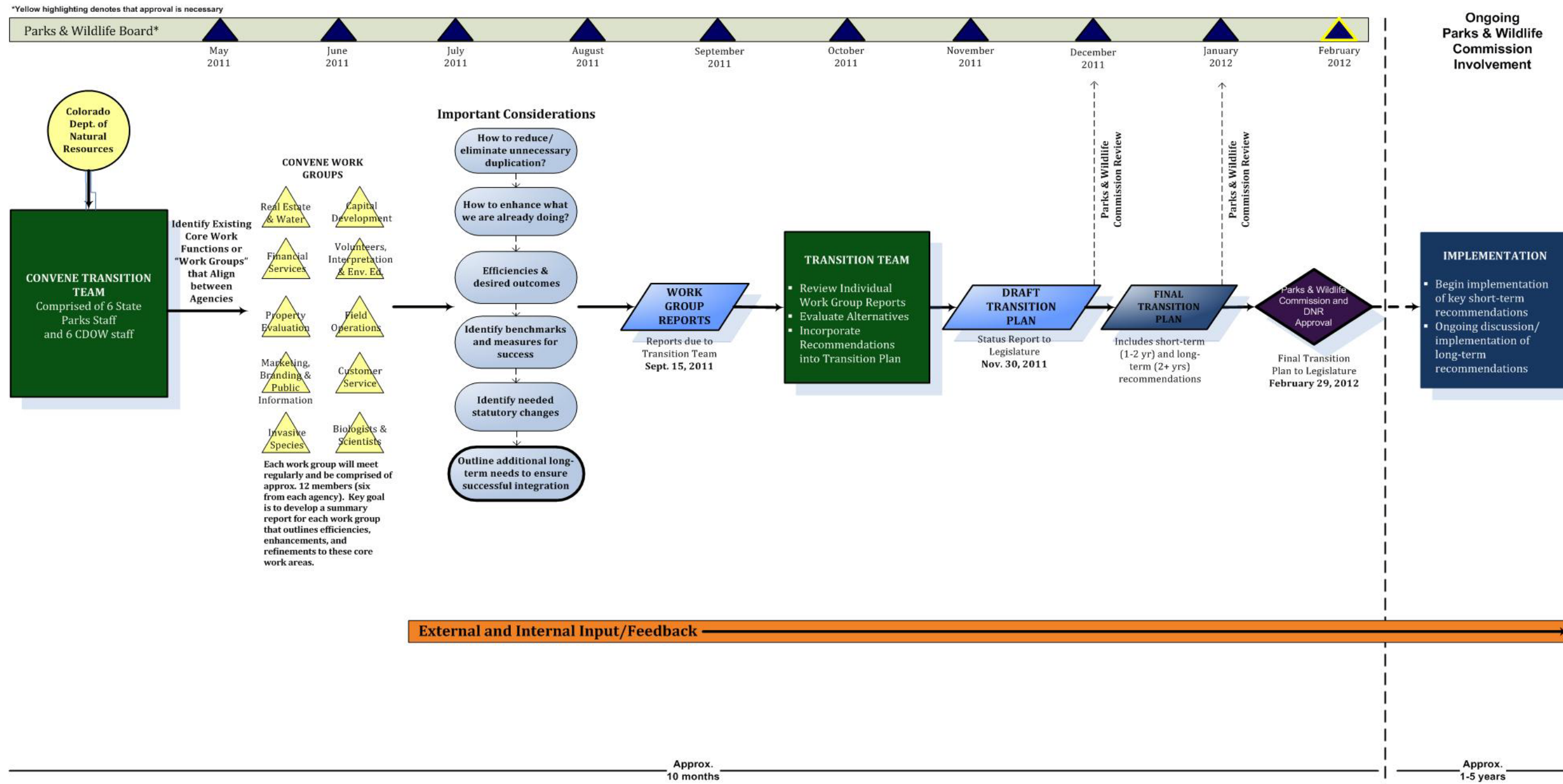
The Merger Implementation planning process occurred over an 11-month process extending between April 2011 and March 2012 (Figure 2). Work groups convened starting in June 2011 and were charged with completing work group reports by September 2011. Other key dates included:

- A preliminary draft Merger Implementation Plan submittal (excluding Transition Team recommendations) to the Parks and Wildlife Commission on October 28;
- A November 30, 2011 update to the Legislature on the draft plan (including Transition Team recommendations); and
- A second draft plan to the Commission on December 29, 2011.

On January 27, 2012 a final Merger Implementation Plan was submitted to the Commission for review before being submitted to the Legislature on February 29, 2012.

Figure 2. Merger Implementation Plan Flow Chart

## Division of Parks & Wildlife Transition Plan Flow Chart



## **COMMUNICATION AND INPUT**

The Department of Natural Resources (DNR), Parks and Wildlife Commission, and the Transition Team were committed to a robust dialogue and implemented a communication and input process to ensure that internal and external stakeholders and the public contributed to the discussion of ideas, issues, and alternatives throughout the merger planning process. Interested individuals and organizations were provided opportunities to comment at key junctures including at the outset of the merger as well as during development of recommendations for a legislative declaration, working agency mission; permanent Commission composition; and the Preliminary Draft and Draft Merger Implementation Plan.

Three key considerations were accounted for during the public involvement process:

1. To ensure ample opportunity for review and input to the development of the agency mission, the composition of the Commission, and the merger plan, the Parks and Wildlife Commission (PWC) used a three-step (initial, draft, final) decision process;
2. The DNR and the Division of Parks & Wildlife Director will ensure that U.S. Fish & Wildlife Service has an opportunity to be involved and weigh in on the Merger Implementation Plan; and
3. External/Internal input will be summarized, available for review by employees and the public, and will be forwarded for consideration by the Transition Team, Work Groups and the Parks & Wildlife Commission (PWC).

Internally, the Field Operations and Biologists and Scientists Work Groups were also invited to a joint meeting facilitated by DNR when it became apparent that recommendations being developed by the Field Operations Work Group were relevant to Biologist and Scientist work functions in the newly-combined agency.

Summaries of input gathered from internal and external sources are attached as Appendices A – H, including a joint memorandum to the Transition Team prepared by the Field Operations and Biologists and Scientists Work Groups highlighting the outcomes from their joint meeting.

## **ROLE OF THE COMMISSION AND THE DIRECTOR**

The Parks and Wildlife Commission is charged with developing a recommended merger plan that will be presented to the legislature in February 2012. The plan focuses almost solely on the three goals outlined for the transition process: 1) to identify means to eliminate unnecessary duplication; 2) Create cost savings through efficiencies and 3) highlight opportunities, as a result of the merger, for enhancing the agency's products and services. The Commission will rely heavily upon the foundation created by the employee work groups to develop the recommended plan. Using a three-step drafting/decision process, the Commission will hosted and participated in a dialogue over several months to gather and consider input from employees, stakeholders and the public.

At the same time, the CPW Director and agency leadership conducted a similar review of the Work Group products and provided input to the dialogue. Furthermore, to ensure the health of the agency during transition, the successful implementation of the Commission's recommended plan, and to ensure effective ongoing operation of the agency, the Director and agency leadership will engage in extensive analysis and decisions about organizational structure and administrative processes. These decisions will necessarily incorporate ideas and recommendations presented by the work groups and Transition Team as well as ideas presented by employees, stakeholders and the public.

## **GUIDING PRINCIPLES**

The Transition Team developed a list of guiding principles to adhere to throughout the planning process. These guiding principles were developed to ensure productive discussions among team members. These guiding principles were also shared with individual work groups that were charged with developing recommendations for merging shared work functions within each agency, and also to help focus some of work group recommendations. A complete list of these guiding principles is provided below.

- Provide effective leadership to make this successful (as a group and individually)
- Be positive in all discussions regarding the merger to both groups
- Commit to the process and prepare for and actively participate in each meeting
- Provide an atmosphere of mutual respect for all group members
- Ensure transparent, open, and honest communication among all group members
- Listen to others' concerns and generate collaborative options
- Set aside individual interests and focus on what is best for the new agency as a whole
- Avoid judging ideas prematurely and remain open to a spectrum of ideas
- Focus on what we have in common and not on what each agency does differently
- Seek ways to provide the same services in a more efficient and cost effective manner
- Strive to do what we already do well ... and do it even better
- Recognize and celebrate the rich traditions of State Parks and Wildlife employees
- Foster an environment where sensitive discussions can occur inside the team
- Work as one team where all members stand on equal footing
- Conduct targeted and effectively-run meetings
- Make decisions that focus on serving the public and protecting the resource

## **TRANSITION WORK GROUPS**

In developing the Merger Implementation Plan, the Transition Team relied heavily on alternatives and recommendations developed by ten individual work groups that generally aligned with major, shared "core functions" within both agencies. A total of ten work groups were established by the Transition Team in June 2011. Table 1 highlights these work groups and some of their corresponding focus areas.

### **Work Group Co-Chairs**

Each work group was assigned one co-chair from each of the two previous divisions. Co-chairs were expected to provide leadership and work collaboratively with fellow group members, guide productive discussions, and play a lead role in developing the final work group report. Co-chairs are also tasked with making sure that relevant input from internal staff and external stakeholders were considered and incorporated into the report, based on information provided by the Transition Team.

**Table 1. Work Groups and Corresponding Focus Areas**

<b>Work Group Name</b>	<b>Focus Areas</b>
Biologists and Scientists	Wildlife Biology, Forest Health, Botany, Natural Areas Program
Capital Development	Project Management, Project Evaluation Process
Customer Service	Licensing, Registrations, Reservations, Front Desk and Phone Customer Service
Field Operations	Property Management, Law Enforcement, Customer Service in the Field and other core functions generally performed by Rangers, DWMs, and Techs; New logo
Financial Services	Accounting, Budgeting, Grants, Procurement, Contracts
Invasive Species	ANS and Other Invasive Species Efforts
Marketing, Branding, and Public Info	Websites, Brochures, Print and Electronic Media, External Affairs, Social Media
Property Evaluation	Data Driven Analysis of State Parks, SWA's, Administrative Sites
Volunteers, Education, Interpretation	Volunteer Programs, Education, Interpretation
Water and Real Estate	Water, Real Estate, and GIS-Related Programs

### **Work Group Reports**

The primary duty of each work group was to develop a report that described viable alternatives to achieve merger-related efficiencies, enhancements, and refinements to one of the ten core work areas. The Transition Team provided work groups with a template document to ensure that final work group reports shared a consistent structure and format, recognizing that the unique issues within each group required some alteration of the template.

Two Transition Team liaisons were assigned to each work group. Team liaisons essentially served as “go-to” contacts for guidance on issues that arose during the work group planning process, and to provide necessary support and/or information to ensure that work group reports were thorough and successfully completed on time. Final work group reports were due to the Transition Team no later than October 9, 2011.

Each Work Group was empowered to define their respective Scope of Work and a full range of viable alternatives ranging from partial to full integration. All the while, Transition Team Liaisons emphasized the need to focus on alternatives that: 1) eliminated unnecessary duplication; 2) identified the means to achieve the greatest possible efficiencies in the delivery of products and services; and 3) identified strategies to enhance the effectiveness of our programs and operations while fulfilling the new joint mission.

In October 2011, each work group report was submitted to the public and staff for review and comment. Based on input from the work group chairs, public and staff comments, as well as input from the DNR Director, and the Commission, the Transition Team developed following Merger Implementation Plan.

### **III. MERGER IMPLEMENTATION PLAN**

The Transition Team would like to formally recognize the vital roles played by employees throughout Colorado Parks and Wildlife. Ten core functions were evaluated by work groups and carried through the

Merger Implementation Plan. ***While these form the basis for the plan, many other areas of expertise are critical to the success of the agency.***

It is expressly not the role of this plan to assign values to the work of any group of employees, and we recognize the synergies that are gained by working together in the pursuit of common goals. Collaboration between working groups, volunteers, and the public we serve is key to achieving our mission.

## **BIOLOGISTS AND SCIENTISTS**

### **Work Scope**

The Biologists and Scientists Work Group sought to integrate functions of State Park's Resource Stewardship (RS) biologists within Wildlife's Wildlife Programs (WP) section. The work group's overall intent was to maintain or improve the core work functions of RS and WP biologists and to allow these staff to provide the same or better levels of products and services to the public and the agency. Understanding differences in scale regarding the scope of influence among RS biologists (i.e., property-level planning at 44 state parks) and WP biologists (i.e., statewide responsibility for the management of fish and wildlife resources) is a key consideration.

In general, the Biologist and Scientist Work Group focused on efficiencies and enhancements rather than FTE reductions. From a historical perspective, it is important to note that the Division of Wildlife's WP have undergone numerous restructurings since 1995 based on performance audit recommendations and leadership-level decisions designed to eliminate redundancy, streamline processes, and provide programmatic enhancements to species conservation efforts and habitat management. Most recently, in 2010-11, WP eliminated the Wildlife Conservation Section and merged wildlife conservation biologists into the Terrestrial and Aquatic Sections, eliminating five supervisory full-time equivalent (FTE) staff and creating a new Habitat Conservation Program. In State Parks, it is important to note that Colorado Natural Areas Program (CNAP) functions are performed by one FTE and rare plant funding has recently been eliminated; and with only four State Parks staff devoted to stewardship and Aquatic Nuisance Species (ANS) on state park properties, any reductions in FTE in RS would significantly impair natural or cultural resource conservation on state parks or state natural areas. In addition, certain job functions of RS biologists are closely tied to those of WP habitat coordinators and considerable potential exists for efficiencies and enhancements through collaboration. This and other detailed information provided by the Biologists and Scientists Work Group, as well as staff and public input, served as the basis for the Transition Team's recommendations for merging this important core function.

### **Background on the Work Function**

Job functions are fundamentally different between RS biologists and WP biologists, as is the spatial scale at which work is performed. The majority of RS biologists are responsible for resource stewardship on state park properties, including inventorying and monitoring of natural and cultural resources, stewardship planning, weed mapping and management, forest management, GIS, and other duties related to enhancing and protecting the natural resources on state parks. In contrast, WP biologists take the lead in a collaborative effort to manage population and habitat of all fish and wildlife species across Colorado, which includes harvest management of game species, conservation of sensitive species, and fish hatchery operations. In general, RS biologists focus almost exclusively on state park properties, whereas WP biologists conduct work at a statewide scale irrespective of land ownership. The one



exception is CNAP in State Parks, which has a statewide focus on conservation of significant natural features that spans property boundaries.

There are five biologists in RS, whereas there are greater than 200 employees focused on biological functions in WP. Given the overall differences in job function and number of employees, it is recognized that most job functions conducted by WP biologists are not shared by RS (e.g., population management, hatchery fish production). Therefore, the focus is on those areas of job overlap between RS and WP biologists where efficiencies and enhancements could be obtained: property-level resource stewardship (including vegetation management and wildlife surveys), wildlife habitat management, and plant/animal conservation related to CNAP's functions.

To assess potential for efficiencies and enhancements that could be gained through this merger, this Work Group evaluated commonalities and synergies among RS and WP biologists. Both groups of biologists are involved in science-based management of natural resources. In carrying out these job functions, RS and WP biologists are responsible for resource management planning and collecting data to support decisions. The Biologists and Scientists Work Group recognized that RS biologists specialize in comprehensive resource stewardship planning on state park properties. By building off of some of the relevant habitat management expertise within WP and field operations, RS biologists could potentially support and enhance property-level resource stewardship efforts on State Wildlife Areas. It is also recognized that many WP biologists specialize in monitoring game, non-game, threatened and endangered wildlife and could offer their time and expertise to enhance related monitoring on state parks.

### **Desired Outcomes**

- Greater integration of complementary biological functions performed by RS and WP.
- Improve and enhance wildlife habitat conservation and support for property inventory, monitoring and stewardship.
- Potential cost-savings related to the re-classification of a RS GPV position to a GPIII, depending on personnel issues.
- Potential cost saving and efficiencies due to weed management, native seed, and plant coordination (e.g. cooperation between Seed Warehouse Manager and State Parks volunteers to collect wildland seed, etc.).
- The reduction of some duplication of job responsibilities (e.g. GIS functions in RS and WP), and additional capacity to pursue grant funding for forestry (e.g. fuels mitigation) projects.
- CNAP statewide conservation function enhanced through collaboration with WP Habitat section biologists (i.e., CNAP's presence in Terrestrial unit will result in greater collaboration on rare plant issues associated with SWA properties and wildlife issues in Natural Areas).
- Continue to effectively manage game populations to support recreational harvest.
- Better management of declining and sensitive species to prevent or remove them from state or federal listing.
- Improved capacity and coordination for ensuring that any development efforts comply with state and federal regulations pertaining to threatened and endangered species and cultural resources.

## Recommendation

Proactively managing State Park and Wildlife properties through effective resource stewardship efforts ensures that our state parks and wildlife areas are maintained and improved for the citizens of Colorado and its visitors. Consistent with this goal, we recommend integration of State Park biological work functions with those carried out by Wildlife. Specifically, the Transition Team recommends that the State Parks RS section be integrated within the Habitat Conservation Program in the existing WP Terrestrial section. The currently vacant Terrestrial Habitat Conservation Manager position oversees six habitat management-related coordinator positions. Based on this recommendation, this position would oversee an additional four RS staff, have broadened responsibilities related to resource stewardship, and provide leadership to a new “Habitat Conservation and Resource Stewardship Program.”

The Resource Stewardship/Natural Areas GPV program manager position is currently vacant. Because of the new Habitat Conservation and Resource Stewardship Program manager position described above and potential cost savings, we recommend downgrading this position to a Stewardship Biologist GPIII-level position. This position would operate as a full-time Resource Stewardship Coordinator that would work collaboratively alongside the other two existing Resource Stewardship Coordinators.

Initially, we recommend that three Resource Stewardship Coordinator positions work with Wildlife’s Habitat Coordinators and continue to partner with park managers to support property stewardship solely on state park properties. However, in the long run, expanding this function to all CPW properties would ensure that resource stewardship is more broadly and consistently applied. Similarly, in the short run, the RS’s current position that focuses on GIS, forestry and T&E/cultural compliance in state parks would instead focus primarily on continuing forest management, supporting resource stewardship, and overseeing T&E and cultural resource compliance efforts on state parks (please see the *Water, Real Estate, and GIS section* for recommendations pertaining to RS’s current GIS functions). If resource stewardship efforts are expanded to all Wildlife properties, these three positions would work more collaboratively with Habitat Coordinators to assist with stewardship, forest management, and vegetation management projects on Wildlife properties as well.

State Parks’ CNAP position should also be moved to the Habitat Conservation and Resource Stewardship Program, however, as a separate arm distinct from Resource Stewardship and other functions included in this program. This would allow CNAP to work closely with Wildlife’s Habitat Coordinators, who have extensive expertise in particular biomes (sagebrush, grasslands, wetlands, etc.), native plants, and established working relationships with various landowners across the state.

## Efficiencies and Enhancements

- Places all Resource Stewardship, Colorado Natural Areas Program (CNAP), and Habitat Coordinator biologists under a single Habitat Conservation and Resource Stewardship supervisor, thereby maximizing potential for direct collaboration.
- Broader stewardship planning, noxious weed support, inventory and monitoring on State Parks and possibly SWAs would meet a need expressed in DNR for more property stewardship.
- Would result in more consistent management of CPW lands (State Parks and SWAs) while reducing duplication of some job responsibilities (e.g., GIS, terrestrial noxious weed work).
- Enhanced opportunities for vegetation management and forestry work on CPW properties.
- One process to assure agency compliance with State and Federal cultural and T&E regulations.

- CNAP placed in a Section with similar approach to statewide conservation; closer collaboration with Habitat Coordinators, Wetlands and Private Land Coordinators, all of which coincide with CNAP's mission; greater collaboration on rare plants with all Terrestrial biologists.
- Cost savings would be realized in terms of additional grant funding opportunities, native seed and plant coordination, more comprehensive approach to stewardship on CPW properties, and potentially the reduction of a GP V position to a GP III (depending on personnel issues).

Additional efficiencies that can be gained by merging RS with Habitat WP biologists include 1) Integrating the Aquatic Nuisance Species Program (see Invasive Species section), 2) Improving coordination of biological contractors, 3) Providing biological training for CPW Staff, 4) Developing consistent indirect rates between CPW and higher education, 5) Expanding land protection through sale, donation of conservation easements, or fee title transfers of properties, 6) Coordinating efforts to submit comments related to land use planning, 7) Enhancing Colorado Natural Areas species conservation, and 8) Coordinating angler contacts on State Parks between park managers and WP aquatic biologists. For more detail on these efficiencies please see pages 40-49 of the Biologists and Scientists October 2011 Work Group Report).

### **Potential Measures of Success**

- Amount of collaborative projects between Resource Stewardship biologists and Terrestrial biologists (e.g. wildlife surveys).
- Additional wildlife habitat monitored and/or protected through collaboration of CNAP and WP Biologists.
- Number of data analysis units (DAUs) being managed at or towards the long-term objectives.
- Increasing trends in license sales and/or customer satisfaction from hunter surveys.
- Decreasing trends in numbers of species petitioned for listing or becoming listed.
- Increased rare plant protection resulting from collaboration of CNAP and WP biologists.
- Trends in meeting resource stewardship requirements on State Parks and SWAs (e.g., noxious weed problems decreasing rather than increasing, number of stewardship plans completed and implemented, acres of forest management treatments on Park properties, number of degraded ecological sites decreasing rather than increasing, etc.).
- Increasing the number of stewardship plans, weed mapping/management plans on CPW properties.
- One process to assure agency compliance with State and Federal cultural and T&E regulations.

### **Information Technology (IT) Considerations**

Moving the State Parks' GIS function into the WP GIS section may require additional IT support to assure that State Parks RS biologists have access to all necessary servers, etc. Refer to the Real Estate and Water section for GIS IT considerations.

### **Short-Term Considerations**

- Relocation of State Parks' RS and CNAP staff under the new Habitat Conservation and Resource Stewardship Program manager in the Terrestrial Section of WP.

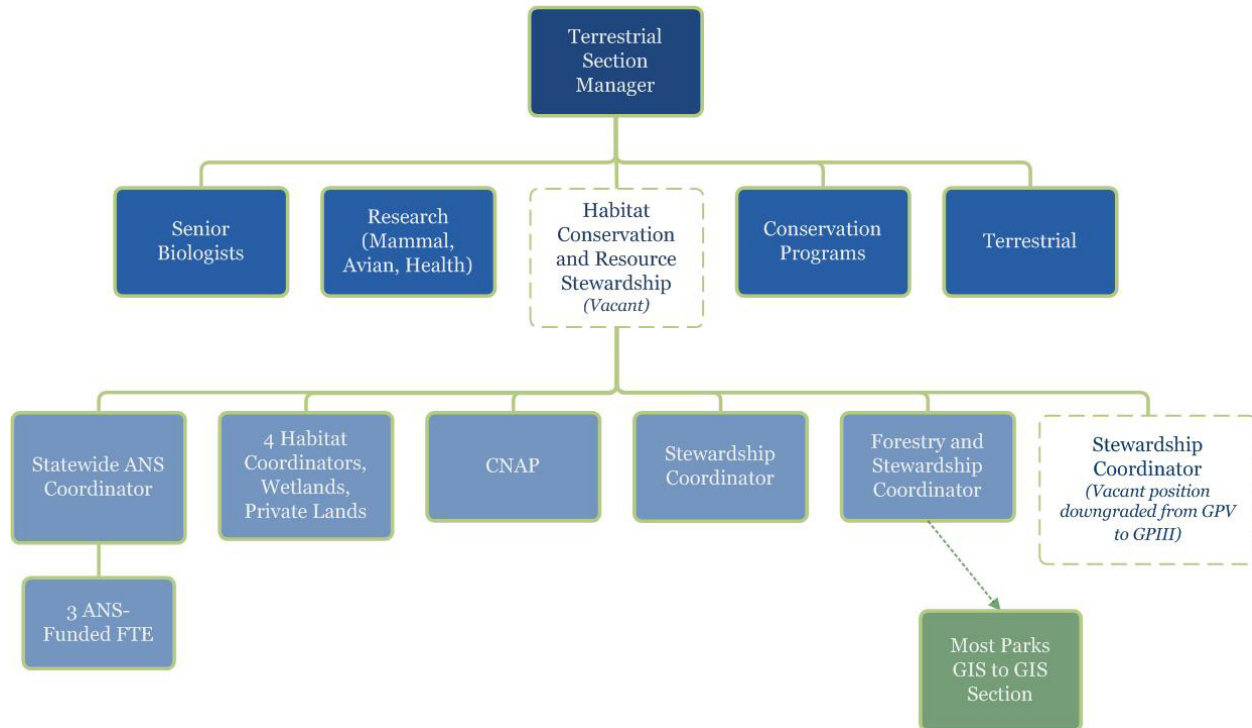
- Reclassify the existing Resource Stewardship/Natural Areas Program Manager (GP V) position to a Resource Stewardship Biologist (GPIII).
- Hiring of a new “Habitat Conservation and Resource Stewardship Program” manager.
- Biologists working in the same Program with responsibilities for both State Parks and SWAs (e.g. Forestry, Resource Stewardship, Habitat management) could face significant challenges tracking time and budgets to avoid Federal Aid diversion.
- The RS Program has traditionally been integrally involved in comprehensive park management planning efforts in state parks. It is assumed that park management planning will continue to be a priority in the new agency and that RS staff will continue to be involved in these efforts.
- Noxious weed management (e.g. development of noxious weed management plans for CPW properties) is an important function that may warrant the eventual addition of a full-time FTE staff.

### **Long-Term Considerations**

- Depending on the level of integration (i.e., RS biologists working on state parks and SWAs) some additional training, readjustment of existing priorities, and the development of more formalized processes for collaboration will be needed between Resource Stewardship and Habitat biologists.
- Biologists working in the same program with responsibilities for both State Parks and SWAs (e.g. Forestry, Resource Stewardship, Habitat management) could face significant challenges tracking time and budgets to avoid Federal Aid diversion.
- Without eventually adding one or more full-time staff, expanding resource stewardship and forestry activities to Wildlife properties may lessen attention to State Parks’ resource stewardship needs (depending on prioritization). However, higher priority needs would be addressed across all state properties better than they have been met to date.
- The Federal-Aid diversion issue, as explained above, will also be a long-run consideration. The magnitude of this challenge will likely depend on how well it is handled in the short-run immediately following the merger.

### **Organizational Considerations**

If the Aquatic Invasive Species Program, currently in the existing State Parks RS program and in the WP Aquatic Section, were to be moved to the Habitat Conservation and Resource Stewardship Program, the manager of this section will be expected to manage approximately 14 full-time staff. Consistent with the Invasive Species recommendations, the Transition Team supports transferring terrestrial noxious weed guidance, technical support, education, and coordination responsibilities currently held by the WP Invasive Coordinator to resource stewardship staff under WP’s Terrestrial Section.



Recommendations outlined in this section are based on the assumption that existing staff within the Terrestrial Habitat Conservation Program would continue to report to the WP Terrestrial Section Manager. The viability of this recommendation may be affected by what is decided with regional structure and which programs work in a region.

## Parking Lot Issues

### *Coordination with Comprehensive Planning Efforts*

In State Parks, RS Biologists frequently work with Planning staff on comprehensive planning efforts at the property level. Assuming that property-level planning is a priority for the combined agency, it will be important to maintain close working relationships between Planning staff and RS staff to ensure that such planning efforts effectively account for resource issues and considerations, and to ensure that resource stewardship priorities are reflected within broader park or area management or master plans.

Efficiencies and cost savings can likely be realized through effective resource planning at the property level. Identification of key natural resources on properties can also help identify locations that are best suited for park or area development, steer development and recreation away from sensitive resource areas, and aid in avoiding federal resource law and state historical issues.

### *Discrepancies in Pay Grade*

Merging biologists into an integrated Parks and Wildlife agency brings to light the issue of discrepancies in pay grade between the two agencies. In Wildlife, biologists that serve a statewide function and do not supervise FTEs, are in the WMIV or GPIV job class, at the lowest, with some employees without supervisory responsibilities classified as WMV's. In State Parks, biologists that serve a statewide function and do not supervise FTEs are in the GPIII job class, with the existing lone biological supervisor

as a GPV. As an integrated agency, there will be a need to address such discrepancies and to create a standardized pay grade for all positions sharing the same title and similar statewide functions (in order to achieve pay equality among peers). Such changes will be necessary if effected staff are to feel valued and on equal footing with their peers (and provide incentive to continue to work for the combined agency). This will also be important to attract highly-qualified new employees.

### ***Vehicles***

There is a significant need for RS and WP staff to use temporary vehicles to accomplish their work, particularly during the busy (summer) field seasons. Due to a lack of new vehicle replacements and state fleet management not being obligated to meet the temporary vehicle demand, state fleet has not been able to accommodate many requests for temporary vehicles. This lack of temporary vehicles has resulted in the lease of vehicles from rental companies to fill the demand (primarily in Wildlife). In fiscal year 2011, Wildlife alone leased 226 vehicles and spent \$236,065.38 in lease cost, with the gasoline to drive the vehicles being in addition to this figure.

Given the cost, image, and usage issues associated with leased vehicles, there are large savings to be gained within both agencies if lower cost alternatives were available to fill the need for temporary vehicles. The issue of full-time vehicles for permanent employees must also be examined. We currently have a number of full-time, field based, personnel that have not been assigned a permanent vehicle with no access to pool vehicles. Individuals in this situation have been directed to rent vehicles on an as needed basis. This is both expensive and inefficient for employees. The Transition Team suggests that along with the merger of State Parks and Wildlife, some evaluation of the efficiencies in our current vehicle situation also be initiated. This evaluation should include the cost associated with state fleet as compared to the direct purchase and maintenance of vehicles outside of the fleet system. An exemption from State Fleet could result in extensive cost savings for the agency.

## **CAPITAL DEVELOPMENT**

### **Work Scope**

The Capital Development Work Group consisted of ten individuals, two of which were co-chairs. The makeup of the group was 6 engineers, 1 architect, 2 landscape architects and 1 park manager. The work group identified potential efficiencies, enhancements, and savings resulting from the merging of State Parks and the Division of Wildlife. The Capital Development Workgroup analyzed how to develop an agency-wide assessment of solutions that balance the variety of needs expressed by field operations, biologists, financial services, risk management and marketing studies, and to address those needs based on a statewide comparison of projects. Further, the assessment provided consideration of integration and alignment of the former two agencies' employees and functions to combine and support a centrally managed program, with field staff located regionally to directly support local needs. The comprehensive considerations were to improve capital efficiencies that result in savings from better planning and lower lifecycle costs. Consideration was also given to improve process efficiencies that could come from optimizing internal delivery methods, provide insight on how to minimize spending on non-essential assets, and create a transparent plan that can be analyzed by funding partners and policymakers.

### **Background on the Work Function**

The combined program staff consists of engineers, landscape architects, an architect, construction managers and support staffs of which more than half are licensed professionals within the State of Colorado. The combined agency's yearly average capital budget appropriation for the past five years has been around \$27 million per year with a three-year timeline. With a staff of 30, the program advises or manages the planning, selection, design, procurement, contracting, construction, and closeout for around 300 active projects worth about \$80 million. The program is also responsible for administering compliance with health department regulations for water and wastewater, State Engineer regulations for dam infrastructure, State procurement statutes, and local or federal building and accessibility regulations. The inclusive cost to the agency for FTE staff and equipment to deliver these services is similar to construction industry standards.

### **Description of Shared Work Function(s)**

The Capital Development Program's core mission is to deliver capital infrastructure and ensure the health and safety of our customers, the general public, agency personnel, and Colorado wildlife. The program manages all aspects of the construction and rehabilitation of Agency facilities.

#### ***Colorado Division of Wildlife***

- This division is centrally-managed by the Engineering Section with 21 FTE, six of which are construction staff stationed in the Regional Offices but report to the Denver-based Construction Manager. The remaining section staffs are design engineers, contracts specialists, two supervisors (a third supervisory position was the former Chief Engineer for Wildlife who retired recently), and support staff located in Denver. Fifteen are registered Professional Engineers.
- Projects span the entire spectrum of construction from basic property development, fencing, primitive roads and parking lots, paved roads, agricultural buildings, office buildings, residences, shooting ranges, classrooms, water diversion and irrigation projects, vegetation manipulation, fish hatcheries, dams and reservoirs, ground water extraction, water and wastewater treatment, and remodeling.

- Most of the projects are designed in-house with a design staff of nine FTEs (currently there is one vacant design staff position). Typically boundary surveys, large projects, and specialty design work is outsourced to private consultants managed by the design staff. The average annual capital construction budget over the last five years (FY 07-08 through FY 11-12) was \$9 million (not including real estate).
- During the last 5 years, the Engineering Section completed an average of 85 projects each year on 391 different properties. The average project has a budget between \$50,000 and \$100,000. A few have been in the multi-million dollar range.
- The DOW is the State's largest dam owner with over 103 structures. This includes 11 high hazard, 19 significant hazard, and 46 low hazard dams. The rest are a combination of no public hazard, and non-jurisdictional dams. The Engineering Section updates and maintains 30 emergency action plans associated with high and significant hazard structures.
- The Engineering Section manages the Division's Controlled Maintenance Program, which maintains 656 buildings, infrastructure on 18 fish hatcheries, and 73 high-capacity ground water wells that are significant to the Division's operations. The Engineering Section manages the Division's capital construction project selection process. Requested projects are examined by the staff for feasibility and the scope of work is defined with appraised costs. The Chief Engineer then facilitates the project prioritization and selection process among the Section/Region managers. The Engineering Section staff then develops detailed project planning for the selected projects, where the scopes of work and cost estimates are refined prior to the capital budget request.
- Signature authority for capital construction funds is limited to the Chief Engineer for projects up to \$150,000. The Director's Staff retains authority for all other contract encumbrances. This provides a continuity of work flow and consistent practices statewide. In summary, the Engineering Section manages capital construction projects from inception through feasibility, budget, design, procurement, contract management, construction, warranty period, and completion. They also manage capital construction, dam safety and controlled maintenance programs.

#### ***Colorado State Parks***

- This division was recently restructured under central management. It includes a staff of ten FTEs, consisting of one capital program manager (licensed architect) in Denver; one program assistant; and eight project managers (three professional engineers, one civil engineer project manager, three licensed landscape architects and one landscape architect pending licensure). All project managers are located in the regional offices throughout the state.
- Project types include: visitor centers, residential, roads, parking lots, campsites, accessory buildings, picnic structures, marinas, breakwaters, docks, water and wastewater infrastructure, dam safety and inspections, wells, fences, trails, bridges and vegetation projects.
- Project design outsourcing decisions are based on the available resources and work load. The staff is capable of producing many of their own designs, and performs those services when it is feasible. Currently, most projects are designed with the use of consultants and FTEs direct the design and handle project oversight.



- Typical yearly capital budgets are between \$12 and \$16 million dollars for about 30 projects. The capital program typically manages 3 years worth at any given time totaling around \$50 million dollars and up to a hundred separate projects.
- Project size varies from \$20,000 to \$5 million. The typical project size is between \$200,000 and \$750,000.
- Total capital value for State Parks is approximately: \$150 million for slightly over 1,000 buildings and \$500 million for infrastructure, 400 miles of road (200 of which are paved) and 4,400 campsites.
- State Parks manages approximately twelve or so dams and is responsible for their monitoring, maintenance and refurbishment. There are six high hazard dams in the inventory.
- Controlled maintenance is handled by regional managers and involves capital staff if a project exceeds a minimum level of complexity. This threshold is generally \$5,000. Construction projects above this value require a purchase order or other formal commitment document. Capital staff involvement is required to ensure the DNR purchasing section that the State Fiscal Rules are followed.
- The Capital Program manages a portion of the capital selection process by assisting with project budgeting, objective ranking and creating a report for Directors Staff.
- Project managers have signature authority for field directives and 1<sup>st</sup> level approval for projects over \$5000. The Capital Program manager has 2<sup>nd</sup> level authority for pay applications and staff expenses. Assistant Directors have signature authority for contracts.

### **Desired Outcomes**

- A more predictable understanding of how the agency intends to grow, what facilities are needed for long-term support, and how large of a capital program should be supported needs to be established. Capital improvements are long-term investments to meet agency goals and provide services to the public. The permanence of these investments should transcend the tenure of any single manager, administrator, director or commission. Therefore, capital program decisions could be aligned with agency goals, reflect broad agreement on the need for the facility or asset, be supported for use well into the future, and be developed through a transparent process.
- Implementing consistent and stable delivery of capital infrastructure will benefit a capital savings through planned deployment, reduced operational and maintenance costs, predictable budget estimates, and increased staff and public safety.
- Licensed professionals and project managers focus on the skill sets other staff are not equipped to perform. Having in-house staff dedicated to accounting, budget tracking, grant and contracting functions could allow the professionals to focus on their specific areas of specialty.
- When planned deployment of maintenance cycles with a budget that is not subject to reallocation to other operational needs occurs, repairs due to lack of maintenance or emergency repairs that are more costly would be avoided
- The Capital Program could serve a regulatory function for administering policies for and enforcing building code compliance. The State statute requires that all plumbing and electrical work must be permitted and inspected by the State Electrical and Plumbing Inspectors.

Otherwise, there is no formal method to assure code compliance with work performed by agency maintenance staff. Alterations by staff should be reviewed by Capital Development staff. In addition, all of the work in the following list of items should be reviewed and approved by the Capital Development staff.

- Structural Modifications or additions
- Roof replacements
- Siding replacement
- New construction of any type
- Demolition of any structure
- Modification that involves any structural component
- Modifications to plumbing, gas, electrical, water, wastewater infrastructure

If the changes outlined above are implemented, the followings positive impacts will result:

- Reduction in the amount of projects which have health/safety impacts. Examples of this include unsupervised electrical wiring modifications which have been discovered after the fact and have cost additional expenses to remove and correct.
- Increased life cycle performance of improvements. Consulting capital program staff prior to construction can add benefit to the long term life cycle and reduce the maintenance needs of the improvement. This can be achieved with proper components including selection of roofing materials, site drainage patterns, and concrete mixes, among others. Selection of the proper materials up front usually involves a slight increase in initial construction costs, but results in a longer life cycle and reduced maintenance costs over the long term.
- Measures for success include a more streamlined process for producing in-house designs on small park projects and the Total Project Management process for larger wildlife projects.

## **Recommendations**

There are several subjects which should be addressed to improve our efficiency in delivering services to the Agency. In order of priority, they are:

1. The development of a 5- to 10-Year Capital Improvement Plan.
2. A Capital Selection/Prioritization Process that aligns with the agency's long-term strategic plan.
3. Establish an Accounting and Contracts Interface with Financial Services to streamline Capital Construction contracts and related documents.
4. Reinforce the use of Controlled Maintenance and Code Compliance to ensure safety and security.
5. Utilize Project Management practices to ensure the Delivery of Quality Services to the Agency.

### ***Development of a Long Range Capital Improvement Plan (LRCIP)***

Using a guided approach will optimize the efficiency of deployment, provide a more stable alignment with our long-term strategic goals, minimize spending on non-essential assets, and create a transparent plan that can be analyzed by funding partners and policymakers. A long range plan provides leadership

with a clear understanding of the resources needed for a sustainable system. The plan has three major components. This would be summarized in a statewide LRCIP that would most likely have three tiers, a 1-2, 3-5 and 6-10 year construct. The 1-2 year plan would consist of projects on the forefront of the capital development timeline and would reflect an ability to adjust to changing needs of the agency. This plan would most likely require small adjustments annually. The 3-5 and 6-10 year plans would be more of a long-term vision of capital goals and allow time for project related activities such as funding sources and market analysis to occur well in advance of the actual construction activities. One of the components would be able to determine the baseline of what would be required to maintain the nearly \$800 million dollars worth of assets currently owned by the agency, using asset inventories from the Controlled Maintenance Programs of Parks and Wildlife along with a Life Cycle Cost Analysis to produce a long term forecast of the capital asset maintenance needs for the agency. This forecasted amount would be annualized and built into the base annual capital construction budget. Long-term planning and development are part of an adaptable process. Opportunities which affect all planning elements shall not be so rigid in the development of an LRCIP that logical corrections and agency needs are sacrificed.

Strengths of plans considerations of the LRCIP are:

- a. The plan would identify the process for adding new assets to the inventory within the current infrastructure capacity.
- b. A series of checks and balances would be in place to filter each prospective new project for alignment with Property/Area/Region/Hatchery/Habitat development plans. Property Development Plans would need to be developed on the front end of this process. This would be a one-time effort to build the Property Development Plans (PDP) which act as a steering document for capital improvements on state parks, wildlife areas, hatcheries and administrative areas. A group consisting of representatives from financial services, Aquatics, Terrestrial, Hatcheries, capital programs, a Regional Manager and a planner.
- c. Regional Construction Plans would be developed which would establish the goals at a statewide level.
- d. The timeline for the creation of the complete Long Range Capital Improvement Plan along with all the Property Development Plans would most likely take up to 3 years to complete.
- e. Emergency or other urgent needs would be addressed with a different process and budget that would be able to immediately respond to the need. Dedicating a percentage of the asset maintenance budget towards immediate needs as carried out by industry standards or by examination of past expenditures can be applied. An example for the \$800 million of assets would be that 1.5% of a typical maintenance budget would be 12 million dollars. Further, 5% could be held for urgent needs or \$600,000.

***Capital project identification/prioritization/selection/implementation process:***

Maintaining two different funding mechanisms for each agency preserves two distinct systems for appropriating those funds. This ensures that capital funds are not appropriated or split between agencies. A Financial Services Plan with this consideration is presently under development. To improve the effectiveness and efficiency of the process, recommendations for selecting capital projects are:

- Adequate Budgets for capital projects are essential. Controlled maintenance and operations would be separate and distinct. Transparency can be maintained and analyzed within the needs

of each component. If these budgets are intermingled, there is no accountability and an actual needs assessment is obscured.

***Accounting and Contracts Interface with Financial Services and Procurement:***

To improve the effectiveness and efficiency of the process, we recommend that construction contracting, professional services contracts, and all capital projects accounting should be handled by dedicated staff for the combined capital program.

***Controlled Maintenance and Code Compliance:***

To improve the effectiveness and efficiency of the process, we recommend a comprehensive controlled maintenance program. In addition, we recommend that any repair or modification to existing infrastructure be coordinated with regional capital staff.

**Efficiencies and Enhancements**

A guided approach will optimize the efficiency of deployment, will provide a more stable alignment with our long-term strategic goals, will minimize spending on non-essential assets, and will create a transparent plan that can be analyzed by funding partners and policymakers.

A long range plan will provide our leadership with a clear understanding of the resources needed for a sustainable system. This provides a balanced approach for capital selection.

The better alignment with agency strategic goals provides a fuller understanding of operational and capital costs associated with the selected projects, better ability to bundle similar types of work and increased transparency of the full scope of capital improvements.

Construction and contracting, professional services contracts and all capital projects accounting handled by dedicated staff provides efficiency for the combined capital program.

A comprehensive controlled maintenance program ensures thorough outreach and education to field staff and their management. This program is a tool for quick evaluation and advisement prior to proposed work through working knowledge of up to date code and fiscal rules.

Through optimal planning greater energy savings, strategic goal alignment, lower maintenance costs and optimal application of Capital dollars, Capital efficiencies will be gained. This provides a valuable tool for the budget office in order to plan annual capital budget needs in years forward.

Through combination of shared components, maximizing skill sets within the team and clarification of roles of other programs as they relate to the Capital Program Operational efficiencies will be realized. This increases productivity and improves service life of infrastructure.

Ongoing efficiencies and enhancements will be gained from collocating the Capital Development Unit, this is also considered in the Field Operations report from page 35.

**Measures for Success**

- Benefits for this include: stable brand identity, capital savings through planned deployment, reduced operational and maintenance costs, predictable budget estimates, and increased staff and public safety.
  - Better alignment of projects with agencies strategic goals

- Capital improvements are long-term investments to meet agency goals and provide services to the public. The permanence of these investments should transcend the tenure of any single manager, administrator, director or commission. Therefore, capital program decisions could be aligned with agency goals, reflect broad agreement on the need for the facility or asset, be supported for use well into the future, and be developed through a transparent process.
  - Sustainable life of capital investments can be maximized by placing them in a framework where long term operation needs are understood and anticipated. Contracting strategies could be put in place and savings gained via maximizing economy of scale by bundling projects on common properties. Additionally projects of similar nature could also be grouped and bid by area or region.
- Measures for success include a greater understanding of deliverables, reduced operational and maintenance budgets management.
  - Amount of annual time staff spends on prioritization process needs to be reduced.
  - The Capital Program should serve a regulatory function for administering policies for and enforcing building code compliance. Statute requires that all plumbing and electrical work must be permitted and inspected by the State Electrical and Plumbing Inspectors. Otherwise, there is no formal method to assure code compliance with work performed by agency maintenance staff. Recommend that all alterations by staff be reviewed by Capital Development Staff.
  - Consulting capital program staff prior to construction can add benefit to the long term life cycle and reduce the maintenance needs of the improvement. The desired outcome would be planned deployment of maintenance cycles with a budget that is not subject to reallocation to other operational needs. This methodology would avoid having repairs due to lack of maintenance or emergency repairs that are more costly.
- Having in-house staff dedicated to accounting, budget tracking, grant and contracting functions could allow the professionals to focus on their specific areas of specialty. Creating an improved streamline process for producing in-house designs on small park projects and the Total Project Management process for larger wildlife projects.
- Ability to ascertain the total capital demand and size capital funding program appropriately would result in increased life cycle performance of improvements.
- Provided on page 32 of the Field Operations report towards creation of a total merged agency is the integration of the Capital Development Unit as a shared resource of the Colorado Parks and Wildlife.

### **Information Technology Considerations**

- Implementation of an online system for project requests and progress tracking. This would allow for on-demand project rankings so that Section/Regional Managers could determine approximate project timelines based on current budget projections and project scoring.
- Conversion of existing project schedules and process databases into a SQL-based system that is integrated with the Engineering Bid System. The current system is Microsoft Access based and will need to be redesigned to integrate the Long Range Capital Improvement Plan ranking system.

- IT assistance may be needed in developing a merged project selection application. Strategic Planning should have a GIS component as well as ability to edit plan online. This will require incorporation of some of State Parks processes into the Engineering Bid System which may require modification to the existing program and database structures. In association with the asset inventory, controlled maintenance may be enhanced with software that catalogs, tracks and sets alerts for maintenance intervals. While not required, this may increase the efficiency of dollars applied to building maintenance. Implementation of an online interface would assist with customer service requests and tracking of project maintenance needs. The addition of a simple user interface to add area upgrades by the end user would allow for simpler asset condition tracking. The current hardware should be adequate for supporting this recommendation. Collaborative software may enhance the interactivity of staff and provide greater transparency.

### **Short Term Considerations**

Short term considerations include an interim process that attempts to address some of these concerns through an objective project selection process for any capital project for both agencies. Short-term goals would be to develop a framework for how this plan will be created as capital staff should be involved with the development of a 5- to 10-year plan. This includes changing the way projects are prioritized and selected for all Wildlife projects and State Park projects under \$150K. The existing support staff within Wildlife will need to become familiar with Park's project program and current processes. Inversely, the State Parks staff will need to have training on the use of the Engineering Bid System as well as the existing Wildlife process of contract and payment processing. State Parks and Wildlife inventory databases should be combined or have a single interface to view all assets.

While the merger of two Engineering Sections is being implemented, staff resources should be available for both State Parks and Wildlife-related projects. The accounting of staff time will be tracked and maintained in order to avoid any funding restrictions (i.e., Federal Aid Diversion). Compliance with various funding sources will be maintained.

### **Long Term Considerations**

Long-term considerations include creating the program or committees that will help establish the process and create the plan. This committee will consist of staff from several levels of the agency including director's staff, regional managers, section managers, park managers, hatchery managers, area wildlife managers, and capital program staff. Critical to this process is how the plan is supported and maintained into the future. In order to create the Property Development Plans, a consultant will be engaged to help with the process. It will take several years to accomplish with over 40 parks, 300 wildlife areas, 18 hatcheries and 40 administrative sites to account for. Once the Property Development Plans and Regional Construction Plans are in place along with the long-term capital plan, an on-going effort will be needed to ensure that all the respective plans are updated at appropriate intervals.

### **Organizational Structure Considerations**

A planning framework to enable long-term planning will require a team representing each facet of the Division to function properly. Once recreational, marketing, natural resource, wildlife, and fiscal needs are identified and quantified; the Capital Program could recommend infrastructure proposals to support those needs at the Regional, Section, and area/field levels. In addition to a planning framework, clearly identifying the roles of staff within the agency is essential for clear decision making and efficient deployment of capital funds. These roles should be defined, communicated, understood and respected

among all staff for the efficiency to be realized. This insures that decisions regarding capital infrastructure are made as efficiently as possible. Increased interactivity between staff may help reduce the reliance of consultants. However, the fairly stable statutory funding mechanism for capital projects will depend on staff to deliver these projects. The current cost of the program, compared as a percentage to the total dollar value administered, align with industry standards. Reducing staff levels could result in the need to hire consultants to deliver the projects. The cost of hiring consultants is apparently similar to in-house staff with the higher wages of consultants balancing out the long-term costs of staff. Lastly, the Transition team has identified through study of input from various external stakeholder and internal membership comment review, the requisite to dedicate an FTE (from existing staff) to provide oversight of Hatchery and Aquatics statewide capital project needs. Given the nature of statewide capital project necessities, coordination and development expertise is essential in determination of effective and efficient management regarding this critical area. As the retirement of the Chief of Engineering has left a void in this program the need presents itself as crucial to the ongoing management to this fundamental program.

***Potential FTE Savings:***

- Only one Chief Engineer is needed instead of two (the Chief Engineer from the former Wildlife has retired); with one Chief Engineer only one administrative assistant is needed; referenced also in the Field Operations report on page 35 and in the Organizational Chart(s), pages 37-38 from the same report.
- There is an additional vacancy in the design section that should remain vacant until an evaluation can be made regarding the need and use.

**Parking Lot Issues**

- Diversion avoidance is crucial to maintain fiscal responsibility.
- Adoption of material, design, and specification standards will take combined effort.
- Update and revision of the Construction Covenants for the combined agency must be studied
- A process for pilot testing projects through the joint agency must be decided upon.
- How to merge the asset management system must be decided.
- Development of a work order system for maintenance must be derived and implemented.
- Refinement of the project selection process or combining this into the long range capital plan must be accomplished.
- Organizational structure changes must be considered.

## **CUSTOMER SERVICE**

### **Work Scope**

The scope of work of the Customer Service Work Group was to identify the shared core functions of both State Parks and Wildlife agencies related to customer service. Upon identification of these functions the group looked at achieving the greatest possible efficiencies, enhancing the effectiveness of the customer service programs, eliminating duplicate efforts and processes and were applicable reducing costs.

The process to achieve this scope of work included discussing the historical background and key components of each agency's customer service programs and uses this information to provide strategic recommendations.

### **Background on the Work Function**

Shared customer service functions at both State Parks and Wildlife can be broken down into several core areas: product availability, face to face, phone and web customer service through a unified customer service team, database integrity, and consistent customer service through training.

### ***Products***

Both State Parks and Wildlife currently offer a variety of products to their customer base, including licenses, passes, reservations, registrations, and retail merchandise. Wildlife manages the Total Licensing System (TLS) as a user interface to sell wildlife licenses. Wildlife's primary revenue stream (61%) comes from the sale of hunting and fishing licenses. State Parks operates its own year-round campground reservation system. This system offers reservations through a central call center and online. The reservation system for State Parks generates approximately over six million dollars in gross revenue annually.

### ***Customer Service***

Both agencies use external agents to sell some of their products. This requires training and management of these external agents. State Parks and Wildlife both rely on field Customer Service Representatives (CSRs) to assist customers face-to-face at Parks and Wildlife service centers as well as provide phone assistance. Another form of customer service that both agencies have provided for the public is to maintain a web presence. State Parks and Wildlife websites are used as an interactive communication tool and information resource for customers and staff. The State Parks website is viewed by 1,235,065 unique visitors annually and provides information about the 42 state parks and eleven programs throughout the Agency. The Wildlife website is viewed by 1,755,871 unique visitors annually. After the home page, the top 20 pages all related to the agency's core business of providing license and opportunity to hunters and anglers. The agency websites also act as a portal to the major revenue generating programs such as the Registration, Reservation and Retail programs for State Parks and license sales and limited applications for Wildlife.

### ***Database***

Wildlife currently manages its customer information in one primary database. This database captures all license sales and customer information. State Parks captures data from lifetime passes, Columbine passes and internet retail sales all other passes/products are currently not tracked anywhere.



## Desired Outcomes

- Where accessibility and staffing allow, all Colorado Parks and Wildlife offices will sell each former agency's respective products.
- All external agents are combined, trained, and able to represent Colorado Parks and Wildlife and sell all products.
- Customer satisfaction baseline has been established, monitored and adjustments are made to accommodate customer needs.
- A new web page that takes into account customer service needs including easy-to-navigate pathways to key points of purchase and informational resources and a secure access to point for customers to view personal purchase history.
- Establish an agency-wide strategy for the effective use of social media as a customer service tool.
- A comprehensive customer service training program to ensure consistent customer service throughout the state by all front desk and call center customer service representatives.

## Recommendations

Customer service at all levels of the agency is a key component of the strategic plan of Colorado Parks and Wildlife. Acknowledging the remoteness of the various Colorado Parks and Wildlife offices, the potential complications of rule interpretation for issuing Colorado Parks and Wildlife products and to help facilitate the ongoing desire to provide on-the-ground quality customer service, the Transition Team recommends the following:

- Colorado Parks and Wildlife should continue forward with the evaluation, creation and implementation of an integrated licensing system that would allow the agency to provide as many licenses, passes, registrations, or reservations as possible at as many Colorado Parks and Wildlife offices as possible. This integrated system should also allow as many of these products as possible to be made available by internet, telephone and external license vendors throughout the state. The initial review of cost saving indicates some operating savings for no longer having to print and distribute passes and the reallocation of staff time to more value-added tasks focused on the agency's primary objectives.
- Colorado Parks and Wildlife should ensure the backend of this integrated licensing system is a robust customer service database that captures data determined to be necessary for the management of customer's information, the ability to track customer demographics, determine regulatory and statutory compliance of our customer and provide agency reporting needs.
- Along with the integrated licensing system a cash management and real time inventory system should be evaluated to assist with the managing of products, revenue and staff time spent to balance, deposit and account for revenue collected and inventory maintained.
- The Transition Team recommends combining of the following functions for both State Parks and Wildlife: Licensing and registration functions, call center functions, retail functions and reservation functions. Staff's initial review shows the potential of temporary FTE savings by combining these functions.

- It is also recommended that Colorado Parks and Wildlife create a single section that includes licensing, registration, reservations and those portions of the retail functions that involve passes, permits, etc. Those portions of retail sales that are not licensing related should be housed with the Marketing, Creative Services and Public Information section to ensure proper retail integration with these core functions.
- A comprehensive customer service training program should be established to ensure consistent customer service throughout the state by all front desk and call center customer service representatives.
- Colorado Parks and Wildlife should also develop a strategy for the effective use of social media as a customer service tool, configure a new web page to provide easy-to-navigate pathways to key points of purchase and informational resources and continue to explore the use of a cloud based software for internal and external “frequently asked questions” database.
- Pilot and evaluate combining State Parks and Wildlife offices by combining all front desk customer service for the Colorado Springs office. A full integration of all front desk customer service duties should be done with evaluation standards identified and monitored. If it is determined that the functionality is cost effective then an evaluation committee should be convened to determine if this functionality can be extended to other Colorado Parks and Wildlife offices.

### **Efficiencies and Enhancements**

- An integrated license system allows Colorado Parks and Wildlife to be a single cohesive agency for reporting product sales, monitoring revenue and maintaining customer information.
- Using social media and potentially cloud-based technology ensure the agencies readiness for future generations.
- Combining of licensing and registration functions, call centers, retail functions and reservation functions have potential of FTE savings.
- Compiling a comprehensive customer service training program will ensure a consistent customer service presence now and into the future.

### **Potential Measures of Success**

- All CPW offices offer all agency products.
- Customer service surveys show improved customer service ratings.
- CPW is able to track customer demographics and license, permit, passes, reservation and registration usage.
- Decrease in temporary FTE usage for combined functions.
- Comprehensive training program established and executed for internal and external license agents.
- State Parks and Wildlife are fully integrated at the Colorado Springs office and results are evaluated and it is determined if the possibility of combining other offices can be done in the near future.
- Cost benefit analysis of the retail program is conducted and evaluated.

## **Information Technologies (IT) Considerations**

Information technologies are key elements in providing quality customer service. Including but not limited to the integrated licensing system, telephone requirements to combine call centers, cloud technologies for FAQs, robust customer databases, a web page that provides easy-to-navigate pathways to key points of purchase and informational resources, potential online training for customer service representative or license agents, etc.

### **Short-Term Considerations**

- Some Parks and Wildlife products can begin to be sold at CPW offices without having to wait for the integrated licensing system.
- A transitory customer service training program should be deployed until the integrated licensing system is developed.
- Re-engineering of State Parks products and procedure will need to be done prior to automation of issuing passes, permits or registrations.
- Baseline customer satisfaction surveys can be conducted immediately without having to wait for any integration requirements.
- Time should be spent on identifying peak seasons at each office, service center and park. Peak seasons should be considered when identifying changes to staff and would also be useful for offices that will be fully consolidated.

### **Long-Term Consideration**

- The contract for the current automated licensing system used by Wildlife will end June 30, 2013 therefore, a new system must be in place and operational for Wildlife licenses by this date.
- Complete integration of offices will require in-depth cost benefit analysis including evaluation of customer service needs, building needs, etc.

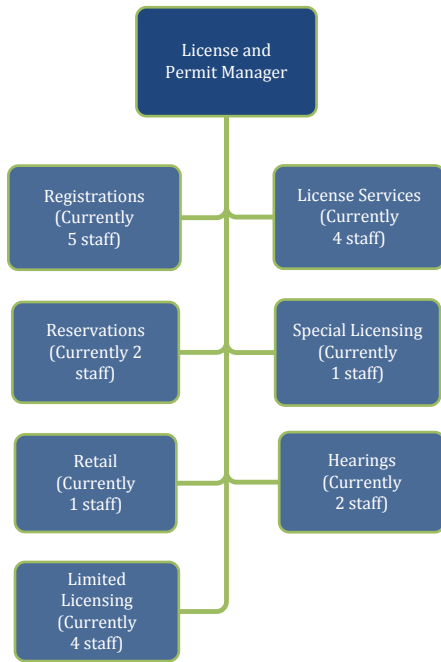
### **Organizational Considerations**

- Create a single section that includes Wildlife's License Administration Section, State Parks Registrations, State Parks and Wildlife Reservations and those portions of State Parks retail operations that involve passes, permits, etc. and re-engineer work flows to optimize staffing plan.

### **Parking Lot Issues**

- While reviewing customer service needs several differences between State Parks and Wildlife were identified, such as requirements of proof of residency, license year, collection of social security numbers, etc. Analysis will need to be done to identify if the difference should remain or if consistency should be achieved.

**Figure 3. Recommended Functional View of Licensing and Permitting Section**



## **FIELD OPERATIONS**

### **Work Scope**

The Field Operations section is divided into five areas of interest:

- Organizational Structure
- Property Management
- Hiring and Training
- Law Enforcement Operations, Procedures and Policies
- Uniforms and Equipment

The scope of work related to organizational structure focuses on the region office and below, with the understanding that these discussions have implications for other work units. One of the goals was to create a better understanding of what a fully functional region should include. There is an emphasis on staff and programs that directly touch the resource and customer on a daily basis.

### **Background on the Work Function**

The services provided through Field Operations in State Parks and Wildlife are primarily delivered through the Park Manager, Wildlife Manager, Administrative Assistant, Customer Service and Technician series employees. Organizationally, the concept of the region is critical. Park staff report to the Park Manager, and they report to the Assistant Region Manager and ultimately the Region Manager. There are currently three regions on the State Parks side (High Plains, Southeast, and Rocky Mountain). On the Wildlife side of the agency, District Wildlife Managers report to Area Wildlife Managers and they report directly to the Region Managers. Assistant Region Managers supervise staff functions such as volunteers, heavy equipment operators, customer service, education, watchable wildlife, land use, energy development and within three of the four regions, statewide functions such as HPP, Game Damage and State Trust Land. There are currently four Wildlife regions including Northeast, Southeast, Northwest, and Southwest. In both State Parks and Wildlife, it is the region's responsibility to ensure that quality service is delivered to the public and that the resources of the State are protected and responsibly managed. Both agencies employ field staff that highly value professional resource management and quality customer service.

Staff that work in the Field Operations section are expected to effectively manage and protect State Park and State Wildlife Areas and to provide expertise to their local communities and outside agencies on all matters related to wildlife and outdoor recreation. District Wildlife Managers are multipurpose professionals that provide a variety of services to include, law enforcement, resource management, game damage management, public education and acting as the local biological expert. Park Manager series employees are also multi-purpose employees that provide services related to natural resource management, law enforcement, rescue services, program management, supervision, public education, and financial oversight. Employees working in the Technician series provide a wide variety of services as well including vegetation and habitat management, facility maintenance, heavy equipment operation, water and wastewater management, and in some cases law enforcement. The State Park, State Wildlife Area, and Wildlife District are critical elements of the agency on the ground. Many of the products and services that the public expects from the merged agency flow from these key elements.

Staff in the field units work with a variety of outside groups to accomplish the mission. Volunteers provide an important source of staffing and expertise. Commercial outfitters assist out of state and novice hunters and anglers so they can enjoy the state's wildlife resources. Commercially-operated concessions provide services in some state parks in order to facilitate specific recreational uses such as boating and horseback riding. Both sides of the agency utilize temporary employees to assist in the delivery of services during peak seasons. Field staff hire, train, and supervise these employees in communities throughout the state and many go on to work in career level positions. Field staff also work as partners with a number of outside law enforcement agencies throughout the state. Law enforcement is an important tool used to carry out the mission. State Parks and Wildlife officers are fully commissioned peace officers and they carry firearms and have full arrest powers like other state certified peace officers. Policies, training, and equipment are provided to ensure that both the public and the officer stay safe. The primary goals include the protection of public safety and the wildlife and natural resources of Colorado. Both State Parks and Wildlife currently have policies guiding all aspects of their law enforcement programs to include firearms, training, uniforms, case management, investigations, defensive tactics, and communications. In the future, both groups will be able to draw on the experience and expertise of the other group to provide effective and efficient law enforcement services.

### **Desired Outcomes**

- Provide excellent customer service in all aspects of State Parks and Wildlife.
- Maintain positive community and landowner relationships.
- Provide efficient and effective wildlife and park law enforcement to protect wildlife and public safety.
- Protect wildlife habitat and park resources statewide.
- Work with all landowners to minimize game damage issues and where feasible, provide game damage materials.
- Work to maintain positive relationships with all federal and state agencies regarding wildlife, wildlife habitat, and outdoor recreation.
- Maintain all State Wildlife Areas to provide areas for hunting, fishing, and watchable wildlife including good land stewardship.
- Maintain all State Parks to provide a wide variety of safe and enjoyable outdoor recreation experiences to the citizens of Colorado.
- Ensure that recruitment and retention of hunters, fishermen, and outdoor recreation enthusiasts for the future of Colorado.
- Work with all sportsman and outdoor enthusiasts to provide the best quality outdoor experience.

### **Recommendations**

#### ***Organization***

We believe that the future success of Colorado Parks and Wildlife will largely be determined by two key factors. First, we must build an organization structure that will provide clear lines of authority and

logical processes to accomplish our great mission. Secondly, great care should be taken to select the best possible leaders to implement the merger. It is critical to maintain a functional chain of command and routine access to decision makers within Colorado Parks and Wildlife. We also believe that it is critical to create shared resources in order to create a truly merged agency (LE Unit, Financial Services, Capital Development, Water, Real Estate, License/Registration). It is not efficient to merge functions with significantly different products, locations, and clientele (Park Rangers, DWM's, Park Managers, and AWM's).

It is also critical to co-locate region offices in order to provide a team environment and multi-purpose approach. Area offices should be combined with park offices where efficiencies can be realized. Shared region meetings with AWM's and Park Managers should be encouraged to the greatest extent practical. Assistant Director level positions should be merged and reduced in number. It is the strong belief of some agency staff that one Region Manager cannot be expected to understand the complexities and subtleties of all matters both Wildlife and State Parks. The specialized nature of the work calls for decision makers that have experience and judgment in very technical areas. The Transition Team has developed two organizational structures that we feel could serve the needs of the merged agency efficiently and effectively. Structure A features four Region Managers with each supervising a Wildlife Assistant Region Manager and a Parks Assistant Region Manager. This structure would lead to a savings of 16 FTE. Structure B features a dual Region Manager model with no Assistant Region Managers similar to the model used in other merged states. This model would result in a savings of 20 FTE. How to structure the region internally under Option B would either involve splitting the sections between the two RM's or an organized plan to share supervisory responsibilities. Both models provide a chain of command for both State Parks and Wildlife functions. Model A would accomplish this by allowing the Assistant Region Managers to attend the monthly Leadership Team meetings every other month – this is critical. Both models accomplish significant salary savings while ensuring that decisions are made quickly by experienced and knowledgeable leaders.

Most employees favor a four-region organizational structure using the existing wildlife regions. The NE Region may need extra staffing due to the large number of State Parks in this geographic area. Clearly, not all regions need the same staffing. Some areas may have a need for specialized expertise aimed at dealing with specific needs. Some technical staff such as trail coordinators, regional engineers, and PIO's would make regions fully functional and efficient. The advantage of having trails staff in the regions is that they can build relationships that strengthen Parks and Wildlife and advocate for trails issues at the region level where recommendations are made to federal partners. A strong central program will also be needed to manage the grants and provide clear standards and direction for the program. The Transition Team believes that the best place to serve customers is in the communities where they live. Care should be taken to ensure that trail coordinators spend the appropriate balance of time on motorized and non-motorized projects. It is believed that the best capital program would house and supervise the project managers (regional engineers) in the four regions but would maintain a strong central staff to coordinate asset management, project selection, design work, and the provision of clear guidelines for doing business. It is understood that priorities throughout the new merged agency should be considered when approving capital projects. There is no reason to allocate the same level of funds to each region each year. Projects should be selected based on an annual statewide needs assessment and staff at all levels of the agency should have input. A process where regions propose projects and then the capital manager rates them should be used. After these two levels of evaluation the Leadership Team and Director's staff should determine the final list of priorities.

Many innovations that lead to a truly merged agency have been proposed in this plan. Collocated regions with common boundaries do not exist in any other merged state. Collocated region offices are

also not common in other merged states. The logo has already been merged and uniforms will be studied in the near future. Collocation of the law enforcement unit, financial services, and the license/registration unit is also proposed.

The question of whether to regionalize the biology staff on the field operations side dominated the discussions and employee comments related to the transition process. It is evident that the relationship between field staff and the biologists could and should be improved. The Transition Team recommends that the Director, at some future time, study the issue to determine ways of improving teamwork within these wildlife branches with whatever tools necessary to eliminate or minimize this conflict.

Some **key factors** should be considered by decision makers when determining the final organizational structure. Care should be taken to build a structure that is logical, efficient, and protects the future quality of both state parks and wildlife. The selection of the best possible leaders for the new agency must be a priority. Our future success will require good organizational structure and systems but getting the right people will be even more critical. The Transition Team feels strongly that employees and teams function best when the employee and supervisor work together face to face on a regular basis. This increases both communications and accountability which leads to increased efficiency. A phased approach to implementing the recommendations in this plan may be wise. Items should be addressed in a logical progression in order to ensure that the correct attention to detail is provided. The team has proposed streamlining administrative positions in order to simplify the decision-making process and we support making decisions at the lowest levels as long as clear policies are available to ensure consistency. There is a valid concern that reducing the number of Assistant Directors and Region Managers by such a large percentage may lead to challenges and reduced customer service. It will be critical to analyze the job duties of upper level leaders to make sure that the important work gets done despite the 42% staffing reduction that is recommended. Both of the proposed organizational structures help ensure a functional chain of command and expertise for both state parks and wildlife. ***If access to decision makers is limited for either group then significant problems are likely to occur and this will threaten the success of the merger.***

See attached organizational charts for Option A and Option B.

***Property Management:***

The Property Evaluation Work Group has given in-depth consideration of many property management issues. The Field Operations Work Group also discussed some aspects of property management and recommended that heavy equipment resources should be shared but expensive equipment should still have one home base and one operator to avoid unnecessary maintenance costs.

The agency should develop a list of technical data to study all State Park and State Wildlife Area properties by the end of 2012. Developing resource inventory data for 300 plus State Wildlife Areas will take a concerted effort and this will need to be supported by agency leadership. In 2013 a committee should provide further study of properties beginning with those identified by the Property Management Work Group.

Another priority related to property management is to seat a committee to study how to merge signing procedures and develop a unified signing plan by April of 2012. The agency should maximize the number of agency venues that offer one stop shopping. Some specialized functions such as sealing certain species of wildlife and vessel hull inspections will not be available everywhere. The Transition Team recommends that we retain the property classifications and legislative intent of State Parks and State Wildlife Areas. The signs and promotional materials for parks and wildlife areas should utilize our shared logo but have a different look and feel to help the public understand the different purposes of



these properties. At some point we should task a group of qualified employees to develop a policy for special use permits for concessions on State Parks and SWAs.

***Hiring and Training:***

Staff recruiting efforts should be merged and coordinated by one recruiting person. The website could help recruit new employees for the agency. Law Enforcement training should be housed in the Law Enforcement Unit with one or two FTE and many of the L.E. training systems should be standardized so that combined training can occur. Firearms training, defensive tactics/arrest control, law updates, and first aid/CPR training should all be merged and standardized by 2014 to save both time and money. Non L.E. training should be coordinated by one FTE under the support services branch. Housing enforcement training outside of field operations is awkward at best, and likewise, staff training on non-law enforcement topics is not easily accomplished by the enforcement unit. Law enforcement training should be dictated by priorities. Once the determination is made on what DT/AC system to use all agency personnel should be trained with that system from the start.

***LE Operations, Procedures, and Policies:***

The new agency should have one Chief of Law Enforcement (Public Safety). The person in this position is going to need a broad range of skills and experience in order to effectively lead the unit. The Law Enforcement Unit should be located in one office to be determined by the Leadership Team based on a careful analysis of space needs and facility attributes. One Assistant Chief would supervise and manage the Wildlife Investigators. A second Assistant Chief would supervise the state park-related investigators. The records supervisor and unit administrative support would report directly to the Chief.

Cross training should be developed for both groups of employees. Park Rangers would complete training for wildlife enforcement while DWM's would complete a course related to state park enforcement issues. There is no desire to merge these job duties into one series but there will likely be times when the enforcement staff members will work to support one another. Efficiencies may be gained from both groups of officers supporting one another during high workload seasons.

The agency should develop one updated Law Enforcement Procedures Manual. Critical liability procedures related to topics such as use of force would be merged by the end of 2012 and others by the end of 2013. Good law enforcement procedures provide enough detail to set a clear direction for agency personnel but are flexible enough to serve the needs of the agency in a variety of circumstances. Some procedures such as use of force should comply with "industry legal standards" while some procedures will provide guidance for specialized agency functions. Records and forms should be standardized and integrated in phases to minimize costs. All forms and reporting should be fully integrated by the end of 2014.

The Regulations Manager should also be housed in the LE Unit to increase efficiencies.

***Uniforms and Equipment:***

A new uniform committee should be seated to include six staff members from each former agency (including the new Chief, the LE trainer, two Ranger's, two DWM's, one AWM, one Park Manager, one Tech, a hatchery staff member, one Admin III/Customer Service Rep, etc.) to develop a recommendation for agency uniforms by the end of June, 2012. Any uniform changes should be phased to minimize the waste of uniform items that already exist. Both the 40 S&W and the 45 ACP round are highly respected and proven law enforcement cartridges. Both firearms and cartridges currently in use are meeting the needs of the agency and changes are not needed. Change for the sake of change does not make sense

and many agencies authorize the use of more than one type of duty handgun. The Transition Team received a large number of comments related to uniforms and this is a topic that staff have very strong feelings about. We highly recommend that the Director take as much time as needed to find a uniform that meets the divergent needs of our staff and can be worn with pride by all involved.

### **Efficiencies and Enhancements**

- The number of region offices will go from seven down to four over time. One less Customer Service Rep / Admin Assistant will be needed in each region office.
- The number of Region Manager/ Assistant Region Manager positions will be reduced significantly (by two FTE in Option A and by six FTE in Option B).
- The number of Assistant Directors will go down by three FTE.
- One Chief of Law Enforcement and one Administrative Support FTE will be saved.
- One Capital Program Manager (Chief Engineer) position and one Administrative Support position will be saved.
- Ongoing efficiencies and enhancements will be gained from collocating the LE Unit, Capital Development Unit, Licensing/Registrations, and Financial Services units.
- Sharing staff and resources during busy seasons in the field will provide service enhancements that were not possible prior to the merger.
- Shared technical expertise will result in new capabilities in both State Parks and Wildlife operations.
- State Parks will provide the ideal place to attract new outdoor participants for a variety of activities including hunting, fishing, and wildlife viewing.

### **Potential Measures of Success**

- Key statistics such as park visits and licenses sold will be monitored over time
- The financial stability and viability of both organizations will be monitored
- Both state parks and wildlife will be well served over time without creating diversion issues
- Unified command structure will result in quicker and better decision making processes
- New and creative programs will be developed to attract new outdoor participants to state park- and wildlife-related activities
- Customer satisfaction will be monitored over time
- The number of SWA's with resource inventories and management plans

### **Information Technology (IT) Considerations**

- Develop a single database and incident reporting system for CPW use. The current systems are in need of upgrades and modification and we should study the existing systems to determine the most efficient solution.

### **Short-Term Considerations**

- Collocate the NW and NE Region Offices by the end of 2012 (SE already collocated)
- Develop a new uniform procedure by the end of June 2012
- Collocate Law Enforcement, Financial Services, and License/Registration by the end of 2012
- Develop a resource inventory database for the SWA's
- Develop signing and creative services standards by the end of April 2012
- Complete a system upgrade for TLRS for all wildlife products by the end of 2013
- Merge recruiting activities and staff by the end of June 2012
- Update critical use of force related procedures by the end of 2012

### **Long-Term Considerations**

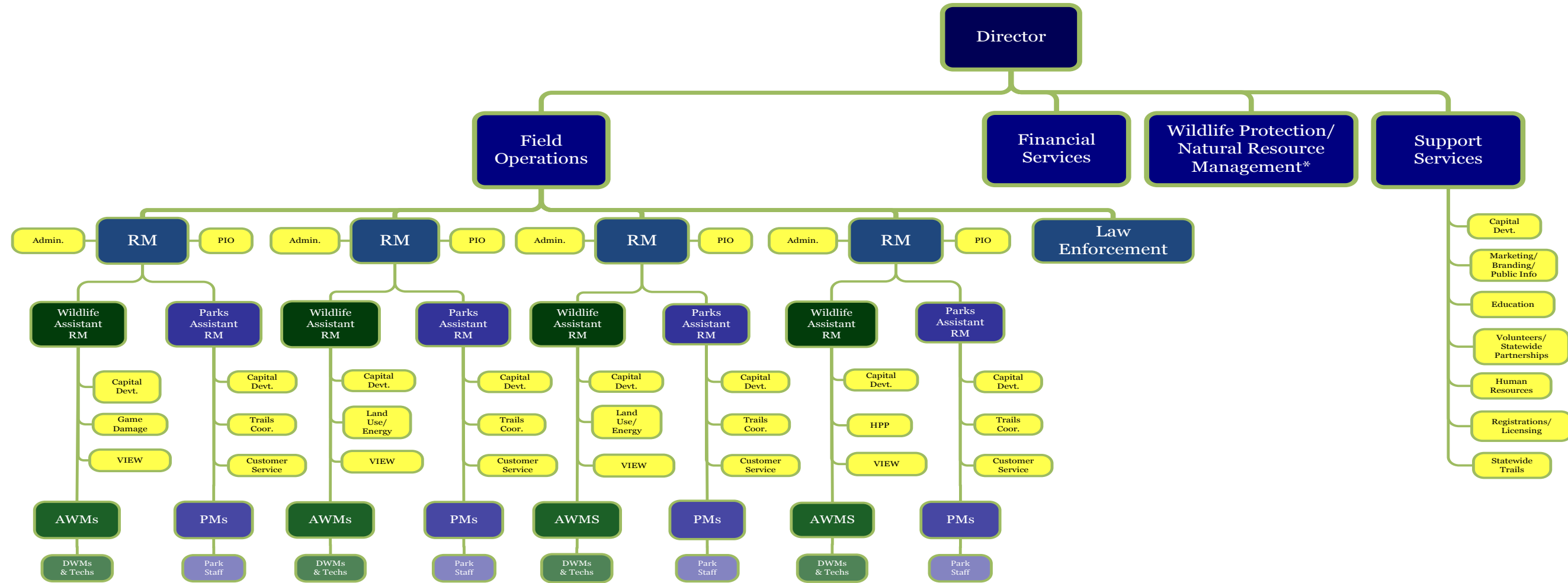
- Study ways to share resources in areas with both state parks and wildlife areas
- Develop unified customer service and training standards system-wide
- Develop appropriate cross training programs to ensure core skills for all officers
- Collocate the SW Region Office by the end of 2013
- Explore options to add state park products to the TLRS system
- Update all non use of force law enforcement procedures to reflect the merged agency
- Recommendations from the Transition Team represent our best thinking at this point in time but leadership should use an adaptive management approach as we move forward. If something isn't working well, leaders should remain open to making changes to achieve ongoing refinements and efficiencies.

### **Organizational Considerations**

Please see the text above and review the two organizational charts provided.



Figure 4. Field Operations - Option A



**Key Recommendations:**

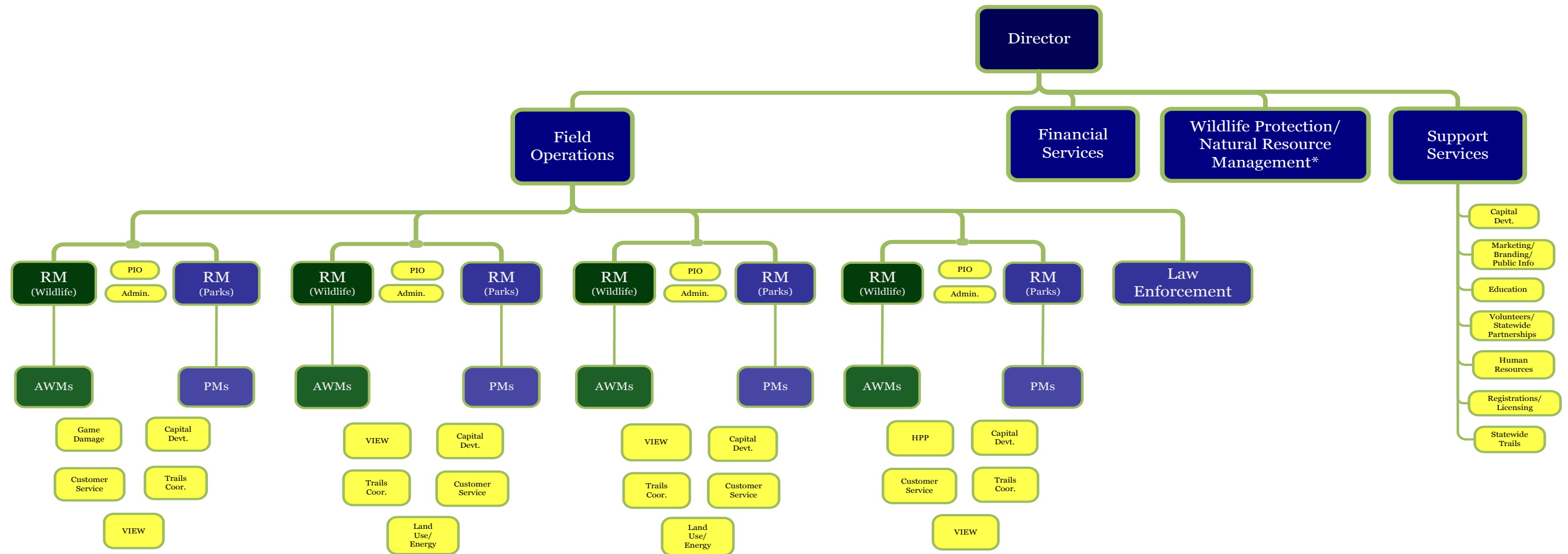
- Collocate All Region Offices
- Collocate LE Unit
- Collocate License/Registrations
- Define 4 Regions Based on Current Wildlife Boundaries
- Merge & Standardize Training
- Update Uniform Policy ASAP
- Keep Job Duties for PMs/DWMs Separate
- Maintain Multi-Purpose Concept
- Allow Asst. RMs Rotational Access to L.T.

\* Further Details Addressed in the Narrative

**FTE Savings:**

- 7 Asst. Directors → 4 = -3 FTE
- 7 Region Admins. → 4 = -3 FTE
- 7 Region Mgrs. → 4 = -3 FTE
- 7 Asst. RMs → 8 = +1 FTE
- Save 1 CSR per Region = - 4 FTE
- Save 1 Chief w/ Asst. = - 2 FTE
- Save 1 Cap. Mgr. w/ Asst. per Region = - 2 FTE
- **Total = -16 FTE**

Figure 5. Field Operations - Option B



**Key Recommendations:**

- Collocate All Region Offices
- Collocate LE Unit
- Collocate License/Registrations
- Define 4 Regions Based on Current Wildlife Boundaries
- Merge & Standardize Training
- Update Uniform Policy ASAP
- Keep Job Duties for PMs/DWMs Separate
- Maintain Multi-Purpose Concept

\* Further Details Addressed in the Narrative

**FTE Savings:**

- 7 Asst. Directors → 4 = -3 FTE
- 7 Region Admin. → 4 = -3 FTE
- 7 Region Mgrs. → 8 = +1 FTE
- 7 Asst. RMs → 0 = -7 FTE
- Save 1 CSR per Region = -4 FTE
- Save 1 Chief w/ Asst. = -2 FTE
- Save 1 Cap. Mgr. w/ Asst. per Region = -2 FTE
- **Total = -20 FTE**

## **FINANCIAL SERVICES**

### **Work Scope**

The Financial Services Work Group examined the Accounting, Budget, Grants Administration, and Procurement functions of State Parks and Wildlife. These functions provide administrative, business, and technical support to management and staff throughout the Division. Rules, procedures and processes for many of these functions are mandated by other Departments in state government. Therefore many aspects of the financial services functions are subject to directives outside of the Division's control. The Department and/or Division are only capable of designing processes that fit into the State's requirements. How these functions are structured will ultimately be determined by the new overall agency organization structure, since these are support functions that must adapt to the needs of the new agency.

Both former agencies rely on funding streams that are subject to constitutional and statutory constraints and conditions. These include federal funds, particularly federal Dingell-Johnson and Pittman-Robertson funds, Colorado lottery proceeds directly distributed to CPW, Wildlife Purpose and Parks Purpose GOCO funds, and several others. Maintaining appropriate segregation of and adequately accounting for the use of these different funds will be paramount to the success of the merger. While certain functions, operations, and programs of the two former agencies may be integrated under the merger, these dedicated funding streams must be kept separate and must be strictly accounted for. This need cuts across the full scope of agency operations and across all the functions addressed by the different merger Work Groups. It extends beyond the integration of the financial services functions of the two former agencies, which was the scope of the Financial Services work group. Separately, a technical work group has been formed to address the fund segregation and accounting issues inherent in implementing the recommendations of the work groups and the Transition Team. That work group will identify the precise mechanisms that will be put in place in across a range of different circumstances to insure proper segregation and accounting of funds.

### **Background on the Work Function**

#### ***Accounting***

The accounting functions in both State Parks and Wildlife include revenue accounting and cash management, from the receipting and depositing of money into various bank accounts, to the reconciliation and recognition into the State's Accounting system (COFRS); expenditure accounting from setting up and managing accounting coding to track expenditures and revenues, programs, projects or grants; booking legislative spending authority, managing the expenditure and time keeping systems and mechanisms such as, KRONOS, COFRS, Pro-Card, Travel Card, Grants Module; and making all the accounting entries for the Division necessary for year-end closing procedures. The unit is also responsible for maintaining compliance with Generally Accepted Accounting Policies (GAAP), various statutory requirements both federal and state, along with Departmental and State policies, rules and deadlines. The unit is also the main point of contact for auditors to the rest of the Division. On the Wildlife side the function includes portions of the license draw process, which includes refunding all applicants that were unsuccessful in the draw, and answering customer phone calls relating to the refunds. Other functions include training of agency staff on accounting procedures, providing customer service and assistance on accounting matters, reporting financial results to management and oversight bodies, and others.

On the Wildlife side these functions are performed by eight positions in the financial services unit (1 Accounting Tech I, 2 Accounting Tech IIs, 1 Accountant I, 1 Accountant III, 1 General Professional IV, 1 Program Assistant I, and 1 Controller II). On the State Parks side these functions are performed by eight positions in the financial services unit (2 Accounting Tech IIs, 1 Accountant I, 2 Accountant IIs, and 1 Controller II). Both agencies supplement this with temporary employees (to a much greater extent on the State Parks side). In addition to the central staff, various accounting functions (such as bill paying, cash management, etc) are performed by numerous agency managers, administrative assistants, and employees, and by dedicated staff in other central units (Engineering and Contracts units on the Wildlife side).

Many of the processes and procedures are common to both the State Parks and Wildlife side. Major differences (which largely make up the focus of the alternatives considered) include:

- Entry, review and approval of PVs (paying bills) is more centralized on the State Parks side
- Greater use is made of the ProCard on the State Parks side
- The COFRS account code structure is used differently on both sides, with pros and cons of each
- Cash management and accounting involves more steps on the State Parks side
- There is no automated cash management and point of sale system on the State Parks side

### ***Budgeting***

The budgeting function in both State Parks and Wildlife exists to design and implement the agency's system for budget development, review, analysis, approval, and management (including GOCO grants, and capital development planning and budget); to provide expertise and consultation to agency managers on financial planning, resource allocation, performance measures and evaluation; to establish budget management policies; to actively forecast and track the Division's cash revenues in a manner which minimizes operational impacts of revenue fluctuations; to resolve issues relating to division-wide priorities, resource allocation, and performance evaluation; to assist in the development of and review budgets for all organizational units; to prepare, defend and manage the agency's annual legislative budget request; to evaluate agency programs and operations, to monitor and evaluate organization unit performance relative to plans and budgets; and to insure agency compliance with requirements of state and federal granting entities and the General Assembly, including limitations on spending authority.

On the wildlife side these functions are performed by six positions in the financial services unit (2 Budget Analyst IIs, 1 Budget Analyst III, 3 Budget Analyst IVs). On the State Parks side, these functions are performed by one position in the financial services unit (1 Budget Analyst III). This is supplemented to a small degree with temporary employees. In addition to the central staff, various budget management functions (such as budget development, review, monitoring, analyzing and reporting) are performed by numerous agency managers, administrative assistants, and employees.

Because the executive / legislative branch budget process is the same statewide (all of state government), the processes and procedures are basically the same on the State Parks and wildlife sides. On the other hand, the internal budget development and management processes are completely different on the two sides. Both sides have to deal with complex funding sources (mix of funds with constitutional and statutory constraints). Both sides have to make budget decisions 12-18 months in advance of the start of the fiscal year in order to meet the requirements of the executive/ legislative budget process. Major differences include:



- Budgets are developed for both org units and programs on the Wildlife side; they are developed for org units only on the State Parks side;
- The budget process on the Wildlife side includes an annual review of the “base”; on the State Parks side the process is essentially limited to reviewing proposed changes;
- Wildlife uses an automated budget development, review, approval and tracking system (even though it is outdated and not particularly user friendly). No such system is used on the State Parks side.
- Significant portions of the State Parks budget are earmarked for specific purposes and are pre-set and not reviewed annually.

### **Grants**

- The grant administration function, on both the State Parks and Wildlife sides, includes:
  - Finding a new grant opportunity (often as a result of a published Request for Proposals);
  - Submitting a proposal and other required documentation (including a purpose, need, objective, approach, expected results/benefits, deliverables, budget, schedule) for consideration of grant funding;
  - Managing the grant funding once awarded (including monitoring progress, approving grant costs, monitoring compliance with grant eligibility, rules, constraints, balances, etc.);
  - Submitting requests for grant modification as required;
  - Reporting on grant project performance.

There is not a clear distinction between grant administration and grant accounting/ billing, although the latter is typically regarded as an accounting function.

Grants administration is distinguished from the administration of the program that is funded by the grant. The components of grant administration are largely the same regardless of the nature of the program receiving the grant funding, or the source of the grant funding.

Both agencies receive a very high percentage of their total revenues through grants. Both agencies receive significant federal funds (although through different federal grant programs) and both receive GOCO funds.

Both agencies have large “re-granting” programs, whereby the agency grants funds to outside parties to perform certain work. In most but not all cases these grants from the agency are funded through grants received by the agency (federal, GOCO funds) and in those cases they should be referred to as “sub-grants.” In other cases, these grants from the agency are funded through regular agency funds (such as cash funds or lottery funds). Examples include the Recreational Trails grants, OHV and Snowmobile trail grants, Wetlands Improvement grants, Shooting Range grants, Fishing is Fun grants, and Motorboat Colorado grants. The “re-granting” function was not examined in depth by the Financial Services work group, but was identified as a “parking lot” topic for future evaluation.

On the Wildlife side, the grant administration functions are performed by two positions in the financial services unit (1 General Professional V and 1 General Professional VI). Both of these positions also perform other work, including “re-granting.” Over the years there have been different approaches and staffing on the wildlife side for GOCO grant administration. Different facets of GOCO grant

administration are handled by a number of different staff on the Wildlife side. On the State Parks side, most grants received are in turn re-granted, and much of the grant administration function is performed by the program managers for the programs that receive the grant funding. There are no designated grant administrators in the financial services unit, with the exception of GOCO. Historically there has been a position dedicated to GOCO grants administration.

### ***Procurement***

The procurement function (also referred to as contracting and purchasing) exists to negotiate, draft and review both simple and complex contracts, leases, contract modifications, and other related legal documents; to initiate and monitor the internal and external review, approval and signature processes; to engage in legal analysis of all issues and documents which relate to the contracting and purchasing functions; to conduct research on contractual issues when necessary; to ensure compliance with applicable aspects of State and Federal law in contracting, and to educate staff on all aspects and minimum requirements of the State's contracting processes.

On the wildlife side, dedicated procurement positions are housed in three different units: 5 positions in the Contracts unit (3 General Professional IIIs, 1 Admin Asst III, and 1 General Professional VI); 1 position in the Engineering section (1 General Professional III); and one position in the Resource Support unit. Some of these positions may perform other functions as well. On the State Parks side, these functions are performed by two positions in the Financial Services unit (1 General Professional II and 1 General Professional IV).

While the procurement functions generally follow the same processes on both sides, the procurement personnel are housed in different organization units on the Wildlife side and in a single organization unit on the State Parks side.

### **Desired Outcomes**

With respect to accounting: no violation of federal diversion rules; faster payment of bills; fewer steps and staff involved in paying bills; reduction in number of PVs processed; fewer steps and staff involved in approving revenue JVs; fewer exceptions to accounting rules; fewer audit recommendations; less user frustration and fewer calls/ emails regarding accounting procedures; fewer account codes; more time at month-end for staff to process revenue; align revenue reporting periods with calendar months; consistent procedures requiring only one agency-wide procedures manual; reduced cash management and accounting costs through a POS system; and less staff time (both in the accounting unit and the field) required to pay bills and process revenue.

With respect to budgeting, no violations of federal diversion rules; credibility and confidence in the agency's budget decisions and budget management on the part of funding partners, oversight agencies, agency managers and employees, and the public; closer alignment between budget allocations and agency priorities; less staff time spent on budget management.

With respect to grants administration: full compliance with all grant terms and conditions; increased revenue from grant programs; reduced administrative cost per dollar received; reduced turnaround time for processing grants; greater lead time for utilizing grant funds; improved relations with granting entities and agencies.

With respect to procurement: fewer statutory violations; fewer rejections and less rework required on encumbrance documents; clearly understandable process and resources (who to turn to for assistance and support) for agency staff; reduced turnaround time within the agency on encumbrance documents;

less staff time (both in the procurement unit and in the field) required to procure goods and services; better pricing and improved quality of services from vendors.

## **Recommendations**

Fully integrate all these functions, and to do so as soon as practically feasible. Full integration means no separation, organizationally or procedurally, based on State Parks and Wildlife.

### ***Accounting:***

1. Immediately implement stand-alone changes in processes that aren't completely intertwined with the merger that will lead to efficiency savings and move in the direction of a single process for both sides of the agency. For example, eliminate 2<sup>nd</sup> level approval for PV's over \$5,000 on the State Parks side; streamline approvals for parks revenue JV's; sell annual parks passes at all wildlife locations.
2. During FY 12-13, implement process improvements based on a philosophy of streamlining and decentralization; this will require more training and a shift from multiple reviews and approvals to providing guidelines, standards, training, assistance and monitoring. For example, decentralize PV entry and approval on the State Parks side; discontinue requirement for hard copy documentation on monthly ProCard allocations.
3. Beyond FY 12-13, implement shared systems that could reduce staff workload, such as TLS.
4. Maintain current State Parks /Wildlife work assignments during the initial phase of transition.
5. By June 30, 2012, standardize processes and procedures on both the State Parks and Wildlife sides, with heavy involvement on the part of EDO Accounting.
6. By June 30, 2012, assign lead and secondary responsibility for each process to specific staff, one from each side
7. By December 30, 2012 implement cross-sharing of State Parks/Wildlife workload within each functional area
8. By June 30, 2013, reassign duties and responsibilities (and perhaps org structure) based on functional area rather than State Parks/Wildlife

### ***Budgeting***

1. Since the executive / legislative branch budget process is fairly uniform across all agencies, this function can be integrated relatively quickly (by June 30, 2012). Initially, this would consist of designating a lead from one side of the agency and a second from the other, who would jointly prepare the FY 13-14 request.
2. Between now and August, 2012, maintain the current different State Parks /Wildlife budget development processes, with decisions coming to the Director separately but at the same time. Immediately adopt a common timeline and calendar to guide the processes during this time period.
3. By June 30, 2012, develop a budget philosophy and budget policies for the new agency.
4. Based on this, by December 31, 2012 standardize budget processes and procedures on both sides

5. By December 31, 2012, assign lead and secondary responsibility for components of the budget process to specific staff, one from each side.
6. Between December 31, 2012 and June 30, 2013, develop budgets separately for both sides using the new standardized processes and procedures.
7. Between December 31, 2012 and June 30, 2013, implement cross-training and cross-sharing of State Parks / Wildlife budget.
8. By December 31, 2013, reassign duties and responsibilities (and perhaps org structure) based on functional area rather than State Parks / Wildlife. Beginning January 1, 2014 the budget process would be fully integrated.
9. By December 31, 2013 develop and implement common support systems (including IT).

### ***Procurement***

1. Short term, implement stand-alone changes in processes that aren't completely intertwined with the merger that will lead to efficiency savings and move in the direction of a single process for both sides of the agency. For example, encumbrance review prior to forwarding to the Executive Director's Office (EDO).
2. Initially, maintain current State Parks/Wildlife work assignments (PS Contracts, POs, real estate contracts, capital construction contracts, sub-grantee agreements).
3. By June 30, 2012, implement centralized review of all agreements prior to forwarding to EDO.
4. By December 31, 2012, develop standardized guidance, processes, formats, and procedures for both sides (State Parks and Wildlife) and types of contracts (real estate, construction, etc.). This would be limited to essentials.
5. During FY 12-13, transition from centralized review to decentralized accountability based on centralized guidance, direction, and monitoring and delegation of authority to appropriate staff. This will a shift from multiple reviews and approvals to providing guidelines, standards, training, assistance and monitoring. EDO Procurement needs to be involved.
6. By December 31, 2012, designate lead and secondary for each area (capital, real estate, etc.)
7. By January 1, 2012, begin cross-sharing of workload within area.
8. By June 30, 2013, reassign duties and responsibilities (and perhaps org structure) based on functional area rather than State Parks/Wildlife. This could consist of a centralized procurement unit, or be decentralized by functional area with central guidance and monitoring.

### ***Grants Administration***

1. Initially, maintain current State Parks/Wildlife work assignments (GOCO, Federal Aid, Boat Safety, Trails, etc).
2. By June 30, 2012, designate an overall grants administration manager for State Parks – duties include GOCO grants administration, and guidance and direction for federal grants.
3. By December 31, 2012, develop standardized guidance, processes, formats, and procedures for both sides (State Parks and Wildlife) and types of grants (real estate, construction, etc.)
4. By December 31, 2012, designate lead and secondary for each area (GOCO, federal, etc.)

5. By January 1, 2013, begin cross-training and cross-sharing of workload across grants.
6. By June 30, 2013, reassign duties and responsibilities (and perhaps org structure) based grant program (i.e., grantee). Given that some grant programs pertain almost exclusively to Wildlife programs and others to State Parks programs, there might still be some degree of segregation of responsibilities by Wildlife and State Parks.

### **Efficiencies and Enhancements**

- Combining State Parks and Wildlife staff in each of the four functional areas should create efficiencies due to economies of scale, greater specialization of staff, standardization of procedures, uniform guidance, and cross-training/ backup support.
- Efficiency savings could be used to increase the level of service and effectiveness in the financial services area. Particularly in the areas of procurement and accounting, efficiencies could come from shifting the emphasis away from multiple reviews and approvals to providing clear direction, guidance, training and monitoring to insure fewer rejects, changes, reworks and revisions.
- At least three positions could be eliminated. Currently, between the two former agencies there are two Chief Financial Officers, two agency controllers, and two GOCO grant liaisons (NOTE: these positions also have other duties). Once the merger is completed, the combined agency will need only a single CFO, Controller, and GOCO liaison. These remaining positions will have a larger span of duties, however, and the three positions eliminated may need to be redirected to newly-created specialized finance positions to insure that efficiencies and enhancements can be achieved.

### **Potential Measures of Success**

- Contract turnaround time; new grant revenue secured; cost per accounting transaction; cost per dollar amount encumbered; cost per dollar amount budgeted; grant turnaround time.

### **Information Technology (IT) Considerations**

- Implement a Point of Sale system (currently TLS on the Wildlife side) that handles most types of sales on both the Wildlife and State Parks sides.
- Implement a web-based budget management system, which allows for online budget development, review, approval, modification, reporting, and monitoring.
- Implement an expenditure tracking system that can replace the current stand-alone “checkbook” tracking systems maintained by org unit managers, by providing equal or greater capabilities than these checkbook systems.
- Numerous separate IT stand-alone systems could be integrated (along the lines of an Enterprise Resource Program) to achieve much greater access to information on the part of agency managers, oversight entities, constituents and the public.

### **Short-Term Considerations**

- Some financial functions can be merged relatively quickly and easily (Accounting) while others will require more time (Budgeting).

- Numerous financial functions require specialized skills and expertise (for example, capital construction contracting). Insure that staff with these skills are available to meet the specialized needs of internal and external customers (for example, the capital program managers). Cross-sharing of work should not be expanded to the point where specialized expertise is not available to meet customer needs.

### **Long-Term Considerations**

- Generally, the agency should shift its financial processes based on a philosophy of streamlining and decentralization; this will require more training and a shift from multiple reviews and approvals to providing guidelines and standards and monitoring.
- Enhancements to IT support systems, and integration of separate standalone IT systems could greatly improve the effectiveness of the financial management functions.

### **Organizational Considerations**

Initially, because current processes and staff duties would remain unchanged, there would be little if any reduction in positions. Longer term, a roughly 10% reduction in positions required to deliver the current level of service seems attainable. Any such savings could be directed towards improving the level of service in the financial functions.

Long term, the currently separate accounting units would be merged into one. When that happens there will be no need for two positions at the division controller level. However, there may be a need for another supervisory-level position. If so, the number of positions may not be reduced as a result of transitioning to a single controller, but the total personal services costs should be reduced.

Centralizing the procurement function could result in a reassignment of staff who currently perform contract / procurement functions but who are not assigned to a dedicated procurement unit. Examples could be staff working on real estate contracts, capital construction contracts, and subgrant agreements.

Centralizing the grants administration function would mean greater workload for the staff in the grants administration unit, and less workload in other units. There should be a net increase in staff efficiency due to specialization and economies of scale. This could result in reassignment of staff of currently perform these functions but who are not assigned to a dedicated grants unit.

The merging of the Financial Services function of the two former agencies will eliminate the need for two separate Chief Financial Officer positions.

The accounting, budgeting and grants administration would most logically be located together in a financial services unit. The procurement function could be located in a financial services unit or in a unit responsible for other support functions. A decision about where to place the procurement function organizationally should be made as part of a larger decision dealing with all support functions.

No organization chart is included in this recommendation because beyond recommending that the financial functions be integrated across both former agencies, no recommendation is made regarding placement of these functions in the larger agency organization structure, reporting relationships within the financial services functions, or the number of positions that are appropriate for each function. These are details that will need to be developed in the future.

### **Parking Lot Issues**

The processes, procedures and guidelines for the “re-granting” functions throughout the newly combined agency could be examined. Currently there is a mixture of different approaches (processes, staffing, assignment of responsibility, etc) for re-granting throughout the agency.

## **INVASIVE SPECIES**

### **Work Scope**

Areas of emphasis include the Aquatic Nuisance Species (ANS) and Weeds programs in State Parks and Wildlife. These two programs share the majority of function overlap and are currently the most actively funded and promulgated of the Invasive Species programs. Invasive mammals and insects are briefly acknowledged in the work group report but are not included in the recommendation analyses.

### **Background on the Work Function**

#### ***Description of shared work function(s)***

Wildlife and State Parks currently share responsibility for the boat inspection, decontamination, information and education functions of the ANS program. State Parks staff covers the individual state park waters and Wildlife covers all other public accessible waters in the state regardless of jurisdiction. Other program functions, such as sampling and monitoring, are not shared or duplicated and are carried out by Wildlife.

State Parks, Wildlife and their partners have collectively averaged over 400,000 inspections and 3,500 decontaminations annually since 2009. Each of those inspections is an important educational contact to train boaters to stop the spread of invasive species. There have been 39 infested boats with zebra or quagga mussels intercepted at inspection stations prior to launching, protecting our waters from irreversible ecological and financial impacts in perpetuity. Currently State Parks receives \$2.71 million and Wildlife receives \$1.3 million per year in STAX Tier II funding to run their respective ANS programs.

#### ***Colorado Division of Wildlife***

Wildlife internally reallocates resources from non-ANS funding sources to fund a centrally located fulltime position to coordinate Invasive Species activities statewide. The Invasive Species Coordinator oversees implementation of the Zebra/Quagga Mussel (ZQM) Plan which includes containment and prevention through watercraft inspection and decontamination; sampling and monitoring; education/outreach; communications and information; and applied research. Services provided by Wildlife include: site-specific planning; training/certification; watercraft inspection and decontamination; law enforcement support; educational materials; workshops and conferences; sampling/monitoring; ANS identification; cost-share opportunities and Motorboat Colorado Grants.

Wildlife is also responsible for training and coordinating inspection station staff outside of CPW (municipalities, counties, marinas, concessionaires, marine dealers, private clubs, NPS, etc.) which includes providing quality control, field support, on the job training, and standardized forms and educational materials. Wildlife also provides funding to other agencies for inspection station staff (i.e. Larimer County's Horsetooth and Carter Reservoirs). Wildlife employs approximately 100 temporary ANS boat inspectors annually which are supervised by either the Invasive Species Coordinator or Aquatic Biologists.

Current STAX allocations are not sufficient to operate the program at its current level due to the seven containment programs that were added after the ANS Act allocation and additional waters Wildlife staffs inspection stations to prevent water providers from closing them to recreation.



In Wildlife, the Invasive Species Coordinator provides terrestrial noxious weed guidance, technical support, and education to Field Operations (FO) staff that implements control efforts and performs weed work on the ground.

### ***Colorado Division of Parks and Outdoor Recreation***

In February 2009, State Parks hired a full-time, statewide Aquatic Nuisance Species Coordinator (per the ANS Act) to coordinate the agency's ANS program and train staff in watercraft inspection and decontamination, education/outreach, communication and information, and law enforcement support at 28 parks. The ANS Coordinator is located within the centrally located Resource Stewardship (RS) section. Also through the ANS Act, State Parks hired an additional six full-time employees to supervise temporary boat inspectors and implement the ZQM Plan at the five busiest state parks. Inspection stations at the remaining 23 parks and the balance of the annual 220 temporary boat inspectors in parks are hired and supervised by existing State Parks staff in field operations.

In State Parks, the RS section provides terrestrial noxious weed guidance, technical support, and education to field operations staff that implements control efforts and performs weed work on the ground. The RS section conducts noxious weed inventory and mapping on all Park and Natural Area properties. This section developed GIS mapping standards to plan and track weed work and prepare noxious weed control plans and/or integrated stewardship management plans. These plans address protection of high quality native vegetation communities, wetlands, rare plants or rare animal habitat. This allows for a comprehensive approach to noxious weed management which extends far beyond only using herbicides to kill weeds. It incorporates alternative methods and re-vegetation/restoration so that as the weeds are killed, native vegetation grows back to replace it.

### **Desired Outcomes**

- Standardized ANS Watercraft Inspection/Decontamination Protocols, Trainings & Certifications.
- More effective and efficient use of staff resources to better balance workloads statewide.
- Unified team to improve and provide better consistent internal/external communication.
- Unified team to improve and provide better consistent internal/external customer service.
- Unified team to improve and provide better consistent public education and informational products.
- Implementation and integration of the ANS Sampling and Monitoring Online Database and the Boat Inspection Stations Information Sharing Personal Data Assistant Network data management programs.
- Continued invasive species coordination with the federal, state, local, and private entities.
- Stewardship management on all CPW properties.

### **Recommendation**

Wildlife and State Parks both have a comprehensive ANS program and they each, at different scales, carry out noxious weed management functions on their respective properties. With this understood the Transition Team recommends integration of State Parks's ANS and terrestrial noxious weed management programs with those programs carried out by Wildlife. Specifically, we recommend that State Park's and Wildlife's ANS programs be combined and located within the new recommended

Habitat Conservation and Resource Stewardship Program within the Terrestrial Section of Wildlife Programs (see Biologist and Scientists section). CPWs ANS program should be managed by a statewide ANS Coordinator who oversees budgets, policies, procedures, implementation of the Zebra/Quagga Mussel Plan, and all matters related to ANS. Under this recommendation, the ANS Sampling and Monitoring program should continue to be managed by the Aquatic Animal Health Lab under the Aquatic Section of WP. We additionally recommend that the terrestrial noxious weed guidance, technical support, education, and coordination with external partners that the current WP Invasive Species Coordinator provides to Wildlife's Field Operations (FO) staff be handled by staff within the Habitat Conservation and Resource Stewardship Program within the Terrestrial Section of WP as determined by Leadership. We also recommend that CPWs FO staff continues to implement control efforts and perform weed work on the ground.

Below you will see the Transition Team's recommendation for hiring, training, supervising, and data management for the 336 temporary/seasonal employees performing boat inspections across the state. This recommendation was formed from input from the Invasive Species Work Group Report, staff comments, public comments, and from discussions that occurred at the Transition Team level. This recommendation reduces span of control and work load issues currently associated with the existing Invasive Species Coordinator position (1) and program in WP and creates a streamlined training and supervision structure for boat inspectors which leads to consistent inspections regardless of property type. Initially when the ANS act was passed in 2008, State Parks received seven funded FTE positions. One of these positions was located in Denver and acted as the statewide Aquatic Nuisance Species Coordinator for all State Parks. The six other FTE positions were located at the five busiest boating parks: Pueblo (2), Chatfield (1), Cherry Creek (1), Boyd (1), and Elevenmile/Spinney (1) to supervise temporary boat inspectors and implement the ZQM Plan. Currently there are a total of eight FTE positions (which includes Wildlife's current Invasive Species Coordinator) associated with ANS activities in CPW.

**Recommendation:**

- Eliminate one ANS Funded FTE position.
- Three State Park ANS positions at the busiest boating parks: Chatfield (1 - Currently classified in the Park Manager Series), Cherry Creek (1 - Currently classified in the Park Manager Series), and Pueblo (1 – Currently classified in the Technician Series). ANS law enforcement at Lake Pueblo will be merged with existing park program law enforcement functions. Under the direct supervision of on-site park management staff and in coordination with the Statewide ANS Coordinator, these positions are responsible for the ANS program on these parks to include but not limited to hiring, supervising, and managing data for all boat inspections at these parks. The positions should be located on the individual state parks and should be supervised by on-site park management staff.
- The hiring, supervising, and data management for all boat inspections at remaining state parks should be conducted by existing on-site park management staff.
- Three ANS Coordinator positions to manage all ANS functions within a geographical area (to be determined) and hire/supervise ANS inspectors at all non-State Park waters. Other duties include coordination with other entities outside of CPW, boater education/information, ordering/delivering supplies, and data management.
- The three ANS coordinator positions should be supervised centrally out of Denver by one statewide ANS Coordinator.

- All State Park ANS positions and ANS Coordinator positions will train boat inspectors statewide.

### **Efficiencies and Enhancements**

- Aligning CPW's ANS and terrestrial noxious weed program under the new Habitat Conservation and Resource Stewardship Program will allow for one, centrally located, consistent ANS and terrestrial noxious weed program to be implemented statewide. This will create efficiencies by incorporating ANS and terrestrial noxious weed issues into Park and potentially SWA Stewardship Plans, will enhance terrestrial noxious weed inventory and mapping on all CPW properties, and reduce span of control and work load issues currently associated with the Invasive Species Coordinator position and program in WP.
- This recommendation creates a streamlined training and supervision structure for boat inspectors which leads to consistent inspections regardless of property type. The transfer of the hiring and supervision duties of non-State Parks boat inspectors from Wildlife's Invasive Species Coordinator and Aquatic Biologists to the three ANS FTEs located under the Statewide ANS Coordinator, will create efficiencies by: allowing the Statewide ANS Coordinator to concentrate on implementation of the ZQM Plan; allowing the Statewide ANS Coordinator to train and coordinate inspection staff outside of CPW; and allowing the Aquatic Biologist to concentrate on producing angler recreation for constituents.

### **Potential Measures for Success**

- Continued interception of mussel infested watercraft coming in from outside of Colorado at boat inspection stations.
- Better educated customer base of resident and non-resident anglers and boaters.
- Increased voluntary user compliance with cleaning protocols.
- Fewer customer service and inspector complaints related to differences in boat inspection protocols and operations.
- Increased financial and/or in-kind support from partners.
- Continued adoption of standard protocols in western states.
- Standardized data collection and reporting.
- Savings can be achieved by transferring financial obligations of the ANS inspection program for non-agency waters to the recreation management agencies. Some savings to be reallocated within CPW to ensure a more efficient, effective, and financially sustainable statewide ANS program.
- Reduced travel costs with one agency coordinator travelling to meetings/trainings rather than two.
- Reduced costs of supplies and equipment by purchasing in bulk and sharing specialized equipment.

### **Information Technology (IT) Considerations**

- Additional and on-going IT Support for data management systems (Watercraft Inspection and Decontamination (WID) Program Management Database; WID Log Database, website

application and the Boat Inspection Stations Information Sharing PDA Network; and ANS Sampling and Monitoring Database).

### Short-Term Considerations

- Protect and maintain the current source (STAX) and level of funding for ANS.
- Additional analysis to determine availability of alternative sources of sustainable funding.
- On-going and continued work with partners to research control and management of mussels and other ANS.
- Standardize temporary wage scales based on job description. Temporary employee hourly pay rates currently differ between State Parks and Wildlife with State Parks paying temporaries far less than wildlife in most instances.
- ***It will be imperative that the new Habitat Conservation and Resource Stewardship Program supervisor insist that excellent lateral communication occurs between the Statewide ANS Coordinator and the local Park Managers, Property Technicians, Aquatic Biologists, and District Wildlife Managers regarding boat inspection locations, months of operations, operating hours, and any program changes which affect property management . This communication is vital so recreation opportunities for our constituents can be maximized and managed effectively. Under the proposed recommendation, parallel communication is also needed between the Statewide ANS Coordinator, Aquatic Biologists, and the staff at the Aquatic Animal Health Lab in Brush that oversees the ANS Sampling and Monitoring Program.***

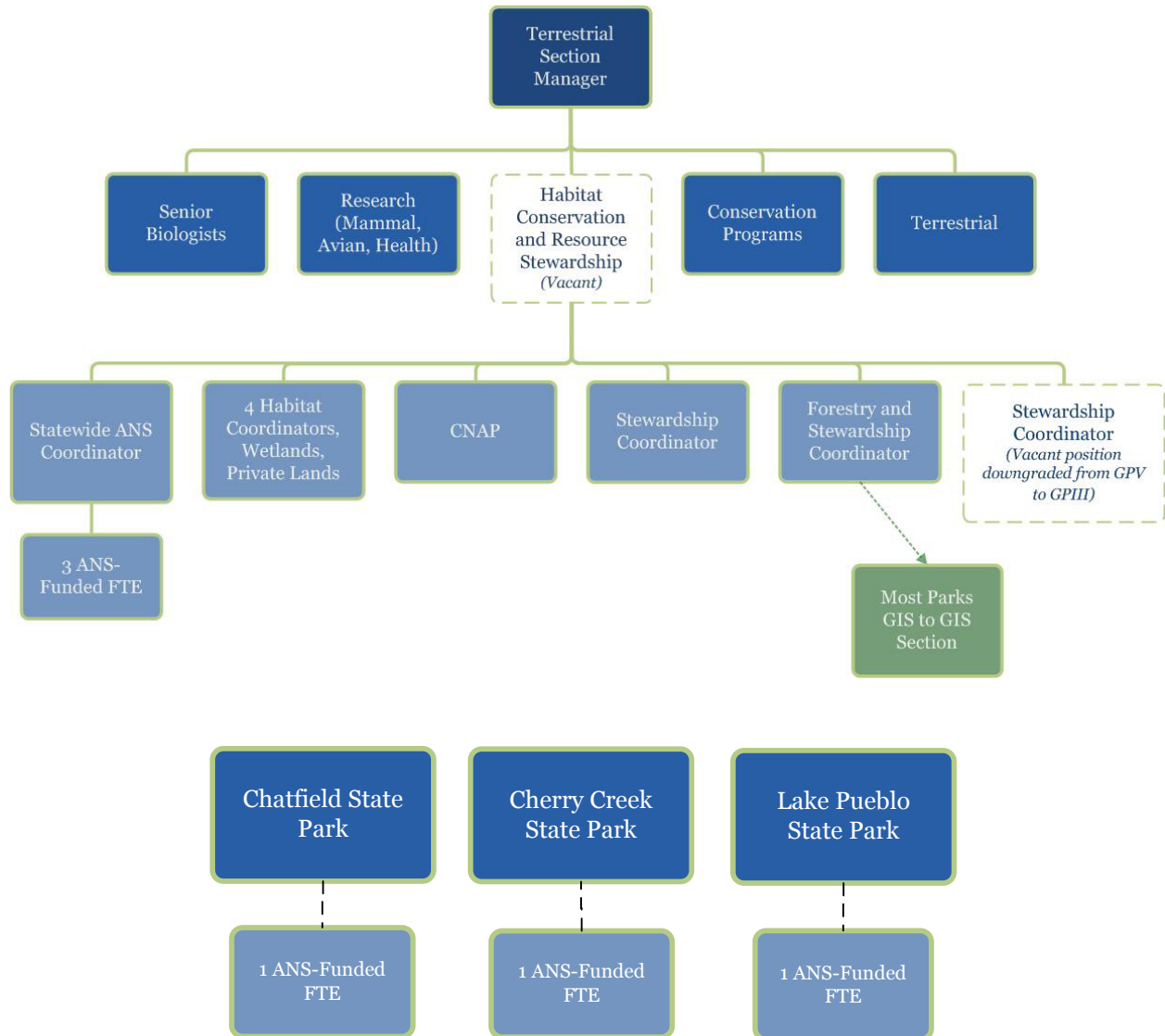
### Long-Term Considerations

- Protect and maintain the current source (STAX) and level of funding for ANS.
- On-going analysis to determine availability of alternative sources of sustainable funding.
- On-going and continued work with partners to research control and management of mussels and other ANS.
- ***It will be imperative that the new Habitat Conservation and Resource Stewardship Program supervisor insist that excellent lateral communication occurs between the Statewide ANS Coordinator and the local Park Managers, Property Technicians, Aquatic Biologists, and District Wildlife Managers regarding boat inspection locations, months of operations, operating hours, and any program changes which affect property management. This communication is vital so recreation opportunities for our constituents can be maximized and managed effectively. Under the proposed recommendation, parallel communication is also needed between the Statewide ANS Coordinator, Aquatic Biologists, and the staff at the Aquatic Animal Health Lab in Brush that oversees the ANS Sampling and Monitoring Program.***
- CPW partners must gradually assume a greater responsibility for the operations and financial obligations of the ANS inspection program on their waters while still protecting the natural resources, water infrastructure, recreational opportunities, and local economies. Inspection program services can be contracted out by our partners to certified private industry partners, per the ZQM Plan. CPW is currently spending a significant portion of the annual ANS budget on ANS inspection program operations at non-CPW owned/managed waters.

## Organizational Considerations

This recommendation along with the Biologist & Scientists recommendation of moving CNAP and Resource Stewardship to the Habitat Conservation and Resource Stewardship section will produce a program that will consist of approximately 14 full-time staff.

**Figure 6. Invasive Species Organizational Chart**



This recommendation is based on the assumption that existing staff within the Terrestrial Habitat Conservation Program would continue to report to the WP Terrestrial Section Manager. The viability of this recommendation may be affected if organizational structure changes, such as moving WP staff under the Regions, occur.

## **Parking Lot Issues**

- Protect and maintain the current source (STAX) and level of funding for ANS. There should be on-going analysis to determine availability of alternative sources of sustainable funding. If more reservoirs show the presence of ANS—particularly zebra or quagga mussels—program costs will increase dramatically as staffing needs nearly double in some areas to ensure inspection of all out-going boats in addition to inspection of all incoming boats.
- There is a need for allocation of sufficient fleet vehicles for the ANS program. Management of the program requires statewide travel for employees. There could be significant cost savings if fleet vehicles were allocated versus renting trucks at \$1400/month.
- The majority of all boat inspections are completed by temporary employees. A temporary employee may not work longer than 6 months under Personnel Rules and the State Constitution. The boating season is typically 9-12 months long requiring a process of hiring and training of multiple temporary crews to staff one boating season. Solutions must be sought to resolve this extremely inefficient and ineffective process.
- Temporary employees perform the same job function every year (inspecting boats) and in most locations CPW carries back to back temporary employees to perform the same boat inspection job function to cover a boating season. This “stacking” of temporary employees for longer than six months to perform the same job function at the same location was called out during the State Park’s recent audit. Without a change to the temporary employee’s six-month time frame restriction, the only way to come into compliance with the audit recommendation is to hire full-time employees.
- Additional and on-going IT Support for current data management systems (Watercraft Inspection and Decontamination (WID) Program Management Database; WID Log Database, website application and the Boat Inspection Stations Information Sharing PDA Network; and ANS Sampling and Monitoring Database) as well as support for future systems.

## **MARKETING, CREATIVE SERVICES<sup>2</sup>, AND PUBLIC INFORMATION**

### **Work Scope**

The Marketing, Branding, and Public Information Work Group focused on increasing efficiency, enhancing customer service and generally strengthening overall agency marketing and branding efforts. One of the central tenets of this work group's recommendations was the need to elevate the status of these functions to ensure that Colorado Parks and Wildlife (CPW) can proactively plan for and provide the marketing, branding, and public outreach efforts that are needed to gain wide support and awareness among Colorado residents and visitors. Work group recommendations (and staff comments on their report) provided the basis for the Transition Team's suggested approach to merging these core functions.

Striking a balance between providing centralized services and decentralized activities is necessary to meet the needs of agency field staff and to create products that customers and constituents "want" to receive. So, while communication "services" are typically decentralized, effective and consistent branding only occurs when the agency image is tightly protected and centrally directed. This careful balance requires the ability to centralize final approvals and messaging while decentralizing the accessibility of products, templates, inputs, services and ideas.

Three functional areas are identified for merging:

- Leadership
- Marketing and Creative Services
- Public Information

The merger represents an opportunity to enhance the effectiveness of our outreach efforts through information, marketing, and creative services/design while also improving their efficiency. While State Parks typically focused outreach on the marketing and creative services functions, Wildlife focused on media relations and educational outreach. By combining the agencies, each formerly independent agency has access to the complimentary resources that the other agency offers—building on each agency's strengths and increasing efficiency and effectiveness. For example, the larger creative services function at State Parks may provide assistance to Wildlife functions, while the video section and Colorado Outdoors magazine may provide new venues to highlight state parks.

The potential for existing functions to become overwhelmed with new responsibilities is a real concern as already tight staffing levels are not likely to be increased. It will be important for Leadership to set outreach priorities for the combined agency so that the new, stronger team can move as a unit to accomplish shared goals. If goals are clearly established and existing workloads are prioritized, CPW will have a high degree of communication, branding, and marketing success.

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<sup>2</sup> In developing the final Merger Implementation Plan and after reviewing staff comments, it was evident that "branding" is a principle that spans this entire core work area, and is a principle that staff help implement throughout much of the agency. The term, "Creative Services" is a more accurate reflection of one of the three core functions of this Work Group.

## **Background on the Work Function**

Marketing, branding, public information, website and outreach efforts through the media are crucial elements of our success as an agency. These functions are more significant as CPW relies heavily on revenues from license sales, park entrance fees, and camping passes as an “enterprise” state agency. Because of the relative similarity between these programs and functions, the Transition Team believes that these core work areas can be merged with few impediments.

Prior to the merger, Wildlife and State Parks engaged independently in a wide variety of information, marketing, branding and engagement activities with a small dedicated staff and limited financial resources. Historically, each agency took different approaches with respect to staffing and financial resources. A brief summary of these distinct approaches is provided below.

### ***Colorado State Parks***

State Parks communicates and markets with the goal of getting people to visit and enjoy state parks, conducting some targeted outreach to attract mid-week visitors, increase shoulder-season sales (fall colors, holiday gifts, etc.), and promote special events, educational opportunities, or unique recreational opportunities.

Historically, State Parks has had two graphic designers and public affairs personnel. In 2004, some functions were combined with the hiring of a marketing/communications professional. A public information officer position was added in 2008. A much needed web-developer position was created in OIT to serve the State Parks web function in 2009, along with a new creative services director that helped to strengthen agency-wide branding efforts and maintain high quality and consistent graphic design products, reports, and printed publications. Since the late 1990s, State Parks has worked with outside consultants to perform market assessment research to help guide marketing efforts. In 2009, branding standards were updated in response to market assessment research conducted by Corona Insights.

Several temporary positions exist to support the functional operation of the section. Due to agency budget cuts, some positions are operating at less than full-time, increasing workloads of remaining staff.

### ***Colorado Division of Wildlife***

Wildlife communicates with a varied constituency about wildlife issues, including some with human health and safety concerns. Examples include: wildlife – human conflicts, wildlife law enforcement, poaching, hunting and angling safety, injured wildlife, etc. Wildlife markets to encourage people to try hunting, angling or wildlife viewing, conducting some targeted outreach to bring “lapsed” hunters or anglers back to the sport, and to promote events such as fishing clinics and other hands-on activities.

Wildlife has a long history of communication outreach. Information and Education professionals like "Arch" Andrews and Bob Hoover were commonplace on radio and television throughout the state in the 1950s, 1960s and 1970s. As media changed, the information positions diversified and focused on media relations while a separate television, radio and video unit was established at Denver headquarters. Regional public information officers (PIOs) reported through the regional structure until 2010 when the Director created a new 'External Relations' unit, reporting centrally through the manager of External Relations. In 2006, Wildlife added a marketing director position to guide branding, marketing and sales efforts. In 2009, Wildlife abolished the graphic artist position.



## Desired Outcomes

- To provide excellent service to traditional media outlets around the state.
- To develop, implement and promote the CPW brand, increasing awareness of and participation in CPW places/products/services among both internal and external customers.
- To actively increase sales of CPW products to new and existing customers.
- To provide consistent communication within the agency, reinforcing and proactively developing the agency brand.
- To provide a merged website and an agency web presence that includes opportunities for social media, and applications to interactively communicate with the public.
- To provide communications training, templates, etc., allowing employees to develop needed local communication products while supporting a strong, consistent and collaborative brand.
- To collaboratively outreach and partner with stakeholders.

## Recommendation

The Transition Team structured recommendations for Marketing, Branding and Public Information based on “three functional areas:” Leadership, Marketing and Branding, and Public Affairs. Work group alternatives and employee input provided the basis for the recommendations included below. While some reclassification of existing positions may be necessary, it is not envisioned that any new positions would be required.

1. **Leadership** – As noted in the Work Group and employee comments, the Transition Team recommends placing Marketing, Public Information, Creative Services, Education and other functions under a single Assistant Director who would guide agency communications outreach, including clear, systematic communications, agency branding standards, marketing and outreach plans. Two key reasons provide the basis for this recommendation: 1) more coordinated communication, collaborative planning, efficient use of resources and a focus on leadership-directed agency outreach goals will benefit CPW moving forward; and 2) strong public relations, proactive marketing and branding, and other long-term agency efforts aimed at partnership building, recruitment and retention are crucial to the agency; however, they typically are not perceived to be “urgent” historically have been reactive in nature. These visionary, future-oriented functions often do not receive adequate attention when prioritized against urgent, short-term issues.
2. **Marketing and Creative Services** – While the Transition Team is not recommending a naming convention, we recommend that the non-traditional communications outreach efforts be combined for efficiency. Those efforts include: Marketing, Creative Services, Web, Social and Interactive Media.

Marketing a public trust agency, such as CPW, differs significantly from marketing a private, for-profit organization. It presents Leadership with unique philosophical considerations as the agency moves forward. Market efforts, financial partnerships, and sponsorships require thoughtful deliberation in the years following the implementation of the merger plan. Sometime in the next one to two years, it is suggested that CPW develop a strategic marketing plan based on core recommendations that are reflected in the final Merger Implementation Plan, Parks and Wildlife Commission input and direction from Leadership.

The Marketing and Creative Services unit would combine similar and complementary work functions that support marketing within the agency including increasing visitation at state parks and reservations at campgrounds, increasing participation in hunting and fishing, and providing creative services and graphic design support that promote “brand” recognition, and acceptance. Consistent branding and design standards are critical to public perception and agency function. Design standards relate to the look of all visual communications such as publications, video and signage. Brand standards address the broader scope of how all outreach and services support a unified vision, identity and brand presence, critical to building public recognition and trust in the agency.

The Transition Team’s proposal would create a new Marketing and Creative Services section with eight FTE:

- A marketing and creative services manager, who would work with Leadership and staff to market and promote CPW and help develop and implement brand standards throughout the organization.
- One marketing specialist working on marketing strategies aimed at increasing park visitation and participation in hunting and fishing.
  - Leadership may wish to reevaluate the number and type of marketing positions, contingent upon the role of marketing in the new agency.
- A creative services specialist and a graphic designer
  - The Transition Team recommends full integration of graphic design services occur within the Marketing and Creative Services unit. However, the only two current positions allocated for this function are State Parks positions, and these staff process over 500 work requests a year. Leadership should consider adding one or more graphic designers in the future. In the meantime, graphics staff should continue efforts to leverage/partner with the Art Institute of Colorado to provide additional graphics support.
- One web content staff
  - Parks and Wildlife have extensive standalone web pages that can be more useful and user-friendly with adequate resources for development and maintenance. The Transition Team recommends merging those independent websites into a single web presence quickly. Transitioning from relatively static agency websites to a dynamic, managed web presence will benefit CPW by providing a solid platform to engage our constituents. This recommendation enhances the effectiveness of existing resources through consolidation, as additional resources are not likely to be available.
  - The combined agency might consider updating web content similar to the way that State Parks currently updates web content. Under the State Parks model, employees that have periodic web update needs are trained by a web programmer on proper methodology and consistent web update protocol. Staff updates and adds content with final approval and publishing going through a web programmer.
  - While coordinating with the OIT web programmers, the Marketing and Creative Services manager will also supervise the merged agency's web content staff.
- Two video production specialists

- Employee comments noted that CPW currently has three video production staff. With a larger segment of the public seeking information from the web and other social media, television viewership has dropped significantly. Input suggested that CPW move away from full-length video toward more short, web videos. The work group and employee input recognized the value of the agency web page. The Transition Team recommends transitioning one of the video production positions to a web programmer position.
  - A social/interactive media specialist to engage users on a multitude of new and emerging platforms, e.g., Facebook, iPhone apps.
    - This recommendation converts one of the statewide PIOs to a Social/Interactive Media Specialist. This position would analyze and develop a social media plan, describing ways to best engage users on a multitude of new and emerging platforms. Social and interactive media from Facebook to iPhone applications are increasingly common methods by which people communicate, interact, and obtain information. The specialist would also expand existing policies to guide the merged agency's efforts at interactivity.<sup>3</sup> The agency website is one of the most important communication gateways the agency possesses.
3. **Public Information** - Public Information combines similar and complementary work functions focused on strategic communication through the media, in print, etc . This proposal places four PIOs under a regional reporting structure and creates a new Public Information section with nine FTE:
- A manager/internal communications specialist, managing the unit and actively supporting communication between employees in diverse sections within the agency.
    - This recommendation combines the supervisor functions with the internal communications functions. Employee input pointed out that a concerted effort at improving internal communications will be valuable to a newly-merged and significantly larger agency. However, there was little support for an FTE dedicated to internal communications. The key functions of this position include: managing Public Information staff, developing internal communication tools, and working closely with field offices, parks, Human Resources, office of the Director, biologists and researchers to facilitate the flow of information among employees.
  - A single statewide public information officer (PIO) handling policy and statewide level media relations for parks and wildlife issues.
    - This alternative returns the regional Public Information Officers (PIOs) to the regional supervisory structure and re-creates regional outreach teams. By decentralizing PIOs, this structure inherently decreases centralized messaging control. The Transition Team recommends developing clear guidelines/policies to assure that regional messaging is consistent with overall agency communication strategy and requiring regular coordination between the regional PIOs and the statewide PIO. The statewide PIO will serve as the point of contact for press releases and inquiries and, working with Leadership and/or the regional PIOs, may issue “talking points” guidance on high profile issues. This alternative requires a high-level of coordination between regional PIOs to backfill and assist with the needs of the other regions (e.g., cover annual leave, etc.)

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<sup>3</sup> State Parks has existing policies and a social media content plan.

- Three call center FTE
- A magazine editor/designer
- A brochure editor
- A magazine sales and warehouse distribution coordinator
  - Wildlife currently has a position devoted to Wildlife brochure distribution and another to magazine sales and distribution. Many types of digital media are gradually edging out traditional print media. Fewer paper-oriented products will eventually create a savings in materials, production and distribution. Currently, a distribution/warehouse coordinator supports storage and shipping of brochures and a magazine sales position handles subscriptions and distribution of Colorado Outdoors magazine. The Transition Team believes that Leadership may be able to consolidate these two positions in the future because of the decreased reliance on print media over time. If the positions are consolidated, Leadership should consider whether or not CPW could benefit by adding a graphic design position. While paper-oriented products are declining, we expect increased graphic needs associated with marketing and branding the combined agency may require additional graphic design staff. (Note: the staffing organizational structure shown in the *Organizational Considerations* section reflects suggested future staffing.)
- An administrative assistant

Combining all of the above functions into one service-oriented shop will combine expertise and build a stronger, more effective unit as Wildlife functions gain access to design staff over time and State Parks functions gain access to the magazine and video production. The structure of the unit should provide the manager with staffing flexibility to address project needs as they arise and to streamline product and brochure distribution using technology and co-locating facilities.

### **Efficiencies and Enhancements**

- Elimination of three FTE.
- Increased/dedicated marketing, creative services, and public relations support for Leadership Team, improving the transmission of leadership direction into agency messaging.
- Greater cohesion between marketing, and creative services functions.
- Increased ability to keep up with communication and media trends. A more dynamic web and social media presence resulting in: a broader constituency, increased sales of licenses and other CPW products, increased visitation at parks, increased customer responsiveness, improved internal communication and enhanced staff collaboration on outreach projects.
- Unified vision, identity and brand presence, critical to building public recognition and trust in the agency.
- Increased public, staff and stakeholder participation resulting in meaningful and achievable long-range agency goals and better-supported policy decisions.
- Increased staff efficiency through shared resources and new communication tools.

## Potential Measures of Success

Success of the alternative can be measured by tracking and monitoring:

- License sales
- Visitation numbers
- Website visits
- Subscriber numbers
- Public and employee satisfaction via surveys

## Information Technology (IT) Considerations

The work functions described for the Marketing, Creative Services, and Public Information section rely heavily on IT. In the past, State Parks and Wildlife dedicated IT staff to work functions within the section. Changes to the Governor's Office of Information Technology (OIT) announced in September 2011 present uncertainty with respect to accomplishing the goals of this section.

OIT employees currently assigned to CPW's web product line have substantial knowledge and understanding of our agency's mission and business functions and are an integral part of our daily operations. Dedicated OIT staffers provide continuity for and understanding of CPW's business requirements. Any relocation and centralization of these staff may restrict CPW's ability to effectively utilize the web for public outreach and information purposes. The State Parks' reservations and e-store websites generate approximately \$4 million. (Wildlife's site generates more income, including processing and payment for an increasing number of licenses and applications). If changes at OIT lead to the reassignment of dedicated web programming staff, CPW's web store and web services provided to the public could be compromised. Any malfunctions or down time impact revenue.

Other IT considerations are noted below:

- Increased web responsiveness and new opportunities presented by a "state of the art," dynamic web presence along with social media tools depend heavily on OIT's service-delivery model. Web management is complicated by the current requirement that all programming occur only at OIT level. OIT is responsive, but proactive support to upgrade systems (such as the press release or "DOWInsider" functions) is limited.
- Most agency staffers use PC technology. The design staff requires higher-quality graphics and software capability (e.g., Apple/Mac operating environment). Design staffers currently utilizing Mac platforms are lightly supported. OIT support for the Mac platform, access to shared drives and Mac networking would increase efficiency and effectiveness.
- Design staff software systems need to be upgraded to compatible software versions and have access to the same files, fonts, etc.
- The agency will eventually need to acquire agency-wide access to design software (as determined in collaboration between design staff and OIT) to assure that agency employees have access to the software necessary to develop documents that are responsive to local concerns and meet design standards.
- Improved data management is a need in the current organization and will likely be even greater in the future. There are considerable marketing needs related to IT that involve centralized,

electronic databases of our customers, reservation, license, pass, and registration data, automated renewals, and e-marketing for cost effectiveness and tracking.

### **Short-Term Considerations**

- Until a merged web presence is created, many ad hoc decisions and temporary solutions will be necessary regarding which site will host specific content. A web committee, including departmental stakeholders and OIT will need to convene early to frame CPW's web presence.
- Branding standards must be a priority. A branding committee should guide creation of brand strategies, standards and implementation for the agency. It may be necessary for Leadership to temporarily assign a "brand coordinator" to serve as the lead for development of branding standards during the initial merger process.
- Social media and web policies must be developed for the entire agency. State Parks policies A-127 and D-103 may be useful in guiding that policy.
- Cross-training staff with respect to wildlife, parks, and recreation issues, procedures, policies and regulations is necessary.
- Co-locating some offices is recommended to promote teamwork and information exchange.
- The Transition Team's recommendations will result in some significant changes, potentially requiring some staff to transition into other positions.

### **Long-Term Considerations**

- Wildlife's two regulations positions are currently within the Public Involvement section. However, Parks' regulation function is handled by the law enforcement unit. Leadership should determine the best placement for regulations staff in CPW.
- PIOs, as presented here, communicate primarily through traditional media. As interactive media use increases, the use of traditional media may continue to decline. Thus, this structure may become 'dated' over time. Agency leadership should periodically assess this staffing structure.
- Printed publications are costly. CPW could achieve savings with a shift (where possible) to electronic products and products that have a longer shelf life.
- Enhanced marketing efforts require increased, dedicated funding. Improving data collection and management to help quantify CPW's marketing success is needed.
- As an enterprise agency, the potential exists to increase revenues by leveraging the CPW brand through expanded efforts to sell various goods in our field offices and through a stronger sales-oriented website.
- As CPW develops and increasingly leverages web-based technology, web programming needs will increase.

### **Organizational Considerations**

- The Transition Team believes that the organizational structure presented in Figure 7 is one of several ways that these work functions could be functionally aligned. Specifically, there are work areas currently identified within the Marketing and Creative Services unit that could also viably function within the Public Information unit, and, similarly, there are work areas within

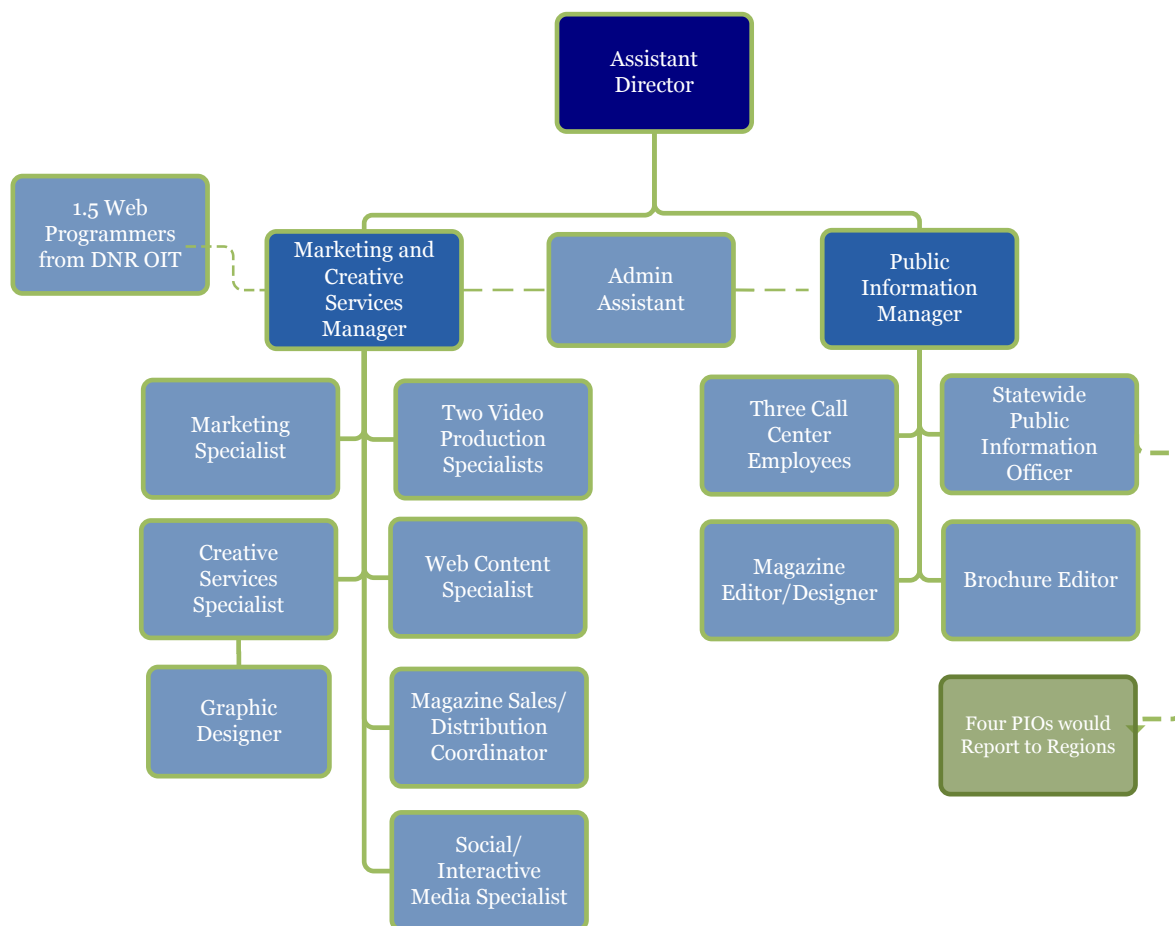
Public Information that could function within the Marketing and Creative Services section. For example, social media and the CPW website are useful public information tools. In addition, Colorado Outdoors Magazine could strengthen marketing efforts. The key consideration is that these functions need to work more collaboratively with one another, build off of each work area's own unique expertise, and collectively work towards common marketing, creative service, and public information goals. An alternative organizational structure might incorporate all of the work functions under a single Marketing, Creative Services, and Public Information manager (depending on span of control considerations).

- With respect to CPW's web presence and web content staff, State Parks is currently funding and using an existing OIT employee (who is classified as an IT Professional and currently dotted-line directed by State Parks). Wildlife currently has a web content supervisor, an existing OIT employee (who is 0.5 FTE dedicated to web support) and a permanent, full-time, six-month temporary that has been used on a rotating basis for more than seven years. Increasing the 0.5 FTE to full time would add consistency and increase efficiency.<sup>4</sup> The commitment and support from OIT is critical to merging and managing a dynamic CPW web presence.
- As CPW transitions to digital media from paper-oriented products CPW may be able to consolidate the distribution/warehouse coordinator and magazine sales position into one position. That position may be converted to an additional graphic designer, marketing specialist or web programmer in order to better support CPW communications needs.
- In the future, the current Creative Services, Graphic Designer, Magazine Editor/Designer and Brochure editor positions should be evaluated further to determine ways to integrate these positions to serve the full spectrum of CPW activities, for example, Colorado Outdoors Magazine could feature state parks and Creative Services could assist with signing across the agency.
- With increased emphasis on digital media we recommend shifting the eliminated video production staff to web programming. (Television viewership has dropped significantly, suggesting that CPW move away from full-length video toward more short, web videos.)

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<sup>4</sup> This can be done at minimal expense if properly classified and will assure that CPW has sufficient web content resources and is compliant with State personnel rules.

**Figure 7. Marketing, Creative Services and Public Affairs Organizational Structure**



### Parking Lot Issues

- CPW Leadership or an ad hoc committee should determine the need for a comprehensive planning, research, and public policy section (or some variation thereof) that would tap the expertise of existing Wildlife Public Involvement staff, and possibly State Parks planners. The Marketing, Branding, and Public Affairs Work Group initially suggested a number of possible ideas for integrating existing Wildlife Public Involvement staff and a State Parks Planning staff (potentially devoted to social science research) within the Marketing, Branding, and Public Affairs section. The Transition Team believes that public involvement and supporting research relevant to marketing CPW are important, however, it may make sense to consider how these functions might better serve broader Division-wide needs. Specifically, public involvement is often a “subset” of a broader range of staff skills relevant to public policy, planning, or stakeholder outreach. Perhaps public involvement specialists might become more proactively involved in long-range property level and Division-wide planning efforts in addition to facilitating public involvement on an as needed basis. CPW can also benefit from coordinated, cohesive social science and trend research – the value of this research is not just limited to supporting agency marketing needs. Research staff or possibly “business analysts” might help to support broader planning and public policy efforts, and play a role in efforts like evaluating merger



implementation progress, ongoing tracking of visitor and license trends, financial performance at the park and property levels, and a host of other important support functions.

- An opportunity exists to generate revenue through financial partnerships/sponsorships, the sale of advertising in products, stepped up online sales via the CPW website, and sale of ad space on vehicles/properties. However, legal, logistical and ethical questions need to be considered by the agency. A Director-appointed group of agency staff members including public information, marketing and branding personnel to develop a white paper that examines the financial opportunities and explores the issues related to this topic.
- Bilingual communications need to be addressed, however, agency leadership should determine the level with which the agency should proceed. Resources for multiple products are limited and the need for materials varies widely.

## **PROPERTY EVALUATION**

### **Work Scope**

The Property Evaluation Team decided that the most value that could be provided to the Transition Team was to create a framework of possible actions to merge and increase effectiveness in property management and administrative sites. The alternative actions allow the properties and administrative sites to be evaluated for transfer, joint management, disposal, combining for management and/or ownership. The work group decided to take this approach due to the number of properties and the complexity of issues and considerations of each individual property. The depth of the merger greatly impacts what is and can be done to properties.

### **Background on the Work Function**

Wildlife and State Parks share many of the same work functions including managing properties for wildlife habitat values, protect natural resources, and provide public outdoor recreation including hunting, fishing, camping, water based recreation, and wildlife viewing. Both Divisions operate administrative offices, service centers and visitor centers that directly interact with the public providing information and services.

Furthermore, both Divisions provide public safety on managed properties and on other public lands of the State.

### **Desired Outcomes**

The work group considered the following alternatives:

- Transfer of Management Responsibility between Wildlife and State Parks. This includes recommendations for further analysis of such properties as: San Luis State Park, Walker State Wildlife Area and Lon Hagler State Wildlife Area.
- Joint Management – manage the property jointly due to proximity, similar management, operations, and functions. This includes recommendations for further analysis of such properties as: Mueller State Park/Dome Rock SWA, Lake Pueblo State Park/SWA and Golden Gate State Park/Ralston Creek SWA.
- Disposal – properties that do not fit the mission, fiscal constraints, or goals of the agency, or where the property has lost its functional value. This includes recommendations for further analysis of such properties as: Picnic Rock SWA, Sweitzer State Park and Jumbo SWA.
- Combining Administrative Sites – administrative offices, customer service, and maintenance properties that provide support for field services. This includes recommendations for further analysis of such administrative sites as: 1313 Sherman, 6060 Broadway and State Parks Littleton Office Center.

Due to the nature of the Property Evaluation Team’s scope of work, the issues and considerations are specific to each alternative so the workgroup has included them in the alternatives that are outlined below for evaluating properties for joint management, transfer, disposal, and administrative sites.

It should be kept in mind that with each alternative there is a need to work with other groups in the Division to make informed decisions. For example, Real Estate, Financial Services, Public Safety, Information Technologies, Customer Service, and other groups all will be impacted by decisions made.

Data and asset information that is currently available exists in different places for State Parks and Wildlife. For State Parks, data exists in COFRS, FDW, PARKS, LECS, VRS, Reservations System, Natural Areas GIS, real estate inventory, capital asset inventory, and water resources inventory. For Wildlife, data exists in CAMS, GIS, SAMS, NDIS, HIP Program, hunting reservation system, COFRS, FDW, engineering scheduled maintenance system.

## **Recommendations**

### ***Property Management Transfer/Disposal***

The Transition Team recommends that a Property Evaluation Team be set up within Colorado Parks and Wildlife to establish a system to evaluate all of the properties that are now owned by the new Agency. The property evaluation criteria would include numerous aspects related to the purposes for the original acquisition of the property and any new criteria that would help evaluate the highest and best use/management of the property for the future. As a starting point, the Property Evaluation Team should review the Parks Evaluation Tool that was created 3 years ago to evaluate each State Park property. This will be a fairly involved process and may take two to three years or so to thoroughly complete the evaluation process. It is suggested that the team set up a tiered system where perhaps groups of properties are evaluated each year based on some type of criteria. Some examples may be, properties that the lease will expire in the next couple of years, properties purchased with Federal funds, properties with critical winter and summer range, etc. With this in mind, the first couple of tiers could be done by 2012 with the remainder of the tiers being done in 2013. At the end of the evaluation time period, a process should then be set up with a number of stakeholders to decide the final dispensation of the individual properties. It is also recommended that the criteria of Property Disposal be included as one of the evaluation criteria for all properties and be considered during this process.

### ***Joint Property Management***

The recommendation for Joint Property Management will be to initially identify all Agency properties that are located with a five mile radius of each other. This will create a data base of potential locations that may lend themselves to joint management. A further evaluation will then need to take place to ascertain what types of management activities are indeed feasible. Within the next year, several pilot projects should be set up to accomplish the Joint Management concept. These pilot projects can then be evaluated based on a set of criteria to see how successful the goals are being met. Of major concern is the potential for creating a diversion of protected funding sources. This situation will need to be monitored very diligently and consultation with USFWS will need to occur regularly. Once the models have proven out, more Joint Management projects should be identified and undertaken.

### ***Combining Administrative Sites***

The recommendation for Combining Administrative Sites is to identify each office location that currently exists within the Agency. Evaluate the function and services of each of the offices and identify the potential duplications of duties at the offices that are within a close geographic location, particularly those located in the same city. Once this has taken place, a thorough analysis needs to take place to identify the potential savings that could occur if the offices are combined. This should include such items as reduction in utilities, equipment rentals, fleet usage, personnel reductions, sale of unneeded buildings, etc.

## **Efficiencies and Enhancements**

- Work efficiency changes by reassignment of duties from potential freed up staff
- Management that better fits the characteristics of the property, recreation opportunities or natural resources.
- Potential for enhancement and protection of critical species habitats – i.e. migration routes, winter range, breeding habitat, etc.
- Sustainability of biological and socio-economic resources.
- Consistency of rules/regulations and delivery of the combined agency mission and message.
- Reduced maintenance backlog.
- Reduce duplication of effort.
- Reduced costs with the use of shared equipment.
- Reduced contracting costs.
- Reallocation of funds/resources to higher priorities for the agency.
- Alignment of similar duties and/or functions to increase efficiency.

## **Measures for Success**

### ***Transfer of Property Management***

- Operations and maintenance costs should be lowered by change/reduction of services provided on individual properties.
- Transfer from one section to another may allow for increased generation of revenue by changing recreation opportunities or changes in fee structures for fiscal sustainability.
- Decrease in amount of capital improvements needed.
- Property transfer from one section to another may allow for better management of a property if a different funding source is available to address needed improvements that might not be available in the other section.
- Work efficiency changes by reassignment of duties from potential freed up FTE's and temporary employees.
- Management that better fits the characteristics of the property, recreation opportunities or natural resources.
- Potential for enhancement and protection of critical species habitats.
- Sustainability of biological and socio-economic resources.
- Increased services and opportunities for State Park and Wildlife constituents.
- Consistency of rules/regulations and delivery of the combined agency mission and message.

### ***Joint Property Management***

- Reduced overhead, rental costs, etc.

- Reduced fuel and fleet costs.
- Increased acres treated for weed control.
- Reduce maintenance backlog.
- Pieces of equipment shared.
- Reduced maintenance response time.

#### ***Combining Administrative Sites***

- Operating costs decrease from lowering rent/lease costs, utilities and energy costs.
- Communication (network, phone) costs decrease by utilizing shared services.
- Elimination of leased properties or storage facilities.
- Lower maintenance and upkeep of properties and facilities.
- Increased or similar level of performance with less FTE's.
- Higher levels of customer satisfaction with the one stop shop concept.

#### **Information Technology (IT) Considerations**

##### ***Transfer of Property Management***

- Depending on the specific property transferred, there may be some impact with IT in regards to switching out or modifying IT components.

##### ***Joint Property Management***

- The IT impacts were viewed as minimal with regard to this recommendation.

##### ***Combined Administrative Sites***

- IT impacts were identified as HIGH under this recommendation. Initially the IT systems would need to be modified to accommodate new and different users. However, long term IT costs may be reduced with the reduction in travel to fewer sites.

#### **Short-Term Considerations**

The Short-Term recommendation put forth by the Property Evaluation Work Group is to form a new group or committee within Colorado Parks and Wildlife leadership to pursue the recommendations that were put forward in this report. They felt that it would take a committee like this to focus agency resources and develop the institutional experience too effectively assess proposed property management changes. In the next 1-2 years, this new group would design the property evaluation matrix, including specific criteria related to the agency's mission, which would adequately evaluate the long term management of each property within the agency. This process will be very intensive and time consuming.

#### **Long-Term Considerations**

The Long-term consideration put forth by the Property Evaluation Work Group is to expect that the portion of the recommendations regarding property disposal will be the most complicated and

challenging. Many of the properties that were examined during this Work Group process have outlived their original purpose as local surroundings have changed, but disposal of them may prove to be very complicated. Many of these properties were likely bought with Federal Aid funds, so disposal to another governmental agency, such as a county open space program, or to a private entity would need to comply with Federal Aid provisions. These proposals could take years to work through the legal and political challenges and therefore may years to accomplish.

### **Organizational Considerations**

The Property Evaluation Work Group identified areas where potential changes in property management could occur that could lead to a change in staffing patterns. These changes were only discussed in a general sense and did not specifically identify certain positions.

### **Parking Lot Issues**

- A final decision needs to be made on the location of Southwest Region Office particularly if there will be a new Southwest Region State Parks component.
- A standing Committee for property evaluations should be created.
- Conservation Easements need to be reviewed and evaluated at to their current relevance and performance.
- The issue of a property being managed as a wildlife area part of the year and a park the other part of the year needs to be examined to see if any diversion issues come to light.
- Access easements need to be reviewed and evaluated to see if they are still meeting their intended purpose.

## **VOLUNTEERS, INTERPRETATION, AND ENVIRONMENTAL EDUCATION**

### **Work Scope**

The Volunteers, Education and Interpretation work group identified three functional areas for crafting and organizing the alternatives for merging efforts:

- Volunteers
- Education
- Partnerships

The work group considered any functions and positions within State Parks or Wildlife with a primary focus on volunteers or education. With a few exceptions in volunteer and education functions, full integration is most viable to the combined agency.

Boater safety, snowmobile safety and the OHV programs are out of this work group's scope because of the law enforcement and regulations components.

### **Background on the Work Function**

Volunteers, education and partnerships have an important and long standing history in State Parks and Wildlife. These functions are critical to the livelihood and ultimate success of the new agency, creating advocates for our mission and educating citizens about thoughtful stewardship of our state's natural resources. It is through education and volunteerism that we recruit new interest in outdoor recreation and retain and inspire our current customers.

**Experiential education programs** teach outdoor skills and inspire future stewards of our natural world. Experiential education programs provide introductory or enhanced skills for current and future generations of hunters, anglers, wildlife viewers, environmental stewards and outdoor recreationists. Many of these programs engage "non-traditional constituents," e.g., urban residents, women, youth, people of color, etc., promoting an outdoor lifestyle and ethic.

While all of our education programs encourage citizens to become hunters, anglers and/or parks users, we realize a more realistic goal is to make citizens contacted through experiential education supporters of the CPW mission even if they never choose to participate as an outdoor recreationist. According to the 2010 census, 2.8 million citizens, or 56% of the 5 million total Coloradans, live in the urban/suburban 8-county Denver-metro area. It is vitally important that CPW continues to reach out to and educate the majority of citizens that do not have the inherent connection to the land while maintaining relations with rural communities.

State Parks and Wildlife's **traditional or formal education programs** have a strong connection with the Colorado Department of Education (CDE), school districts, schools, teachers and students. In 2009 the Colorado State Legislature enacted HB-1131, which created State Statute 24-33-109.5 - the Colorado Kids Outdoors Grants Program in the Department of Natural Resources (DNR) and State Statute 22-2-138 which created the state environmental education plan fund. This fund requires that CDE adopt an Environmental Literacy Plan in consultation with DNR. Staff from State Parks and Wildlife actively engaged with the non-profit Colorado Alliance for Environmental Education (CAEE) in drafting that plan. The draft Colorado Environmental Literacy Plan was handed off to the CDE in early 2011. With an Environmental Literacy Plan in place our State and our agency are eligible for Federal education funding once the "No Child Left Inside" legislation is enacted.

The **volunteer programs** at the Divisions of Wildlife and Colorado State Parks recruit and train volunteers to assist and enhance many agency functions: property maintenance, biological studies, customer service, host services, fish hatchery maintenance, administrative work, and as agency representatives at booths and educational programs.

Volunteers assist with core work functions at State Parks and Wildlife and constitute a huge supportive constituency in communities around the state. Many CPW programs would not happen or would be compromised without volunteer programs. In 2010, over 800 volunteers contributed more than 62,000 hours to the former Division of Wildlife, contributing more than \$1.3 million in labor (the equivalent of 29.8 full time employees). That same year, nearly 5,500 State Parks' volunteers contributed more than \$4.4 million in labor (the equivalent of 100 full time employees). For these and other reasons, volunteers will continue to make valuable contributions to our newly combined agency and should remain a high priority for CPW.

**Partnerships**, including "Friends of State Parks" groups, are increasingly important in our future. Our agency must find new ways to communicate with communities across Colorado. Partnerships are as varied as the state of Colorado and the programs CPW provides. Some partners provide programs, conduct volunteer projects and/or advocate for programs and issues. Others provide financial support to our programs, while others receive funding and materials from our agencies to reach the public. Creating and maintaining strong partnerships leverages the resources and may assist the agency in educating the five million citizens of our state.

The volunteer, education and interpretation programs in both State Parks and Wildlife inspire stewardship by engaging people throughout their life. With combined resources, we have a unique opportunity to enhance our services to the public while eliminating duplicated efforts and costs.

#### ***Colorado Division of Wildlife Volunteer and Education Resources***

There are currently 22 full time employees (FTE) in Wildlife focused on the volunteers and education core work areas (3 volunteer FTE, 19 education FTE). Eleven FTE are in the Statewide Education Section and 11 are distributed among the four regions. In addition to the 22 Volunteer/Education positions, 4 Assistant Regional Managers (ARMs) supervise regional volunteer and education functions, as well as other regional functions not included in the scope of this work group.

Wildlife's Education Section in Denver functions to provide programs and resources that are implemented at the field and region level. Regional staff provides direct support to the on-the-ground volunteers and field staff and also serve as the local conservation education experts. Volunteers are managed through Regional Volunteer Coordinators (2 full time positions, 2 half time positions), and project supervisors handle technical training and supervision. Beyond the education and volunteer staff members, employees across other Wildlife branches conduct education programs in schools and communities around the state.

Wildlife Education programs include angler outreach, educator outreach, hunter education, hunter outreach, wildlife viewing events, outreach events and booths, and partnership outreach. In 2010, as documented in the Wildlife Education Database, Wildlife personnel spent almost 12,000 hours conducting over 1,500 education programs to almost 113,000 participants.

Volunteer projects include wildlife conflict teams (Bear Aware, Coyote Crew, etc.), injured wildlife transport teams, aquatic and hatchery programs, hunting programs, outreach and education, viewing festivals, customer service support, property maintenance and enhancement, shows and information booths, wildlife surveys, and wildlife hosts at Hatcheries and State Wildlife Areas.



Partnerships between the public and private sector enhance experiential and traditional education programming at Wildlife. Examples include recruitment and retention efforts held in partnership with the Rocky Mountain Elk Foundation, Colorado Bowhunters Association, National Wild Turkey Federation, Trout Unlimited, B.A.S.S., etc.

### ***Colorado State Parks Volunteer and Education Resources***

There are currently two full time employees (FTE) in State Parks dedicated to volunteer and education program areas – one Statewide Volunteer and Education Program Manager, and one statewide Volunteer Resource Provider. The statewide program allocates funding for various state parks to hire temporary employees throughout the fiscal year to support local volunteer and education programs (approximately 34 temporaries annually statewide). Those statewide program-funded temporary employees connected with over 98,000 park visitors. Park staff manages field level volunteer supervision, project management, and park-specific training, etc. Two parks (Roxborough and Barr Lake) each currently have a “volunteer coordinator and interpretive programs specialist.” These two positions also provide some statewide support for training and other resources. Barr Lake’s position is also a “Ranger” position with additional park responsibilities. In 2010, as documented through annual surveys and State Parks’ reporting database, staff and volunteers reached nearly 765,000 of State Parks’ 12 million visitors (about 6 percent) through some type of personal I & EE program, demonstration, informal trail contacts or contacts in visitor centers.

Volunteers are mission-critical throughout State Parks, performing essential roles: administrative and maintenance tasks, educating visitors, providing customer service, leading of fellow volunteers, and leveraging financial support (Friends of Colorado State Parks groups).

Partnerships between the public and private sector are critical for successful education and volunteer programs and play a large role in park operations and functions. State Parks’ successful partnerships include various Friends groups, Volunteers for Outdoor Colorado, the Colorado Youth Corps Association, local youth corps, and the Colorado Alliance for Environmental Education. In addition, many local, state and federal partners help make events including Colorado Cares Day, National Public Lands Day, and other efforts possible.

### **Desired Outcomes**

- Increase participation in outdoor recreation, hunting, fishing, wildlife viewing and park visitation, by providing awareness events, wildlife/outdoor recreation education, skills-building classes and various public programs.
- Implementation of a fully integrated, consistent and effective CPW Volunteer Program.
- Environmental education training, outdoor experiences and materials are provided to serve staff, educators, education facilities and the public.
- Increased program support and capacity through effective partnerships as measured by the number of formal and informal partners, number of community-led events and activities.
- Natural resource management concerns and decisions are communicated to the public through education programs and content that supports the mission.

## Recommendation

The recommendation of the Transition Team is full integration of the Volunteer, Education and Partnership functions within 1-2 years of implementation. This recommendation eliminates 1 FTE and moves 2 FTE from Denver to positions within the regions. It decreases Denver staff from 13 to 10 employees and increases regional staff from 11 to 13 employees, in order to better support the increased workload and better serve the public with a larger variety of educational programming in state parks, schools, and other facilities. These changes in FTE are accomplished by: Fully integrating Parks and Wildlife education functions into one position; eventually transitioning Parks volunteer functions to regional volunteer coordinators, thus eliminating a “statewide” volunteer function; and reassigning the duplicated responsibilities of the State Parks Volunteer Coordinator position to existing staff.

The Transition Team recommends a decentralized structure with statewide positions reporting a “Conservation Education & Volunteer Section Manager” at “headquarters.” Statewide positions offer expertise and support regional positions, but do not set regional priorities, etc. Regional positions coordinate with statewide positions, but report to regional chains of command.

This proposal would create a Conservation Education & Volunteer Section in Denver with 10 centralized FTE:

- A Conservation Education & Volunteer Section Manager
- One Conservation Education Section & Volunteer Admin Assistant
- A Hunter Education Administrator (statute-mandated program)
- Two Administrative Staff (supporting hunter education)
- A Hunter Outreach Coordinator
- A statewide Education Coordinator (this position fully integrates the education functions currently performed by the Wildlife Education Coordinator and the State Parks Volunteer and Education Manager).
- An Outreach Events Coordinator
- An Angler Outreach Coordinator
- A Statewide Partnership/Web Coordinator
  - The Statewide Partnership/Web Coordinator position will focus primarily on Partnership/Web Development. This position will provide increased customer service and education projects on the web. This might include automated events registration or online hunter education card verification and replacement. It will also include Partnership Development, which some input suggested was poorly defined in the Work Group report. This position would develop and support Friends of State Parks CPW groups as well as partnerships with other independent partners, e.g., corporations, NGOs, etc. Successful education programs depend on the continuation of existing partnerships and the creation of new ones; strong, visible and on-going support from leadership within CPW. This position should be better defined and reevaluated after two years.

- For the first year, this position will develop an implementation plan to help merge the State Parks volunteer functions with the Wildlife volunteer functions. Much input questioned the value of the Statewide Volunteer coordinator, as many of the statewide functions can be divided between the regional volunteer coordinators. The Transition Team is not recommending a Statewide Volunteer coordinator position. However, due to significant differences between Parks and Wildlife volunteer programs, including administrative functions, such as databases and insurance providers, an organized effort to merge the two programs within one year is necessary. (Additionally, Wildlife has relied on recruiting individual volunteers, where State Parks coordinates with and relies on a lot of volunteer organizations, such as Volunteers for Outdoor Colorado, Mile High Youth Corps, AmeriCorps, Colorado Youth Corps Association, as well as recruiting individual volunteers.). Progressively, the statewide volunteer administration would be done through the regional volunteer coordinators.

This proposal converts two centralized FTE into two decentralized or regional FTE to support education programming in the field. In the regions, this proposal replaces regional Watchable Wildlife Coordinator positions with “Outdoor Programs Coordinators.” These positions will work closely with Park Managers to support existing public programming efforts, including natural and cultural interpretation, “how-to” skills classes, and leveraging wildlife viewing opportunities as a way to boost park visitation.

While we have defined positions, we expect that these positions leave the Assistant Regional Manager (or whoever supervises education in the region) with enough flexibility to provide educational programming consistent with statewide goals and messages, while meeting specific regional needs. Decentralized or regional education and volunteer function personnel include the following 13 FTE:

- The Northeast Region currently has 3 FTE dedicated to education and volunteer functions. This proposal increases FTE in the Northeast region to 4.
- Education Outreach Coordinator
- Volunteer Coordinator (Vacant)
- Education Coordinator
- An “Outdoor Programs Coordinator”
  - This position is newly created by reassigning the responsibilities of the State Parks Volunteer Resource Provider position to duties that are duplicated by existing staff and reallocating that position. This position would increase outreach efforts at a variety of outdoor events, including outdoor events including promoting “Watchable Wildlife,” viewing festivals, Colorado Birding Trail, community partnerships, public programming, and outreach at State Parks.

The Northwest Region currently has 2 FTE dedicated to education and volunteer functions. This proposal increases FTE in the Northwest region to 3:

- Education Coordinator
- An Outdoor Programs Coordinator (formerly the Watchable Wildlife/Volunteer Coordinator)
- A Volunteer Coordinator
  - This position is created by reassigning the statewide volunteer functions to the regional volunteer coordinators.

This proposal does not change the existing Southeast Region structure:

- Education Coordinator
- Volunteer Coordinator
- Outdoor Programs Coordinator
- Rural Education Coordinator

This proposal does not change the existing Southwest region structure:

- Education Coordinator
- Outdoor Programs/Volunteer Coordinator

### **Efficiencies and Enhancements**

- Eliminates one FTE and decentralizes two additional FTE, moving one to the Northeast region and one to the Northwest region. This is based on population percentages and Parks' visitation numbers in each region.
- By fully combining education and volunteer staff, CPW can provide unified messages in our education programs. These unified and broader messages allow our agency to diversify and broaden our constituency.
- Combining databases, collocating offices, sending one staff member to represent CPW in professional organizations and at meetings, etc. reduces duplicity and creates cost savings.

### **Measures for Success**

- The implementation of consistent policies, strategic planning, procedures and guidelines and standardized communication to volunteers and staff. Additionally we expect to see an increase in volunteer satisfaction, volunteer retention and hours and the number of staff who use volunteers. Customers that interact with volunteers will identify improved customer satisfaction. Staff will compile a single annual Volunteer Program Report of accomplishments and future priorities for volunteers, constituents and funders.
- Participation in CPW activities and the likelihood of participants in programs to continue participating, would be measured through surveys, sales of licenses and parks passes, and economic impact studies. We can also measure the number of employees and volunteers cross-trained as skills instructors (interpreters, angler education, hunter outreach/education, education facilitators.) and the increased quality, quantity and availability of programs, internal materials and best practices; consistent messaging. Success is also measured by: How close education programs align with State education standards, the amount of support for implementation of the environmental literacy plan, and the number of educators and students served.
- The number of self-sustaining Friends of Colorado State Parks groups and increased funding through donations, fundraising events and corporate donations. Surveys to determine how well our programming and information meet the needs of Colorado citizens.

## **Information Technology (IT) Considerations**

### ***Volunteer Database***

- There are two separate volunteer databases currently in use. A Samaritan Technologies volunteer database is being used by the Wildlife volunteer program and Civicore is being used by the State Parks volunteer program. Each program has spent considerable money adapting these databases to fit their particular needs. With full integration of the volunteer program, we recommend a thorough analysis of database form, function annual and initial programming costs before selecting a single database/company to best serve the needs of the integrated CPW volunteer function. Important aspects of the combined database include the ability for volunteers to apply on-line and provide basic demographic, skills, and interests' information as well as required screening. The database will also provide the means to: communicate with volunteers through selective and group email distribution as well as advertise, schedule, staff and track projects, events and volunteer hours for volunteer recognition and program reporting.

### ***SharePoint***

- Internal staff communication is a priority for fully integrated programs. SharePoint can house consistent best practices, forms, guides, manuals, online training resources, handbooks, presentations, and evaluation data for volunteer and education programs. (Volunteer coordinators and education coordinators will be responsible for posting user-friendly information on the site.)

### ***Web Content for Volunteer Web page/site***

- A Volunteer web page is necessary to recruit new volunteers and provide a gateway for existing volunteers and staff to access the database and other program information, including the electronic volunteer newsletter(s), strategic plan, annual report, and on-line orientation and testing materials.

### ***Web Content for Education and Viewing web pages***

- Education Web page is necessary to advertise programs such as hunter education classes, skills workshops, and other educational events. (It is important to note that positions dedicated to web content and overall web site maintenance will continue to be critical to our customers.)

### ***Web Content for Partnership Web Pages***

- Online resources and information for partners will be coordinated by the Statewide Partnership/Web Coordinator.

### ***Online Events Management System (OEMS)***

The OEMS is an electronic event and contact management system that is being tested in the Hunter Education Program. The system will streamline functions and provide staff time efficiencies for any event or class in which the agency currently takes paper registrations. Tracking student information is important for Federal Aid reporting purposes because the agency receives matching dollars for hunter education instructor hours and students trained. In addition to the uses for Hunter Education, the system will allow staff to create and track events, and will streamline coordination for events, freeing staff time. The system will also provide information to compare to the Total Licensing System's license information as well as provide a reliable way to measure if program participants are more likely to buy

hunting and fishing licenses in the future. The system can be used for State Parks events to streamline coordination activities. For any class or program that currently uses paper registrations at Parks, for example, boater safety, the system can lead to less staff time spent on coordination and cost savings.

### ***Wildlife Education Database***

Developed and implemented in 2006, the education database was designed to capture all Wildlife education efforts to track benchmarks and measure success. Additionally, the database captures monthly highlights for field personnel (DWM's, Wildlife Technicians, & AWMS's) in all 18 DOW Areas. With proper programming enhancement, the Wildlife education database can be modified to capture all pertinent education programs conducted in the new CPW agency. Consideration for expanded use of the education database should include both programming support and moving the database support mechanism that currently resides in the Southeast Region to the Denver Education Section.

### **Short-Term Considerations**

- The Transition Team assumes that there will be four regions to mirror Wildlife's current structure. In the event a different regional structure is selected, we recommend the staffing shown to distribute products and services among our constituency and workload among employees.
- While we realize efficiencies, cost savings and enhancements under this alternative, it is likely that the workload of the four regional education coordinators will increase. In addition to their traditional functions, regional education coordinators will support their local state parks with equipment, materials, and cross-training opportunities. These additional responsibilities may be mitigated by having regular, appropriate facilities with dedicated staff and volunteers that many state parks provide for educational opportunities like fishing clinics, outdoor skills events, hunts, wildlife viewing, and outdoor recreation. Further, these additional responsibilities may be mitigated by shifting some statewide staff to the regions with programmatic support provided by statewide staff.
- The success of this program relies on full staffing structure to support a fully integrated program and continuing GOCO funding.
- Currently, the State Parks Education and Volunteer Manager provides oversight for the Colorado Youth Corps Association Contract. The Transition Team's recommendation takes the function away and assumes one youth corps contract manager / administrator located in CPW's Human Resources & Training Section.
- Initial priorities of the Partnership/Web Coordinator position are working with partners on recruitment and retention of hunters, anglers, wildlife viewers and outdoor recreationists. If a Partnership Grant Program is funded, existing administrative support within the Education Section is adequate initially.
- Internal procurement processes are different in each agency. As it impacts purchasing food or supplies for volunteer and education programs, the work groups recommends consistent internal procurement processes.

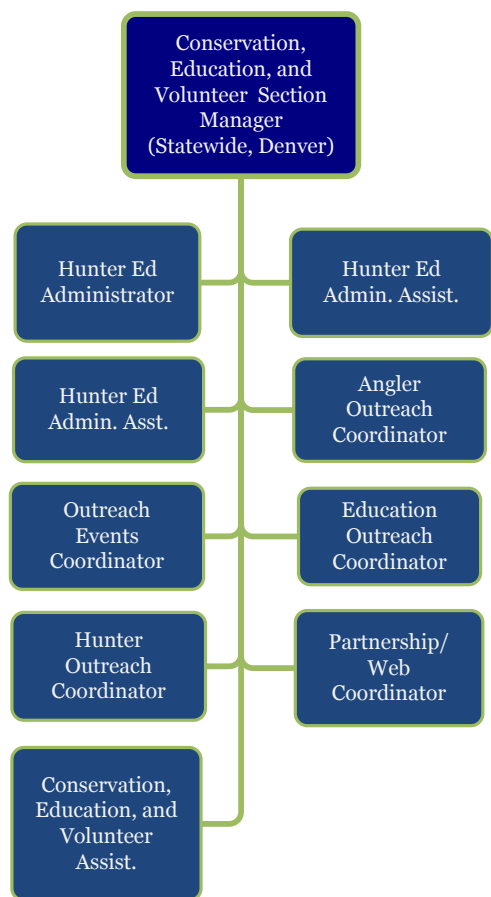
## Long-Term Considerations

- This is an opportunity for the CPW Volunteer and Education Program to be a model program. With recently reduced staffing levels and budgets, education and interpretation programs and events will continue to rely heavily on volunteers.
- The Statewide Partnership/Web Coordinator position will help merge the State Parks volunteer functions with the Wildlife volunteer functions. There are significant differences between Parks and Wildlife volunteer programs.
- Partnership development will help leverage resources to expand our outreach capacity, conserve our Parks, and create stewards of State Parks and Wildlife. Currently, neither State Parks nor Wildlife has formal partnership programs or resources for administrative support for the program, especially if there is a grant component. This program will need to be built from scratch and will take time to implement.
- It is important to begin discussion with GOCO now to discuss future funding framework to support the integrated program as a successful and sustainable CPW volunteer and education program requires a long term, stable source of funding.
- Situational hiring, transfer of employees from other agencies and management-decision restructuring has lead to both agencies having significant inequities in position classification, workload and salary. These inequities are likely to be highlighted and possibly exacerbated by the merging of the agencies. Managers will need to have the ability to address these inequities for organizational success.
- Components of Boater Safety, Snowmobile Safety, and OHV Safety education could potentially be supported by the headquarters Education Section in the future, using the Education Section's Online Events Management System and providing some cost savings.
- Currently, there is no staff support for social media efforts. Education, volunteer and partnership efforts could benefit from social media.

## Organizational Considerations

The Transition Team recommends reducing the 13 "Statewide" positions of Parks and Wildlife to 10 and Increasing "Regional" positions from 11 to 13 to provide more education and volunteer resources at the field level while still providing support at the statewide level. This results in the elimination of 1 FTE. Regional Watchable Wildlife Coordinator positions have been renamed Outdoor Programs Coordinators.

**Figure 8. Conservation, Education, and Volunteer Section Organizational Structure**



### **Parking Lot Issues**

It is worth noting that situational hiring, transfer of employees from other agencies and management-decision restructuring has led to both agencies having significant inequities in position classification, workload and salary. These inequities are likely to be highlighted and possibly exacerbated by the merging of the agencies. Managers will need to have the ability to address these inequities for organizational success.

The Colorado Youth Corps Association contract currently has a State Parks contract manager and a Wildlife contract manager. Because the program is primarily a work program, the Transition Team recommends the Human Resources Section handle the contract early in the merger process and the contract management portion be handled by a single point Coordinator.

Internal procurement processes are different in each agency. As it impacts purchasing food or supplies for volunteer and education programs, the Transition Team recommends consistent internal procurement processes. This is an overarching issue that is not limited to only affecting the Volunteers, Education and Interpretation section.



Social media efforts currently do not have dedicated staffing support to manage these valuable recruiting tools. An approach to resolving this delinquency should be considered to enhance volunteer, partnership and recruiting opportunities available through these emerging media sources.

## **WATER, REAL ESTATE, & GIS**

### **Work Scope**

The scope of work for the Water, Real Estate, and GIS Work Group was to offer alternatives for consideration that integrate and align the employees and functions of the Water, Real Estate and GIS groups from State Parks and Wildlife's Resource Support Section. The overall intent is to maintain or improve the core work functions of State Parks and Wildlife Water, Real Estate, and GIS professionals and to allow these staff to provide the same or better levels of products and services to the public and the agency.

The scope of work is limited to positions and units that are directly considered through these alternatives. Within State Parks, the positions considered are supervised by two different Assistant Directors. The Real Estate and GIS positions are under Statewide Programs and Support Services, managed by the Assistant Director for Statewide Programs and Support Services, and the Water position is under Field Operations and Capital Development, managed by the Assistant Director for Field Operations and Capital Development. Within Wildlife, all three units are under the Resource Support Section, and are managed by the Section Supervisor, who is supervised by the Assistant Director of Wildlife Programs. This work group's efforts were framed by the primary assumption that the existing functions provided by the above positions are necessary to meeting the goals and missions of the merged agencies.

### **Background on the Work Function**

**Water** – The State Parks and Wildlife Water Resources programs share common work functions. Both former agencies are responsible for the acquisition, development and protection of water resources and water rights to accomplish management goals at individual properties including state parks, state recreation areas, state wildlife areas, state fish hatcheries, and at reservoirs (either those owned and/or constructed by the agencies or those owned by other parties where the agency has an interest or management responsibility). Although there are shared work functions, the functions were conducted under two separate agency missions.

**Real Estate** – The State Parks and Wildlife Real Estate programs share common work functions. Program staff manage their budgets; participate in internal agency decisions regarding property transactions (fee and non-fee; acquisitions and dispositions); maintain historical records of real estate transactions (hard files and electronic copies); maintain a database for tracking old and current real estate projects; prepare and present project proposals and other real estate issues to the Parks and Wildlife Commission and the Capital Development Committee for approval; meet with other agencies on real estate matters; manage annual Payment in Lieu of Taxes (PILT) payments to counties where land is owned in fee; negotiate real estate transactions with landowners and other non-agency parties; draft and review transactional documents; hire and review the work of outside contractors who perform necessary due diligence such as appraisals, surveys, title research, and closings. Additionally, both programs are responsible to maintain Department of Regulatory Agencies (DORA) certification to hold conservation easements and to be involved in the easement monitoring work necessary to maintain the certification.

**Geographic Information Systems (GIS)** – The main work function of both the current State Parks GIS group and the Wildlife GIS group is the collection, standardization, maintenance and dissemination of datasets and numerous background layers. For State Parks GIS this means park boundaries, trails,

facilities and roads, while for Wildlife GIS the focus is species activity mapping and boundaries of the former Division of Wildlife properties and infrastructure. The groups support the majority of the GIS needs of the division and regularly conduct training to ensure staff stays current with rapidly changing technology. GIS data, analysis and technical support are provided to the field, other statewide programs, and the public. Both State Parks and Wildlife conduct property boundary mapping to refine boundaries. Program staff manages and maintains several statewide background datasets and layers such as aerial imagery, digital elevation models, vegetation, streams and roads. They gather data from local, state, and federal government and non-governmental organizations, and participate in data sharing agreements. Other shared work functions include the creation and enforcement of data standards, maintenance of a central GIS database, software purchasing, license tracking, software and hardware upgrades.

### **Desired Outcomes & Measures for Success**

#### ***Water***

- Reduced frequency of cost overruns in the legal services area.
- The Parks Water Resource Program (PWRP) manager and park managers will have more time to work on strategic projects due to the assistance provided by the Regional Water Use Specialists (RWUS).
- Routine water resource projects on state properties will be completed by existing staff.

#### ***More efficient conflict resolution regarding water use for recreation and water use for habitat and wildlife enhancement. Real Estate***

- Transactions (property acquisitions and dispositions) are worked on by all staff regardless of genesis of request (State Parks or Wildlife).
- All real estate data are maintained in a single database and physical files are in a single physical location (vault).
- All conservation easement reporting are completed through a single database (Easement Monitoring System) and completed as a single agency in compliance with DORA certification requirements.
- All PILT payments are made through a single electronic process to each affected county.
- All active projects utilize the same review, decision making, and approval process.
- A comprehensive mineral inventory will be completed statewide.
- All term agreements are processed and managed as a whole.
- Responsibilities among staff will be distributed to effectively process workloads.

#### ***GIS***

- CPW has access to GIS data over the internet.
- GIS software licenses are consolidated on a single server for all agency personnel.
- Staff training for use of GIS software.
- CPW is equally served.

## **Recommendations**

### ***Water***

This recommendation assumes any budgetary, accounting and time keeping issues relating to diversion of funds are resolved by others. The existing PWRP, the PWRP manager position and the PWRP functions are effectively moved and integrated into the existing Wildlife Water Resources Unit (WWRU) to form the new CPW Water Resources Unit (CPWRU) under the Statewide Resource Support Section (SRSS). The State Parks water program becomes a stand-alone statewide program coordinated and directed by the former PWRP manager position as a component of the WRU. The existing WRU currently has a number of similar statewide programs (the In-stream Flow Program, the Water Quality Program, the Drought/Climate Change Program and the Legal Services Program) with coordinators. The former PWRM position is supervised by the WRU manager.

This recommendation integrates the WRU programs in the following ways. First, the WRU Regional Water Use Specialists (RWUS) will review water court resumes with the added 44 state park properties and their associated water rights in mind. When water rights activities appear to have potential impacts to property water rights, they will engage the legal coordinator who will work closely with the PWRP manager to take the necessary steps to protect those water rights from injury. Second, the RWUSs will work closely with local park managers (just as they did pre-merger with the local wildlife managers), to coordinate responses to requests for information or official comments on proposals and cover local water user and water-related meetings (IBCC BRT meetings, etc.). The point of contact for State Parks field personnel can be either the PWRP manager or the RWUS's; the point of contact for Wildlife field personnel will remain with the RWUS. Third, the RWUSs are available to assist the PWRM with routine tasks (such as site visits for support of well permit applications, etc.).

In addition, all systems (databases and inventories) used for the management and maintenance of all information (legal documents, use records, tabular data, and spatial data) used to manage and protect Division owned or controlled water, water rights or interests in water are fully integrated over time. Further, this recommendation continues to utilize other field and regional staff members (outside the RWUS's) as they were prior to merge to assist the water resource managers with collection of on-site water use data, attending local water users meetings, IBCC BRT meetings, etc.

### ***Real Estate***

This recommendation assumes any budgetary, accounting and time keeping issues relating to diversion of funds are resolved by others. The existing State Parks Real Estate Program (PREP), manager position and the PREP functions are effectively integrated with the existing Wildlife Real Estate Program (WREP), WREP staff and WREP functions to form the new CPW Real Estate Program (CPWREP) under the SRSS. The CPWREP will be organized into two new operational units.

These units are: Real Estate Transactions (RET) and Real Estate Asset Management (REAM). Each unit has a supervisor. Each Unit will need a supervisor position to oversee and supervise the new unit functions and staff. The former PRP manager position becomes a real estate specialist within the RET unit and the former WREP real estate specialist positions are distributed between the RET and REAM units. All real estate specialist positions within their respective units will then be available to work on both state parks and wildlife projects.

Should the RFP process begin to include all properties, all RET unit real estate specialists will be available to work on all RFP projects, regardless of funding, use of property, etc. as well as assist all CPW field operations staff with transactional real estate resource issues and projects. Similarly, all REAM real

estate unit specialists are available to work on all of the real estate asset management work (*Mineral Inventory, Asset Information Management System (AIMS), EMS, PILT, Lease Asset Management*) of CPW.

The databases, inventories and PILT payment structures and processes of each former agency will be combined, operated and managed under a single set of systems for the new CPW. Files and data will be maintained together. All REAM unit real estate specialists are available to work on the requisite database, inventory and PILT work of the new unit. Conservation Easements (CE's) will continue to be monitored according to DORA requirements and former State Parks' field staff will be trained to utilize and operate the EMS system for CE monitoring. All REAM staff will be trained to work with CPW field staff.

Strategic planning of habitat protection and property acquisition needs, identification of habitat and properties, and funding will be performed by others in collaboration with the SRSS.

### ***GIS***

This recommendation assumes any budgetary, accounting and time keeping issues relating to diversion of funds are resolved by others. The Transition Team recommends the GIS services are fully merged and functions are divided among various staff members within the former Wildlife GIS Unit under the SRSS. The current State Parks FTE position (biologist) which spends 1/3 of his time managing the State Parks GIS is recommended to be moved and located within the Habitat Conservation and Resource Stewardship Program within the Terrestrial Section of Wildlife Programs (see Biologist and Scientists section).

## **Efficiencies and Enhancements**

### ***Water***

- Reduced reliance on paid consultants
- Centralization of legal coordination
- Reduction of travel costs by the PWRP Manager to address water issues for State Parks' facilities.
- Being organizationally situated in the same work unit allows for more efficient use of time for the required communication, coordination, and collaboration which occurs when managing water issues/projects.

### ***Real Estate***

- Transactions are worked on by all staff.
- All term agreements are managed as a whole, regardless of use of property.
- This recommendation divides the large workload and diverse operational work functions by separating the work into two teams whereby the work functions can be managed more effectively and efficiently.
- All project funding and budget work is completed by others allowing for more time to be spent on actual real estate work functions.

### ***GIS***

- All GIS work functions and data of CPW would be located within a single unit.

- Eliminates duplication of effort and establishes consistent data standards.
- All GIS products and services will be delivered in a consistent and coordinated manner.
- Realize a savings of up to \$28,000 by consolidating GIS licenses and negating the need to purchase duplicate software.
- All software license administration and hardware/software support is integrated.
- All CPW benefits from the skill set contained within the GIS Unit.

## **Potential Measures of Success**

### ***Water***

- Fewer cost over runs in the legal services area.
- Potential reduction of need for outside contracting services due to increased in-house expertise and sharing of work load.
- Further the knowledge and cross-training of water specialists.

### ***Real Estate***

- All CPWREP data is maintained in a single database (e.g. CAMS) and physical files are in a single physical location.
- All CE reporting for CPW is done through a single database (EMS) in compliance with DORA certification requirements.
- All PILT and Impact Assistance Grants payments are made through a single electronic process and with single electronic payments made to each affected county.
- All PWRE active projects are managed similarly, through the same database (e.g. RAPID) and brought before project authorities utilizing the same process and set of authorizing requirements.
- Mineral Inventory will be comprehensive, covering all CPW assets in any given county.

### ***GIS***

- Implementation of a Spatial Database Engine whereby CPW has access to GIS data over the internet.
- Consolidation of floating GIS software licenses on a single server for all agency personnel.
- Establishment of a GIS software training schedule for CPW staff.
- Complete all staff training for use of GIS software.
- All GIS data is merged and housed in a single place.

## **Information Technology (IT) Considerations**

### ***Water***

None

### **Real Estate**

Merger of RAPID, AIMS (including EMS) to add State Parks data, and web page merger of real estate issues will require significant IT support.

### **GIS**

Need to meet connectivity/bandwidth requirements for moving at least 4TB from DNRDENGIS server at 1313 Sherman to a Wildlife server at 6060 Broadway.

## **Short-Term Considerations**

### **Water**

Integration will require a workload examination and evaluation to ensure CPW water resource projects and issues are prioritized and assimilated into the new work unit. During this evaluation, all attempts will be made to minimize existing project delays, elimination and/or downsizing.

***It is imperative the Resources Support Unit coordinates and communicates laterally within Wildlife Programs, Field Operations, and Statewide Programs and vice-versa to ensure efficient and effective delivery of CPW's mission. CPW leadership must recognize wildlife, wildlife habitat, and recreation-related water interests can be unique and striking a balance between these interests, which often compete and/or conflict with one another (i.e. Arkansas River Flows), is paramount to the success of the agency's mission. Decisions which strike a balance should be documented in internal policies, documents, and/or agreements to provide clear direction to WRU staff.***

***An outside independent review of the work load, work productivity, staffing model, and use of independent contractors/consultants should be considered to further examine the effectiveness and efficiency of the WRU.***

### **Real Estate**

Integration will require a workload examination and evaluation to ensure CPW real estate projects and issues are prioritized and assimilated into the new work unit. During the first several years, work unit training will be integral to achieving maximum efficiency. During this evaluation, all attempts will be made to minimize existing project delays, elimination and/or downsizing.

### **GIS**

Integration will require a workload examination and evaluation to ensure all CPW GIS projects and issues are prioritized. During this evaluation, all attempts will be made to minimize existing project delays, elimination and/or downsizing.

## **Long-Term Considerations**

### **Water**

Integration will require an on-going workload examination and evaluation to ensure CPW water resource projects and issues are prioritized and assimilated into the new work unit. During this evaluation, all attempts should be made to minimize existing project delays, elimination and/or downsizing.

Merge of information (water inventory/portfolio) and data management systems will take time to merge into one common system.

***It is imperative the Resources Support Unit coordinates and communicates laterally within Wildlife Programs, Field Operations, and Statewide Programs and vice-versa to ensure efficient and effective delivery of CPW's mission. CPW leadership must recognize wildlife, wildlife habitat, and recreation-related water interests can be unique and striking a balance between these interests, which often compete and/or conflict with one another (i.e. Arkansas River Flows), is paramount to the success of the agency's mission. Decisions which strike a balance should be documented in internal policies, documents, and/or agreements to provide clear direction to WRU staff.***

***An outside independent review of the work load, work productivity, staffing model, and use of independent contractors/consultants should be considered to further examine the effectiveness and efficiency of the WRU.***

### ***Real Estate***

Integration will require an on-going workload examination and evaluation to ensure CPW real estate projects and issues are prioritized and assimilated into the new work unit. All databases will have to be modified in order to fully integrate all CPW assets. There will also be costs associated with training both real estate and field staff as the end users of a number of these databases.

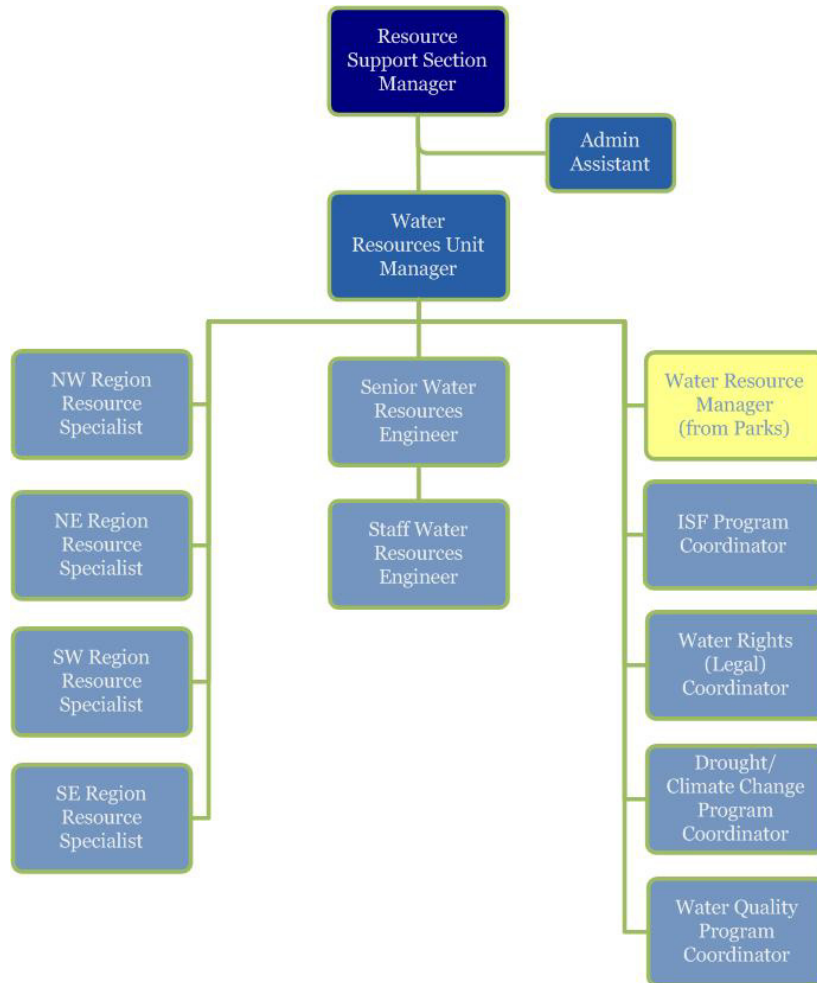
### ***GIS***

Integration will require an on-going workload examination and evaluation to ensure all CPW GIS projects and issues are prioritized. During this evaluation, all attempts will be made to minimize existing project delays, elimination and/or downsizing. With CPW's existing and increased reliance on GIS services, this recommendation assumes one additional FTE in the GIS Unit be established over time in order to maintain and increase capacity to offset the moving and relocation of the former State Parks GIS position within the Habitat Conservation and Resource Stewardship Program within the Terrestrial Section of Wildlife Programs (see Biologist and Scientists section).

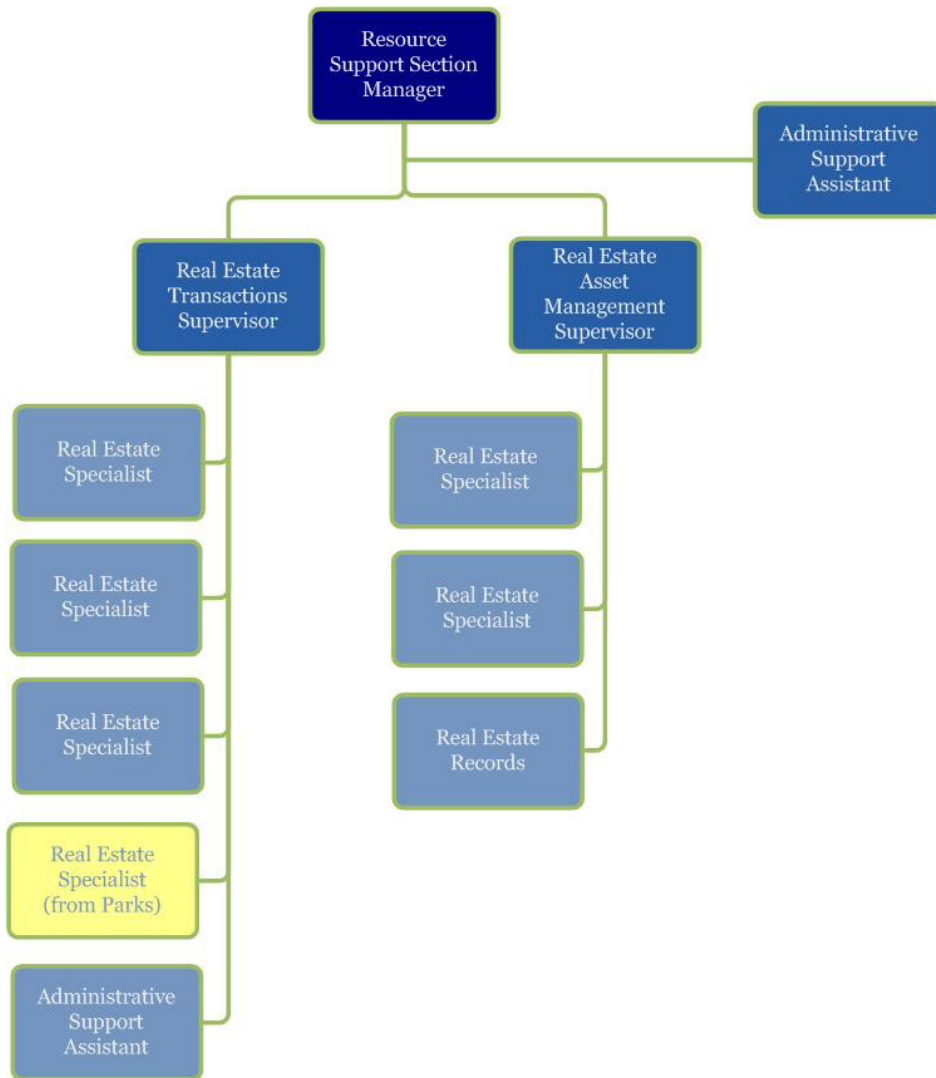


## Organizational Considerations

### Water



**Real Estate**



**GIS**

GIS Unit remains under the SRSS with no changes to existing organizational structure. GIS parking lot issue identified below would add one additional position to the existing organizational structure.



**Parking Lot Issues**

**Water**

None

**Real Estate**

Completion of the AIMS project and associated data entry.

**GIS**

With CPW’s existing and increased reliance on GIS services, the Transition Team recommends one additional FTE be added in the GIS Unit in order to maintain and increase GIS capacity. The FTE addition is/will be needed to offset the additional workload created by moving the former State Parks GIS/Forestry/Stewardship position to the Habitat Conservation and Resource Stewardship Program within the Terrestrial Section of Wildlife Programs (see *Biologist and Scientists* section).

## IV. CONCLUSION

The merger of Colorado State Parks and the Colorado Division of Wildlife represents an historic proposal with wide reaching ramifications. Colorado's outdoor resources form the very fabric of our state's self image. The role that Colorado Parks and Wildlife will play in the quality of life and environment is critical to the citizens we serve. The success of the merger is essential if we are to provide the services necessary to serve the current and future needs of the state.

The staff, the Work Group members, and the Transition Team would like to thank Executive Director Mike King, C.O.O. Kim Burgess, Director Rick Cables, and the Parks and Wildlife Commission for giving us the opportunity to have input on the merger process. We understand that as employees we "have the right to be heard but not the right to prevail." By allowing the input of the staff and taking the comments in this document seriously we feel like we are a part of the process and we will all work hard to make this effort a success.

As a Transition Team we have tried to find practical and attainable solutions to the challenges presented by the merger. We have recommended that we keep Park Rangers and District Wildlife Managers separate and we have recommended leaving the Biologists organized under Wildlife Programs. We have encouraged the staff in Financial Services to develop clear methods to keep funds separate so we can avoid issues of diversion. We have also recommended that we move towards a staffing model that minimizes bureaucracy and keeps decisions close to the product and the resource. We have made it clear that both parks and wildlife issues must stay in the mix of important discussions and all staff members need access to decision makers.

We have recommended many things that are not common in other merged states. We recommend collocating region offices and having common region boundaries for both parks and wildlife. We have recommended fully integrating several key programs such as Financial Services, Capital Development, Water, Real Estate, Law Enforcement, Education, Marketing, and Volunteer Management. We have also recommended a merged Director's Staff model that will help us work as a team. There has been an effort to explore the concept of a fully functional region. To do this we have championed a hybrid structure where the headquarters provides central structure but the regions manage the people that are putting the projects on the ground. All of these concepts have resulted in significant savings in FTE and are expected to lead to a more efficient and effective agency.

Having said all of this, the Merger Implementation Plan is intended to be a framework, and by design not every detail is presented. It was the desire of the Transition Team to produce a document that was simple and concise, so that everyone would have the time to read the proposals. Many people have provided feedback throughout the process and this has been incredibly valuable to our team. We respectfully submit this Merger Implementation Plan with the full expectation that our new merged agency will be a great success. Clearly, the selection of future leadership staff is the next important step in the process. We plan to support our leadership during the implementation phase of the merger. During this time we will continue to deliver quality services to the public and ongoing protection of the resources we all value.

## **V. APPENDICES**

**APPENDIX A. PUBLIC COMMENT 7-12-11**

**APPENDIX B. EMPLOYEE INPUT 7-12-11**

**APPENDIX C. PUBLIC COMMENT 8-3-11**

**APPENDIX D. EMPLOYEE INPUT 8-3-11**

**APPENDIX E. PUBLIC COMMENT 12-29-11**

**APPENDIX F. SUMMARY EMPLOYEE INPUT 12-29-11**

**APPENDIX G. KEY THEMES FROM EMPLOYEE INPUT 1-25-12**

**APPENDIX H. JOINT MEMORANDUM FROM BIOLOGIST & SCIENTIST WORK GROUP MEMBERS  
AND FIELD OPERATIONS WORK GROUP MEMBERS**



## **APPENDIX A.**

### **COLORADO PARKS AND WILDLIFE – TRANSITION PROCESS**

#### **COMPILATION OF PUBLIC INPUT**

**JULY 12, 2011**

Would like to see DOW areas open to recreational activities and State Parks open to hunting and fishing. The new board should include members with interests in both areas (recreation and hunting/fishing)

Go through with the merger, it will save money. Looking forward to more open boat ramps on Lake Pueblo.

State Parks pass should provide access to all parks and all park facilities. More State Parks need to be open to hunting. Don't make State Parks as complex as hunting regulations.

This is a bad idea; it will result in hikes in license fees with no added value for sportsmen. Sportsmen will be picking up the slack for Parks not making revenue.

Hopefully the merger will help with enforcement. There are too many problems with poaching and motorized vehicle use and there is no enforcement to stop it. Please form a law enforcement committee. Teach the public users to identify violations and offer individuals part of the fine if they help report a violator.

Do not put hunting/fishing fees toward Parks expenses.

The Agency's mission is confusing since the two agencies have differing missions. Politics are being inserted into the merger in favor of the party in power. There is conflict of purpose rather than unnecessary duplication between the agencies. This will hamper the diverse purposes of both agencies rather than promote effectiveness. The DOW is self-supporting and it will sabotage its effectiveness to merge it with struggling Parks, if it's not broke don't fix it.

DPW's priority should be wildlife. This will encourage more youth to spend time in the "wild" which will in turn, through fees and licenses, allow Colorado to protect more wildlife.

Make Antero Reservoir a State Park. It is a great resource but there is no enforcement so people aren't following fish limits or regulations. The merger should focus not just on cuts but on ways to enhance revenue and one example is making Antero a State Park.

This is a bad deal, its only purpose is for Parks to tap into DOW's money. Drawing down DOW money will not help Parks and will hurt DOW. Dissolve the merger and have Parks copy what DOW is doing correctly

It is disconcerting that this may be a step toward taking fees raised by outdoor use (hunting/fishing licenses and parks fees) and applying them toward non-outdoor related management. He is in favor of the merger as long as the funds don't go to other division and the merger provides more opportunities for outdoor recreation without extra fees.

The merger is a bad idea. The DOW is funded by license sales and it is unfair to give that money to Parks. It would cost too much to design and outfit officers and Park persons. It will cost too much to reprint all the paper work for the new division. It will cause confusion with sportsmen as to who is in charge.

The DOW has already failed on a number of issues and joining it with Parks will not help. There are already too many obstacles mounting against hunters (license costs, private landowner lockouts, etc.). Giving DOW money to Parks will not help with anything. More bureaucracy will further decimate hunters which provide valuable income for the state.

This is a good idea, glad they are under one roof.

Colorado State Parks Passes should function like the Golden Age Pass where you only need photo id to be admitted at all Colorado Parks and it is not limited to one vehicle.

Bad Idea

In the merger please don't reduce the number of "civilian facing positions." They had a good experience with a DOW officer helping them out and what that kind of service to continue.

Keep the budgets separate. Hunting and fishing license fees should not be used for Parks.

To ensure fair representation, there should be one outdoorsman selected from the four areas (NW, SW, NE, SE) of the state to serve and the commission alongside the governor's appointees.

This will only create chaos, in total disagreement.

Parks should take tips from DOW, they are customer friendly.

This is a bad idea to use sportsman's fees to support Parks. There needs to be an independent auditor (someone from the Hickenlooper administration is not acceptable) to make sure the funds aren't mixed.

Parks has caused their own problems by not being friendly or helpful. If this merger goes through there is worry that the unfriendly Parks people will block useful and necessary joint public-DOW projects such as cold water fishery restoration

The state takes all the money that Parks makes. If there is a merger both DOW and Parks will be broke because the State will take the money.

This merger could create problems with enforcement. The DOW rangers are better trained than the Parks rangers. It would not be good for DOW rangers to have to pick up slack for Parks rangers and it would be worse to have Parks rangers handling DOW enforcement that they are not prepared for. Also, hunting areas shouldn't be shut down just because they can't be patrolled.

Hunting and fishing money should not go to a failing Parks department. He will not hunt or fish in Colorado if DOW money goes to Parks and he will tell his buddies not to as well.

The two divisions worked fine on their own and don't really have much to do with each other. Don't use hunting/fishing license money for Parks. It is a bad idea to have DOW employees being asked by the public about unfamiliar Parks topics and vice versa.

Parks rangers and North Sterling Reservoir seemed to be more concerned with writing tickets than customer service. The state requirements on concessionaires are too onerous.

Don't do the merger. Hunting fees should go to DOW only. Parks officers cannot be expected to do DOW work. There is no duplication in the divisions. A former DOW person must be in charge.



Make sure the merger does not jeopardize federal aid dollars. Make sure the merger does not hamper sound conservation practices and nature use. Ensure through policy, management and a sufficient number of employees that nature-based recreation will be promoted and conservation be improved.

The merger will only serve to divert hunting/fishing license fees to Parks and will harm wildlife management and stewardship.

The mission statement should include: educating on the value of wildlife, land preservation and management, the value of recreation in State Parks, and preserving wildlife, wild plants and state lands. The board should be modeled after the DOW 11 member model with stipulations to meet any Parks issues that are not addressed. DOW and Parks boards are duplicative. DOW wildlife managers are already overstretched so Parks rangers could be trained in DOW affairs to ease the burden. Upper level management should be combined to eliminate bureaucracy. Make sure that DOW's work isn't diminished by an inevitable budget battle between DOW issues and Parks management. Make sure other recreational users are favored at the expense of hunters.

For the mission statement, combine the mission of the two divisions; make sure it mentions protection, preservation and management for the people, and that it is the policy of the state to provide the greatest possible wildlife and outdoor recreational opportunities. For the new board: stay with 11 members from the districts used by the old Wildlife Commission. Combine some functions such as accounting, IT, and fleet maintenance; licensing, boat/OHV registration and campground reservation could be combined. Combine some offices. Saving can be had in training enforcement officers from both divisions to be able to do DOW and Parks work. Have the Division Director hire two people to be field officers on both the Parks and DOW sides to make sure things are implemented on the ground level.

Don't let Parks take money from hunters.

Don't let Parks take hunting/fishing license fees. Make sure that Pittman Roberts funds (to purchase habitat, improve gun ranges, etc.) stay with DOW. Make sure the DNR doesn't press anti-gun rhetoric on DOW.

Stop ignoring eastern State Parks such as John Martin Reservoir and Bonny State Park. Why is the water so low in these reservoirs?

The mission of the DPW should include: enhancing, managing, preserving, etc. wildlife and recreation in public trust for Coloradans and visitors. The board should consist of at least one member whose primary constituency concern is fishing for every other member of a different constituency concern. There is opportunity for efficiency in dual construction of foot bridges instead of leased access etc. He also has a proposal that he wants distributed at the next meeting that would combine Oregon law on stream access clarification with Montana law on public bridge access.



## **Appendix B.**

### **Colorado Parks and Wildlife – Transition Process Compilation of EMPLOYEE Input**

**JULY 12, 2011**

For contracts, vendors, etc. it would be useful to have via one department wide e-mail:

- the exact name of the new division
- the exact name of the Commission/Board
- the abbreviation (DPW?)
- how the new director wishes to have his name printed
- the correct mailing address

The mission should include: it is the policy of the state to wildlife and its environment be protected, preserved, enhanced and managed for Coloradans and visitors; it is a policy to provide the greatest possible wildlife and outdoor-related recreational activities; to do so there will be continuous acquisition of lands, habitats, waters and facilities.

The board should be a 13 member board appointed by the governor with 11 voting members and 2 ex-officio members from the DNR and State Agriculture Commission. There should be at least 1 member from each of five districts that are grouped by county (county specifics are in the e-mail and can be provided if desired). Different areas of expertise must be represented including but not limited to: agriculture, municipalities, non-profits, sportsmen, wildlife organizations etc. The members should serve four year terms with no more than 6 from one political party.

There is a possibility of efficiency if the public can purchase all DPW products and services in one place. There should be one Assistant Director of Support Services. The Field Ops Assistant Manager should only supervise regional managers. Contracts that overlap should be handled by one contract manager. CYCA and employee recruitment should be handled out of HR.

Raise public awareness of the merger and the need to get people outdoors. Make the merger process transparent to all employees, especially if one group will be affected more than others.

Keep in mind that much has already been squeezed out of state employees and the solution of consolidating departments may not result in increased efficiency since workers have already taken on as much extra as can be expected of them.

For the mission: just mesh the two missions together, something about enjoyable and inspirational outdoor and wildlife experiences.

The board should be a 9 member board with 5 from each district and 4 at large positions spanning wildlife areas such as finance, environmental background, and legal.

There is duplication in heavy equipment, property management, fleet vehicles, and safety training.

Effectiveness can be found through joint advertising.

There should be an update of staff lists and some mandatory meet-and-greets so the divisions can become familiar with one another.

The 9 person board is a good idea with at least one rep from each of the 5 districts and 4 of a distinct background.

Make sure that redundancies in things such as HR and IT are addressed without creating cuts that could be harmful. It may be necessary to keep some services separate.

Efficiency could be gained if geography is considered especially when talking about deliveries.

Reach out to Coloradans to make sure we haven't alienated them in this process.

Have Parks and DOW people get together to understand the nuances of each job.

For the mission: there should be preservation language. Also talk about how DPW should be leaders in safety, conservation, education, etc.

The Board should have 5 voting members, each from one of the five districts, appointed by the governor and 4 ex-officio members from the DNR, State Ag Commission, Parks representative (as voted by Parks employees), Wildlife rep (voted by Wildlife employees). There should be 4 year terms with two terms max and no more than 3 people of the same political party.

There could be efficiencies in simplifying the types of Parks passes that can be bought. Non-specialized functions (pass and license sales, etc) can be easily done by an employee from either department while field work cannot.

Manage expectations and reduce fears internally.

The mission should have language about DPW personnel being leaders in stewardship and education.

The board should be 13 members appointed by the governor and approved by the Senate. Eleven members will vote with the 2 ex-officio members being the ED of the DNR and the State Ag

Commissioner. There must be equal representation for Parks and Wildlife and good representation of all outdoor groups (conservationists, OHV users, hunters, etc.).

For duplication, there could be a reduction of about 15% in HR, IT, Legal, Accounting, Planning, and Engineering, cutting these departments in half is too drastic. Reduce the top administrative levels (i.e. there is no need for two EDs). Look for duplication in regional offices. Let all DPW sell Parks passes or hunting/fishing license with the ability for cash registers to itemize to keep things separate financially. Heavy machinery can be consolidated between the divisions.

All DPW offices should sell products from both areas, i.e. Parks passes and hunting licenses. Parks should make accommodations for Hunter Ed Classes.

The mission should include language about preservation and utilization and that the goal is to share Colorado's heritage.

The board should be representative of each area of the state and each user group (i.e. hunters, conservationists, historic preservationists, etc.)

There could be shared equipment between the divisions such as snowmobiles and tractors. There could also be overlap in patrol.

There could be more efficiency in examining job class code and their associated duties and pay scales.

Try to be objective in the process and not tied to the outcome. It would be helpful to try and get employees to stop being so territorial.

The words Protect, Preserve, and Enhance need to be in the mission statement. It is important to recognize we are protecting Colorado's resources for Coloradans now and in the future.

There need to be an effort to train Parks in DOW fields and vice versa. There also must be a level playing field as far as educational requirements and pay scale.



## **APPENDIX C.**

### **COLORADO PARKS AND WILDLIFE – TRANSITION PROCESS**

#### **COMPILATION OF PUBLIC INPUT**

**AUGUST 3, 2011**

On July 1, 2011 stakeholders and members of the public were asked for their input with regard to: the mission of the new agency; the composition of the Parks and Wildlife Board; opportunities to eliminate unnecessary duplication, increase efficiency, and/or enhance service; and other thoughts/ideas to facilitate an effective merger.

The Request for Input was posted on the Department of Natural Resources DPW Transition webpage and emailed to stakeholders. Following is a compilation of input received. (Copies of each complete submittal are attached.)

#### **TO ENSURE THE NEW DIVISION OF PARKS AND WILDLIFE FULFILLS THE COMMITMENTS IMPLIED BY THESE STATEMENTS, HOW WOULD YOU DEFINE THE AGENCY'S MISSION?**

The mission should be to facilitate the initiation or renewal of personal outdoor experiences and ethics, protect biological integrity and character, work with land management agencies to promote fish and game populations, and develop outreach and education programs to make the outdoors more accessible.

The Agency's mission is confusing since the two agencies have differing missions.

The mission of the DPW should include: enhancing, managing, preserving, etc. wildlife and recreation in public trust for Coloradans and visitors.

The mission statement should include: educating on the value of wildlife, land preservation and management, the value of recreation in State Parks, and preserving wildlife, wild plants and state lands.

For the mission statement, combine the mission of the two divisions; make sure it mentions protection, preservation and management for the people, and that it is the policy of the state to provide the greatest possible wildlife and outdoor recreational opportunities.

The mission should be to minimize interference and regulation of the outdoors; manage wildlife scientifically and immune from political pressures.

Both DOW and Parks mission statements focus on stewardship and providing a quality outdoor experience so this should be kept; the mission should also recognize the potential conflicts between DOW and Parks.

The mission statement should be short, jargon-free, inspirational, and can be summed up with two thoughts stating who the department is and what they do; i.e. "DPR protects and perpetuates the species, sites and experiences that define the Colorado experience."

Mission: find the appropriate balance between wildlife management and enhancing all forms of low-impact recreation; conservation, stewardship and responsible use are key; the mission should be to "conserve, protect and enhance Colorado's natural and recreation resources for the use, benefit, and enjoyment of present and future generations."

A DPW work group or the transition team should develop alternatives for a unified mission statement that integrates the two former mission, the alternatives should be presented at the Aug. DPW meeting then the public could comment; both former missions mentioned stewardship and providing opportunities to enjoy resources so this common ground should be embraced.

The mission must be clear and unified; it should address wildlife and natural resource conservation and stewardship, recreation, and people.

The Parks mission talking about education and inspiration for future generations is good; just add to this language regarding conservation and management of wildlife and natural resources.

The mission must talk about the interests of hunters and anglers, the importance of license fees and federal funds, the importance of open dialogue with hunters and anglers, and how to perpetuate wildlife resources over the long term.

The mission should talk about acting as stewards, cultivating the public connection to the land by providing diverse recreation opportunities, and stimulating economic value.

The mission should include: conservation/preservation of resources, fostering opportunities for the public to connect with nature, leadership, a proclamation of how important natural resources are to CO, and service orientation.

### **HOW WOULD YOU DEFINE THE COMPOSITION OF THE UNIFIED PARKS AND WILDLIFE BOARD?**

The Board should be structured to gain continuity from the past while looking to the future; a one-to-one mapping should be done to assure that no commissioners are removed before the expiration of their terms; there should be: one county commissioner selected from statewide, one wildlife organizer from statewide; an Ag crop producer, Ag livestock producer, licensed outfitter (with at least one of these three from the West Slope and one from the front range) 3 outdoor recreation representatives (at least one West Slope and one front range) and 3 sportsmen (at least one West Slope and one front range); DNR Director and Department of Ag Director ex-officio; no more than 5 from one party.



The Board needs geographical diversity, bipartisan appointments, and representatives of: Ag, private landowners, Conservations organizations, sportsmen, recreationalists, outfitters, county commissioners or sheriffs, water management, at-large; the directors of the Department of Ag and DNR as well as representatives from Tourism and GOCO should be ex-officio members.

State Parks Board should be absorbed into the Wildlife Commission Board. The 9 voting members must have knowledge or Park and Wildlife Issues. There must be one member representing each of the following: livestock, agriculture, sports outfitters, sportsmen/women, wildlife organizations, county commissioner boards, and OHV users should have a member since they pay fees to Parks.

The Board composition must insure that there is representation from all the interests impacted by the division; review the old Wildlife Commission and determine the best way to integrate Parks; special consideration must be given to the fact that the Board is to protect and conserve all wildlife species, not just the profitable ones.

The hardest part of the board will be finding qualified people, it may be wise to subdivide the board or create committees that can deal with some of the specific and recurring issues.

The new board should include members with interests in both areas (recreation and hunting/fishing).

The Wildlife Commission and Parks Boars should remain separate and should both be overseen by the new director of the DWP, merging them would create confusing bureaucracy.

To ensure fair representation, there should be one outdoorsman selected from the four areas (NW, SW, NE, and SE) of the state to serve on the commission alongside the governor's appointees.

The board should be modeled after the DOW 11 member model with stipulations to meet any Parks issues that are not addressed. DOW and Parks boards are duplicative.

For the new board: stay with 11 members from the districts used by the old Wildlife Commission.

The Board should always have members with scientific expertise, members with expertise in recreation planning and management, and members representing non-game species and non-consumptive users.

The board should consist of at least one member whose primary constituency concern is fishing for every other member of a different constituency concern.

The DOW board should remain the same, Parks should have a five member board with one member from each quadrant of the state and one representing the Front Range (I-25 from Wyo0ming to New Mexico, starting at the Rockies and going 50 miles east).

The current 16 member DPW board with 11 DOW members creates a number of problems: Wildlife can dominate board action, large boards can decrease efficiency and increase cost, academic and/or scientific knowledge isn't required, and there is no required board member from non-hunter/angler community. The former wildlife commission favored wildlife-oriented recreation over any non-wildlife recreation, this cannot continue under DPW, equal consideration must be given to all types of recreation

whether it involves wildlife or not, specific instances include Dome Rock State Wildlife Area and Rifle Falls State Fish Unit where climbing has been banned without explanation. Overall, the new agency must enhance and enable at all types of low-impact recreation.

The Board should have 9 members plus two ex-officio members; there needs to be 3 representing wildlife anglers, and hunters (with at least 2 actively hunting or angling), 2 representing Parks, 1 representing landowner/livestock, 1 representing Ag, 1 representing outdoor rec, 1 county commissioner.

The Board should be no larger than 9, appointments should be made primarily based on geography but can also consider representation of constituencies but be careful with what groups get represented, that is a tough choice.

### **WHERE DO YOU SEE UNNECESSARY DUPLICATION AND OPPORTUNITIES FOR INCREASED EFFICIENCIES AS A RESULT OF THE MERGER?**

Law enforcement is an area where duplication could be eliminated; biology and science is not, the science performed by each division is different.

State Parks pass should provide access to all parks and all park facilities.

Don't make State Parks as complex as hunting regulations.

There is conflict of purpose rather than unnecessary duplication between the agencies. This will hamper the diverse purposes of both agencies rather than promote effectiveness.

Colorado State Parks Passes should function like the Golden Age Pass where you only need photo id to be admitted at all Colorado Parks and it is not limited to one vehicle.

There is no duplication in the divisions.

It is hard to know if there are inefficiencies since the wildlife cash fund and reserve were overstated, we are waiting for more info to comment on that. It is important to keep recruiting people to outdoor recreation; certain programs (DOW's work with oil and gas, fish and wildlife research) must be continued); the workgroups could benefit from more immediate public input.

There seem to be positions in DOW statewide communication that are duplicative (i.e. Communications manager, external communications manager, statewide information officer), they may be able to be consolidated; there are also inefficient managers in each division and this could be corrected if they were evaluated by their employees. Because both agencies are working at outreach there is a possibility for efficiency in combining Parks, which has families coming in, with wildlife education and activities, such as archery ranges and interpretive centers.

Asking for general ways to increase efficiency is dangerous because it is so broad, it would be better to focus on educating the Board as to the purpose and scope of all programs before we start looking for ways to streamline.

DOW wildlife managers are already overstretched so Parks rangers could be trained in DOW affairs to ease the burden. Upper level management should be combined to eliminate bureaucracy.

Combine some functions such as accounting, IT, and fleet maintenance; licensing, boat/OHV registration and campground reservation could be combined. Combine some offices. Saving can be had in training enforcement officers from both divisions to be able to do DOW and Parks work. Have the Division Director hire two people to be field officers on both the Parks and DOW sides to make sure things are implemented on the ground level.

There is opportunity for efficiency in dual construction of foot bridges instead of leased access etc.

There is unnecessary duplication in: land management, properties of DOW and Parks that are close or within one another should be managed together; the Arkansas Headwaters Recreation Area, there are too many managers covering the asses and not making hard decisions with regard to river use; Permitting and Outfitter management could be combined; Resource Advocacy, sometimes Parks and DOW are pushing for two opposing positions on the same issues (i.e. water releases for boaters vs. keeping the water for fish). Efficiency can be increase by: working with outfitters instead of competing with them; communicating better with water management people.

Duplication of employees can be combined by offering employees early retirement or buyouts. Technology and the internet can increase efficiency, especially in public education.

There is waste in Parks: count crews and Arkansas Headwaters. Centralize SUA permitting. Merge properties and property management: there is a disconnect in AHRA/SWA/Lake Pueblo, you could integrate management of adjacent areas.

**IN WHAT WAYS DO YOU THINK THE NEW DIVISION CAN ENHANCE THE EFFECTIVENESS OF PROGRAMS AND OPERATIONS?**

Would like to see DOW areas open to recreational activities and State Parks open to hunting and fishing. More State Parks need to be open to hunting.

Hopefully the merger will help with enforcement. There are too many problems with poaching and motorized vehicle use and there is no enforcement to stop it. Please form a law enforcement committee. Teach the public users to identify violations and offer individuals part of the fine if they help report a violator.

Make Antero Reservoir a State Park. It is a great resource but there is no enforcement so people aren't following fish limits or regulations. The merger should focus not just on cuts but on ways to enhance revenue and one example is making Antero a State Park.

Effectiveness is too much of a big picture issue; a greater impact could be had by focusing on education and outreach related to management issues.

The DOW is self-supporting and it will sabotage its effectiveness to merge it with struggling Parks, if it's not broke don't fix it.

**ARE THERE OTHER COMMENTS/SUGGESTIONS YOU WOULD LIKE TO SHARE WITH THE TRANSITION TEAM AND THE PARKS AND WILDLIFE BOARD THAT WILL ASSIST THEM IN THE WORK AHEAD?**

Go through with the merger, it will save money.

Looking forward to more open boat ramps on Lake Pueblo.

This is a bad idea; it will result in hikes in license fees with no added value for sportsmen. Sportsmen will be picking up the slack for Parks not making revenue.

Do not put hunting/fishing fees toward Parks expenses.

Politics are being inserted into the merger in favor of the party in power.

DPW's priority should be wildlife. This will encourage more youth to spend time in the "wild" which will in turn, through fees and licenses, allow Colorado to protect more wildlife.

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The merger is a bad idea. The DOW is funded by license sales and it is unfair to give that money to Parks. It would cost too much to design and outfit officers and Park persons. It will cost too much to reprint all the paper work for the new division. It will cause confusion with sportsmen as to who is in charge.

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This is a good idea, glad they are under one roof.

Bad Idea.

In the merger please don't reduce the number of "civilian facing positions." They had a good experience with a DOW officer helping them out and what that kind of service to continue.

Keep the budgets separate. Hunting and fishing license fees should not be used for Parks.

This will only create chaos, in total disagreement.

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The state takes all the money that Parks makes. If there is a merger both DOW and Parks will be broke because the State will take the money.

This merger could create problems with enforcement. The DOW rangers are better trained than the Parks rangers. It would not be good for DOW rangers to have to pick up slack for Parks rangers and it would be worse to have Parks rangers handling DOW enforcement that they are not prepared for. Also, hunting areas shouldn't be shut down just because they can't be patrolled.

Hunting and fishing money should not go to a failing Parks department. Will not hunt or fish in Colorado if DOW money goes to Parks and he will tell his buddies not to as well.

The two divisions worked fine on their own and don't really have much to do with each other. Don't use hunting/fishing license money for Parks. It is a bad idea to have DOW employees being asked by the public about unfamiliar Parks topics and vice versa.

Parks rangers and North Sterling Reservoir seemed to be more concerned with writing tickets than customer service.

Don't do the merger. Hunting fees should go to DOW only. Parks officers cannot be expected to do DOW work. A former DOW person must be in charge.

Make sure the merger does not jeopardize federal aid dollars. Make sure the merger does not hamper sound conservation practices and nature use. Ensure through policy, management and a sufficient number of employees that nature-based recreation will be promoted and conservation be improved.

The merger will only serve to divert hunting/fishing license fees to Parks and will harm wildlife management and stewardship.

Make sure that DOW's work isn't diminished by an inevitable budget battle between DOW issues and Parks management. Make sure other recreational users are favored at the expense of hunters.

Don't let Parks take money from hunters.

Don't let Parks take hunting/fishing license fees. Make sure that Pittman Roberts funds (to purchase habitat, improve gun ranges, etc.) stay with DOW. Make sure the DNR doesn't press anti-gun rhetoric on DOW.

Stop ignoring eastern State Parks such as John Martin Reservoir and Bonny State Park. Why is the water so low in these reservoirs?

DOW money should not go to Parks. Much of the DOW budget comes from federal funds that say they can only be used for hunting and fishing. The reason Parks is failing is because they keep raising fees and the services offered at State Parks doesn't match the fee. You can get better services for cheaper at a KOA. The cost of changing business cards and stationary will be too high.

There needs to be a plan to keep DOW and Parks money and budgets separate, otherwise we run the risk of another lawsuit (similar to one in Delta County where prison land was bought with Pittman-Robinson money) because the DOW money from the feds is earmarked for wildlife purposes.

Don't give DOW money to Parks. DOW is successful, Parks isn't. The state shouldn't be involved in running Parks. The only use for state parks is for women who need facilities while camping. This merger will drive sportsmen out of state.

License fees should not be diverted to Parks.

Fire 90% of the DOW people and turn everything over to Parks.

Wildlife regulation should be left to DOW, not Parks. Don't let Parks take DOW money.

DOW top managers should not have to move downtown.

Propose creating a Colorado Department of Environmental Conservation

Don't let Parks have license fees. Open state parks to hunting where appropriate. Don't get rid of DOW's youth outreach activities.

The merger is stupid. Will not give any more money to Colorado. Will move to Texas.

The average age of hunters is getting older. Many of these older people are on a fixed budget and can't afford higher license fees. Do not raise DOW license fees to support Parks.

The Parks Trails program should be left as is because it is successful.

Don't let the Mount Evans Elk Management area Unit 39 become a State Park as part of this merger. There are already too many non-hunters there. Please close the area to the public non-hunters during the hunting season.

This is a bad idea, the departments split years ago because there are more differences than similarities. There was a study done 10-15 years ago that showed that a merger like this wouldn't save taxpayer money.

DOW and Parks have done excellent jobs as separate entities and they should do just as well when combined. They should work symbiotically and never cannibalize each other. They should work to protect the land and the animals and, above all, to protect recreational experiences for humans. It would even be worth higher fees to continue to enjoy these well managed, special areas in Colorado. The only bad thing is if this merger somehow allows oil and gas operations to encroach on these lands.

There is concern that DOW already has too much control over state lands and that this merger will increase it. There needs to be more lands that are for Parks and rec and do not allow sport hunting, not fewer. These areas make for a more enjoyable wildlife watching experience, there really is a difference in quality between a true refuge and lands open to hunting.

This merger is a bad idea. It takes money from a responsible agency (DOW) and gives it to an irresponsible agency (Parks). The government should work like the private sector. There are too many people standing around at Parks.

Colorado is defined by our outdoors opportunities, they are our greatest asset. We need to work on growing those opportunities for people and getting people to experience them.

The new division should be called DWP not DPW because DOW is saving Parks. Mike King's salary should be paid for by the Executive Branch, not the DOW hunters and fishermen. There must be separate accounting systems to avoid mixing funds. Expenditures of wildlife cash for wildlife programs in State Parks should be prioritized. Don't reorganize the DOW into 4 decentralized regions. This creates 4 regional kingdoms with balance or uniformity. Moving DOW assistant directors to 1313 Sherman will result in less effective statewide management.

One of the main focuses of the new DPW must be to generate additional revenue through outreach to often overlooked communities. DOW was focused solely on hunter/anglers. However, in CO hikers and animal watchers outnumber hunter 5 to 1 and outspend hunters 3 to 1. It would be wise not to continue to shut these constituencies out of representation. DOW is not representative of the state as a whole as the majority of CO's population is non-consumptive users. The merger provides a great opportunity to merge the values of hunter and non-hunters.

The \$32.4 million accounting error needs to be addressed and the responsible parties must face charges. DOW needs to stop thinking that license fees=revenues, they are charged with managing wildlife. DOW must ensure a quality hunting experience and not be focused on selling more licenses. There should be a relationship with the Western Governors Association; DPW should adopt the wildlife initiatives of the WGA. Identify public groups that would be helpful, listen to hunters; use Skype to talk to these groups to save travel budgets. Colorado is growing and fragmenting wildlife populations and habitats. Farms and ranches provide important open space. Use elder stakeholder groups, both from the public and retired DOW employees. Enter into public/private partnerships with ranchers and farmers to provide

additional revenue. Some hunting technology (ATVs, etc.) have a negative effect of wildlife. Show the public what their money is being spent on with a website. Recognize the important impact of wildlife to CO. Use old railroad lines as scenic wildlife lines to grow wildlife watching business.

We have to move toward sustainable funding because Parks are underfunded and hunter/fisher numbers are declining. Make sure we don't price people out of the outdoors.

Complete a new 5 year strategic plan for DPW that is based on stakeholder input and ties monetary costs to objectives and strategies. There must be stakeholder input in fiscal year budgets. DPW should have a branch specifically devoted to outreach. Create a long and short term plan for all DOW and Parks buildings, budget for completion of approved plans, freeze construction till an analysis is done regarding need. Undertake planning for property owned by DOW and Parks where there is wildlife habitat that requires protection or is a candidate for enhancement and budget for these, stakeholder input would be useful in this. Review each job description of full time employees and complete a realignment of staff that supports the strategic plan and budget. Work performance plans and employee reviews should be aligned with job descriptions. Define costs for species management and recovery of all threatened and endangered species and limit the amount of cash spent on management and recovery. DPW must recruit new hunters and anglers, it must be a priority. We can't raise fees to the point that people won't hunt or go to a Park anymore. DPW should have access to 30% of annual revenue from the Habitat Stamp program for the purpose of maintenance and protection of habitat. (\*Note- There is much, much more from this comment, but I believe I got all the main points.)

Assure that cash is not diverted to non-wildlife related purposes so we don't lose federal matching funds. Assure that GOCO funds continue to go to game as well as non-game species. Colorado State Heritage Program should continue to study the natural and cultural resources in State Parks. The Parks that currently have hunting are fine but this merger should open additional Parks to hunting, especially crowded ones (i.e. Chatfield). Division Wildlife Managers and Park staff may be able to be merger but be cautious as DWM are already overworked. The new DPW should look into the proposal by CSU and others to turn the Visitor Center at Bonny Lake State Park into a Conservation Center.

Information on the merger should be easy to find and available on the first page of each department website. There also seems to be very limited information available and there needs to be more, especially reasoning and alternatives. The merger plan must adopt the Parks strategic plan for issues that would have been under parks jurisdiction if not for the merger, this would limit duplication by redoing the strategic plan.

No finance or accounting documentation has been provided at any step. The agencies are funded from two different sources. The focus of the employees in the 2 agencies is very different. There won't be that much equipment sharing since DOW has big trucks that haul wildlife and fish and Parks doesn't need that. DOW law enforcement go through a different training process. Parks employees are used to opening and closing hours, DOW is not. These agencies used to be together and were split because it didn't work. The merger is trying to get DOW funds to pay for water projects for Ag.



The change from over-the-counter licensing to computer-drawn licensing cost many outfitting stores quite a bit of money in sales and the state money in sales tax. While we can't go back to over-the-counter, it would still be good to try and get hunters into stores. This could be done by creating a voucher system where successful hunters would go to a license agency. This would help cut down on fraud and ass to local business.

ALP (??) in Durango should be a State Park. The way to accomplish this is, instead of moving the DOW office from Durango to Gunnison, keep it in Durango, and build the office and hunter education building that is planned for Gunnison in Durango along with a visitor center by ALP.

The current system of receiving hunt/fishing license fees and OHV registration fees should remain the same. Also, keep these funds separate and used for their respective user groups. The state shouldn't be allowed to raid the funds to balance the budget or for any other reason.

DOW has an anti-outfitter bias.

This is an important time for Parks and Wildlife, make sure to hire and promote the right people to "steer the ship." We must reach out and get to the younger generation.

There are too many predators in some ecosystems and those systems are getting out-of-balance. We want to see people in the field reviewing this. We acknowledge that the problem is no just predators. But we still want CDPW to acknowledge that excessive predators can have a negative impact on prey.



## **Appendix D.**

# **Colorado Parks and Wildlife – Transition Process Compilation of EMPLOYEE Input**

**AUGUST 3, 2011**

### **MISSION STATEMENT**

The mission should include: it is the policy of the state to wildlife and its environment be protected, preserved, enhanced and managed for Coloradans and visitors; it is a policy to provide the greatest possible wildlife and outdoor-related recreational activities; to do so there will be continuous acquisition of lands, habitats, waters and facilities.

For the mission: just mesh the two missions together, something about enjoyable and inspirational outdoor and wildlife experiences.

For the mission: there should be preservation language. Also talk about how DPW should be leaders in safety, conservation, education, etc.

The mission should have language about DPW personnel being leaders in stewardship and education.

The mission should include language about preservation and utilization and that the goal is to share Colorado's heritage.

The words Protect, Preserve, and Enhance need to be in the mission statement. It is important to recognize we are protecting Colorado's resources for Coloradans now and in the future.

The mission statement should talk about improving the condition of Colorado's natural resources for current and future generations.

The mission should be to be stewards for Colorado's natural resources for current and future generations.

For the mission: keep it simple, just say to enhance the natural resources for citizens and visitors.

The mission statement should be to protect, preserve, and enhance Colorado's wild and scenic natural resources, including livestock, for the benefit of the people of the state and its visitors; it is further declared that to be policy of the state to provide a comprehensive outdoor program and will do so with planning, acquisitions and management.

The mission statement should talk about providing a quality outdoor and education experience while protecting our resources for present and future generations.

Combine the mission statements of the two divisions because we aren't changing the core of what each does.

The mission should mention preserving and enhancing natural resources for enjoyment, education and inspiration of current and future generations.

The mission statements of Parks and DOW should be combined almost verbatim.

The mission statement should be to protect, enhance and manage the wildlife and recreational resources of the state and provide the opportunity to enjoy them.

The mission should emphasize stewardship of wildlife and other natural resources and connecting people to the outdoors, Mike King is doing a good job articulating this connection.

The mission should be to perpetuate natural resources and wildlife and provide opportunities for preservation, recreation, education and inspiration. The policy statement should be that all resources of the state are protected, preserved and enhanced. There should also be a short encapsulated mission to easily grow the brand: "Preservation through recreation" or "Preservation, Recreation, Inspiration."

The mission is to protect and enhance the natural and wildlife resources of this state and provide people the opportunity to enjoy them both now and in the future.

The mission statements of the two agencies currently encapsulate perfectly what the one new agency is about, just put an "and" between them.

The new mission should just mesh the two old missions and they are fairly similar.

It is important for the mission to have both "conservation" and "preservation" in it as the agency will be focused on both.

The mission needs to talk about perpetuating wildlife and other natural resources, and providing people the opportunity to enjoy them through cutting-edge stewardship.

The mission must be broad enough to encapsulate both agencies without destroying the individual personas and causing employees to lose their passion

The missions of each agency are equally important and they can just be combined and paired down.

The two current mission statements should be put together in a paragraph as they are equally important as they are.

The mission is to be leaders in stewardship of wildlife and the environment for the recreation, enjoyment, and inspiration of current and future generations.

The mission is to enhance and perpetuate the wildlife and recreational resources of the state for residents and non-residents.

This is a good opportunity to expand our reach and not just combine the two mission statements. It should say something about preserving, enhancing and managing Colorado's natural resources for the enjoyment of its people and wildlife. This could be used to draw the outdoor community together and increase our power in it in a one-stop shopping way.

Keep the mission simple, they are similar enough that we could just keep one mission and insert the word "Parks" or "Wildlife" as needed.

The mission is to sustain and perpetuate Colorado's natural, recreational, and wildlife resources for enjoyment, education and inspiration.

A dual mission may affect biological functions in the agency. Recreation can affect wildlife and wildlife protection should always take precedence.

To preserve, enhance and promote Colorado's wildlife resources and the outstanding natural, scenic, scientific and outdoor recreation areas of the state for the enjoyment, education and inspiration of present and future generation.

## **THE BOARD**

The board should be a 13 member board appointed by the governor with 11 voting members and 2 ex-officio members from the DNR and State Agriculture Commission. There should be at least 1 member from each of five districts that are grouped by county (county specifics are in the e-mail and can be provided if desired). Different areas of expertise must be represented including but not limited to: agriculture, municipalities, non-profits, sportsmen, wildlife organizations etc. The members should serve four year terms with no more than 6 from one political party.

The board should be a 9 member board with 5 from each district and 4 at large positions spanning wildlife areas such as finance, environmental background, and legal.

The 9 person board is a good idea with at least one rep from each of the 5 districts and 4 of a distinct background.

The Board should have 5 voting members, each from one of the five districts, appointed by the governor and 4 ex-officio members from the DNR, State Ag Commission, Parks representative (as voted by Parks employees), Wildlife rep (voted by Wildlife employees). There should be 4 year terms with two terms max and no more than 3 people of the same political party.

The board should be 13 members appointed by the governor and approved by the Senate. Eleven members will vote with the 2 ex-officio members being the ED of the DNR and the State Ag Commissioner. There must be equal representation for Parks and Wildlife and good representation of all outdoor groups (conservationists, OHV users, hunters, etc.).

The board should be representative of each area of the state and each user group (i.e. hunters, conservationists, historic preservationists, etc.)

The board should have 7 members with all five districts having one member and the two largest districts having two members, plus there could be ex-officio members.

The board should consist of 14 members: 8 from each region of the state (so split the state into 8 regions), 3 general public members, and 3 ex-officio members; no more than 6 from one political party; there must be representatives from recreation, sportsmen, landowners, agriculture, wildlife organizations, etc.

The board should have 11 members with 9 voting and only 5 voting members can be from the same party; the ED of the DNR and the State Ag Commissioner should be the ex-officio members; each members should be appointed by the governor and should possess knowledge about wildlife and outdoor recreation; the members should come from 5 districts similar to the DOW board with no more than 2 members from each district; all stakeholders should be represented; 4 of the current voting members (2 from Parks, 2 from DOW) should be retained with 5 new members appointed.

The Board should have 11 members with each region represented twice and 1 or 2 at large members depending on the region breakdown.

The board should consist of 7 members with no more than 4 from one party and at least one person representing: Ag, sportsmen, outdoor recreation users, wildlife/conservation organization with 2-3 at-large members. Each of the five districts (NW, SW, NE, SE and Metro) should be represented with no district having more than 3; ED of DNR and State Ag Commissioner should be ex-officio members.

As far as the Board goes, take this opportunity to look at other structures for getting feedback from stakeholder and making decisions, for example, technology can make it easier to attend meetings and make it easier to reach out to different stakeholders.

The Board should have 11 voting members appointed by the Governor and approved by the Senate, the ED of the DNR should be an ex-officio member, the 11 members should have reasonable knowledge of wildlife and parks issues, there should be one member from each district (NW, SW, NE, SE, Metro) with no more than 3 from one district, there must be a rep of: livestock, AG, sportsmen/women, wildlife organizations, natural resource manager, open space or parks, and board of county commissioners, the other for member should be appointed at-large, no more than 6 from one party, 4 year terms with a 2 term limit.

The Board should have 7 members: one member from each of 4 regions of the new agency and 3 from the general public; at least one board member should have expertise in: agriculture, wildlife conservation, wildlife recreation, law enforcement, park management/recreation, environmental protection, land conservation.

The Board should be comprised of 11 members because 9 already seems like too many but with the boards and duties merging, 11 will be needed, but no more. The 5 wildlife districts should remain intact with 1 representative from each of the following areas should be represented: livestock, Ag, sportsmen/women, outdoor rec associations (i.e. mountain bike orgs, horse riders, etc), wildlife organizations, boards of county commissioners, State Park pass holder/someone who worked for Parks, sportsmen/women organization; the last three members should be at-large; at least 6 of the members

should have knowledge of wildlife issues; all other rules (number from each party, term limits) should stay the same.

There are two options for the Board, both would have 2 ex-officio members and have the 5 DOW districts: one option would have 9 board members with no more than 5 representing DOW and no more than 4 representing Parks, at least one member and no more than 2 from each district, no more than 5 from one party, at least one member representing: livestock, Ag, sportspersons, wildlife organizations, county commissioners, outdoor recreationalists, and tree members from the public at large. The second option is a 11 member board with no more than 6 from DOW and 5 from Parks, at least one and no more than 3 from each district, no more than 6 from the same party, and at least one representing each group as in the first plan but also include outfitters, four members from the public at-large.

The Board should be 9 max with a preference of 7; diverse interests, geography, and politics should be represented; Ag deserves a place but there is no need for a county commissioner representative.

The new agency must keep enterprise status so that must be considered with the board. The board should have two or 3 successful business members.

The board must have geographical diversity. It would be good to start by determining the interest groups who will be represented then have a large number of at-large members that are geographically based. There also needs to be distribution among political parties to assure the commission doesn't become cut off from the legislature.

14 is too large. Have a representative from each of the 4 wildlife regions, a representative from each of the 3 Parks regions plus one from the metro area, a rep from the sportsperson community, a rep from the conservation community, and a governor appointed rep; the 8 members from Wildlife and Parks would be the voting members with the 3 public members casting tie-breaking votes; no more than 6 from one party.

The Board should have 9-11 members composed of the current requirements of the current groups.

There should be a 9 member board (14 is too large), all members should be able to represent both missions, there should be 2 representatives from each region (regions based on the Parks board model) and one at-large member, 4 of the members should rep wildlife (which includes livestock, Ag, etc) and 4 should rep Parks, the at-large members could have experience in both Parks and wildlife.

Make it a 17 member board that combines the two current board but adds an angling/water conservation or an at-large member on behalf of Parks. Or make a board of 13 with at least one member representing each district (the 4 geographic districts plus metro) plus an angling/water conservation or an at-large member on behalf of Parks.

The Board should reflect the new regional structure of the agency. It appears to be missing stakeholders from resource stewardship, environmental education, youth outreach and community engagement.

In the short-term use all 16 members, 11 from Wildlife and 5 from Parks.

It is important to keep people on the Board who have certain specific knowledge. However, this is a good opportunity to expand the board to people who have a broader reach and understanding than the current expertise in just Parks or just Wildlife. Have the board expertise grow with the larger agency.

The Gov should step in and assess the current commission and make appointments to represent both agencies. This is a good opportunity to dilute some of the board members that have personal agendas.

The Board needs representation from non-game wildlife representatives.

There should be an 11 member board with 9 voting and the DNR director and Ag commissioner as ex-officio; the voting members should represent the geographic and stakeholder diversity in the state; there should be at least one member with expertise in: Ag production, local government, land conservation, outdoor recreation management, hunting/angling and wildlife conservation; no more than 4 from one political party; no more than 4 from one quadrant of the state; members should have two consecutive four year terms that are staggered.

### **DUPLICATION/INCREASED EFFICIENCY**

There is a possibility of efficiency if the public can purchase all DPW products and services in one place. There should be one Assistant Director of Support Services. The Field Ops Assistant Manager should only supervise regional managers. Contracts that overlap should be handled by one contract manager. CYCA and employee recruitment should be handled out of HR.

Keep in mind that much has already been squeezed out of state employees and the solution of consolidating departments may not result in increased efficiency since workers have already taken on as much extra as can be expected of them.

There is duplication in heavy equipment, property management, fleet vehicles, and safety training. Effectiveness can be found through joint advertising.

Make sure that redundancies in things such as HR and IT are addressed without creating cuts that could be harmful. It may be necessary to keep some services separate. Efficiency could be gained if geography is considered especially when talking about deliveries.

There could be efficiencies in simplifying the types of Parks passes that can be bought. Non-specialized functions (pass and license sales, etc) can be easily done by an employee from either department while field work cannot.

For duplication, there could be a reduction of about 15% in HR, IT, Legal, Accounting, Planning, and Engineering, cutting these departments in half is too drastic. Reduce the top administrative levels (i.e. there is no need for two EDs). Look for duplication in regional offices. Let all DPW sell Parks passes or hunting/fishing license with the ability for cash registers to itemize to keep things separate financially. Heavy machinery can be consolidated between the divisions.



All DPW offices should sell products from both areas, i.e. Parks passes and hunting licenses. Parks should make accommodations for Hunter Ed Classes.

There could be shared equipment between the divisions such as snowmobiles and tractors. There could also be overlap in patrol. There could be more efficiency in examining job class code and their associated duties and pay scales.

It is hard to know where there is duplication because the employees commenting only know about one side, either DOW or Parks. That said there could be increased efficiency with having sworn officers able to handle all tasks (DOW, Parks, Criminal, etc.). Officers should also be able to help with maintenance. There could be efficiencies gained by keeping in mind when each division is most busy, DOW could help Parks in the spring and summer, and Parks could help DOW in the winter. Duplications could be eliminated by merging databases and reporting software.

There could be increased efficiency in grouping sales of Parks passes with sales of licenses, this process could also be streamlined online. Cross-training would be useful so each division knows what the other does. It would be useful for employees to know who to go to about questions regarding issues they may not be familiar with. The best thing we can do is to be known as a great customer service organization. This is a good opportunity to train everyone on new technology systems to make sure Colorado remains cutting edge in wildlife management, there is no need to re-train everyone on an old system.

To increase efficiency, all biologists should go back under the Regions and Areas. Biologists work with DWM and AWM but are supervised by a Regional Senior Biologist located a ways away. This leads to a lack of consistent message being presented to the public and other agencies. AWMs could supervise if the WM IV position was utilized.

The law enforcement functions of both agencies could be combined. Parks officers could provide extra help to DOW during hunting season and DOW officers could provide extra help to Parks during the summer. This would require cross training in the different types of law as well as skills on snowmobiles, etc. Parks and Wildlife officers should be able to transfer laterally between jobs.

The toughest part of the merger will be at middle management, there should be an Area Wildlife Manager and Assistant AWM to supervise all DWM, Wildlife Techs and Park Rangers. Park Rangers and Wildlife Techs have similar jobs, it would be wise to keep all permanent employees and decrease seasonal employees.

Local Public Information Officers should have the authority to send out routine releases regarding meeting on this merger without running them by Denver PIOs for approval; this will make the process run smoother and give the public more notice; these notices should also be posted to the website. PIOs are well distributed throughout the state and he believes that he could easily pick up the basic public information duties for Parks.

There are duplications in financial services, real estate, ANS, water, and development. Effectiveness can be enhanced by combining resources and training overtime to ensure programs and operations take hold.

There may be duplication in upper management levels: use one organization structure at the field level with 4 regional managers (based roughly on DOW regions), each RM would have 2 assistant RMs (one supervised DWM and one supervises Park Managers). When looking for duplication and efficiency be careful of workload placed on employees.

For duplication be sure to consider workload, some positions may need to keep two people just because the workload demands it; sales and information could be streamlined; law enforcement and park ranger duties are not duplicitous and need to be kept; the biggest way to increase efficiency is at the leadership/management levels, the communication is not good and there is competition and a lack of trust, that should be eliminated in the merger with better structuring. Cost efficiencies gained and lost because of the merger should be tracked.

Efficiencies could be gained by: consolidating real estate under one manager, consolidating law enforcement under one manager with two assistant managers, consolidate purchasing under one manager, financial services under one manager with oversight to assure distinct funds are kept that way, engineering under one manager, eliminate external affairs and return public information dissemination back to the regions, central education under one manager, reservation system under one manager, reduce the existing seven regions to 4, reduce assistant director from 6 to 4 (chart of how that would work available in the e-mail if you would like).

For efficiency's sake, there should be a liaison between the DPW and other state departments, whether they are part of DNR or not. There should be a person with a specific liaison job for relationships that are specialized and take a lot of work, i.e. GOCO, State Land Board.

There is duplication in the 7 assistant directors and 14 regional managers, it makes the organization top heavy and these positions should be merged as people retire. To increase efficiency: the vehicles need to be better managed, communication and decision making needs to be clearer for all levels of staff, there shouldn't be more than 3 levels of approval for anything, cross training would educate everyone as to what the other department does, there could be equipment sharing between statewide programs and field operations.

To increase efficiency: there seems to be an unnecessary number of Parks and DOW service centers, combine CPW services into a single facility (i.e. boat registration and license sales can occur at the same place).

Efficiency is important, but it is important in any decisions made to consider the directives handed down by the legislature. It is important to continue to conduct research so that those making decisions can know the extent of their decisions on habitats, and not just the obvious links but the less obvious interactions between animals, pollution, habitat, etc.

There is not a lot of opportunity for increased efficiency in law enforcement, they should stay separate; SWAs should remain separate from Parks. Combining the customer base of the two agencies offers a great opportunity to educate on outdoor programs, watchable wildlife, generating more interest in Parks from hunters. Some SWAs that have more to do with recreation can go to Parks and some Park rangers that have more wildlife knowledge can go to DOW.

There is duplication in support services such as accounting, Officers, planning and budget, real estate, service center, and license/pass sales.

Review signing authority, efficiency could be increased if there isn't overkill on who must sign off and some projects don't have to go all the way to the top. Staff should only have to cover occasionally for supervisors.

Streamline the name and use it consistently and comprehensively. Use "Colorado Parks and Wildlife" consistently (with legislative and legal exceptions) because a lot of our market is tourists and using "Colorado" will grow the Colorado State brand. Develop one common e-mail signature. When considering duplication compare in real time the functions where duplications are identified.

There is duplication in office locations, especially 1313 and 6060.

There is duplication in law enforcement record keeping. Park Rangers and Game Wardens are NOT duplicative, their jobs are distinct and a Park ranger cannot step into the shoes of a game warden.

We must determine what everyone does before we start looking at duplication.

Official directives may need to be drawn up directing employees to "lend a hand" in duties that will cross over into the other division.

There is duplication in administrative roles. Duplication could be reduced with procurement and use of a data base centered records management system for law enforcement and other records. Field employees should be able to input information into this data base once without needing a paper backup. The field officers for Parks and DOW are NOT similar; Parks field officers act more as on the scene police officers actually dealing with problems as they are happening while DOW officers are more like investigative officers working on crime scene analysis.

Look at technical service components that may overlap such as engineering, GIS, biologists and land and water specialists. Law enforcement is only duplicative if background and training overlap.

Efficiencies could be gained by combining administrative positions. Some statewide program jobs could be combined but it may be better to keep one job position working on specific issues. There may also be opportunities to combine office buildings.

Obviously the budget and accounting departments can't be merged. It is also very important that we don't see "duplication" and eliminate positions that are important for regulation and conservation, there are a lot of people/businesses in this state who are hoping we do just that.

Do not move the SW regional office to Denver, that will decrease efficiency. The office space in Gunnison is not big enough, it will ease travel time to Denver for the Regional Manager but he is the only one going to Denver regularly, it is adding expenses in the form of renting office space, it will cost money to remodeling the Durango office to be the new Area 15 headquarters, the Gunnison land has a high water table with lots of mosquitoes and flies and it is close to the airport so we won't be able to plant anything because that will attract waterfowl and the FAA won't allow it.

There should be a full merger of both invasive aquatics species programs. The Aquatic Nuisance Species Funds should be merged into one fund with allocations prioritized by water body or invasive species response effort rather than by which agency owns or manages the body of water. The regulations from Parks and DOW concerning invasive species should be merged in to one set of regulations. The merged invasive species program should eliminate field protocol difference between DOW and Parks for inspection and decontamination and there should be a unified education campaign.

Regional leadership could be a source of duplication. There may be a way to streamline financial services between Parks, DOW and DNR. Many parks have small FTE staffs and DOW people could help in this regard, especially during busy seasons; the same goes for smaller parks staff.

The 3 Parks and 4 DOW Assistant Directors should work for the Director and leave the rest of the organization as is. As positions come up, evaluate the need and overlap. Be careful of piling on too much work on one position.

Most duplication will occur in support services, accounting and purchasing. Lower levels will have little overlap with the exception of law enforcement. There may be overlap with Technicians and Park Maintenance positions. There could be duplication in facilities. Wildlife should be able to sell Parks passes and vice versa. There should be ways to piggyback on things like volunteers, outreach, education and watchable wildlife. Middle management could have some redundancy.

Even though it is becoming one agency there is the same amount of property to be managed so there is no duplication there. Most efficiency can be gained in the form of sharing programs and only having to develop new programs once.

Real estate poses some opportunity for increased efficiency, we could just dump some useless property. When I read "increased efficiency" I wonder what additional duties are going to be dumped on us.

What biologists and scientists do for their respective agencies is very unique and is NOT an instance of duplication. The work these people do is important to the functioning of both agencies and they should not be eliminated or expected to start working on projects they are not familiar with or qualified for.

The organization and structure of the Wildlife Programs Branch should not change or it will result in inefficiency. Consideration of moving biological function under field operations should be openly dismissed to dispel rumors. Field operations should be represented on the director's staff by one deputy director, not all regional managers. Biology and science function should not be diluted, we are the best in the country and this and we should keep it that way.

Share management efforts for nearby properties. Integrate leadership, engineering, licensing, marketing, education, outreach, customer service and public information. Combine vehicle and equipment fleet.

Eliminate PM Vs at large parks, they are just doing busy work, just utilize Tech Vs and PM IIIs. Look at how many reports are made and cut 20% immediately. Revisit uniforms for Parks people, only Rangers need to wear flying cross shirts, maintenance employees just get these expensive item dirty and torn; allow Parks to just wear jeans as Wildlife does. When in the field and a part or tool is needed it is

inefficient to have to go to a computer and find a price agreement for the part needed; these agreement only make sense for large purchases like boats and computers. Cut Wildlife staff by 1/3 and reduce their pay by 10% and they will then be in line with Parks. Figure out what to do about bikes in Cherry Creek State Park, if they don't have to pay, why do cars? Eliminate the rule that only a Park Ranger can become a Park Manager, that position should be open to the best person available.

While there has been an emphasis on eliminating duplication by decreasing and overworking field staff, there has been an increase in administrative staff downtown. There are many smaller parks that don't need a full-time manager.

## **EFFECTIVENESS**

Raise public awareness of the merger and the need to get people outdoors. Make the merger process transparent to all employees, especially if one group will be affected more than others.

Reach out to Coloradans to make sure we haven't alienated them in this process. Have Parks and DOW people get together to understand the nuances of each job.

There needs to be a committee that figures out what brochures are most needed and those need to be printed and distributed, the most needed ones in DOW are "Living with Wildlife" especially the one on bears. It would be very helpful to the public to get on Social Media sites, such as Facebook and Twitter, this could be done very easily; agency employees should be allowed to post to special interest social media sites (i.e. hunting and fishing) to provide our message, suggestions, explanation, etc, though employees should not engage in public debate on these sites. The website staff should be increased, that is becoming large and important. Parks and DOW websites should be kept separate for the time being with a common banner because redoing large websites is extremely complicated and both sites run well right now. Another graphic designer is needed to keep a good image to products released by the agency, the current ones are overworked.

Effectiveness could be enhanced with volume purchasing (of ATVs, boats, etc); also you could have wildlife habitat experts preparing habitat management plans for Parks that need them and recreation specialists managing people in state wildlife areas.

To enhance the effectiveness of programs and operations: natural resource training (i.e. weed management, land revegetation) needs to be increased, professional development needs to be possible with a budget to pay for it, increased administrative help for Parks staff.

Efficiency could be achieved with proper staffing and stronger work on volunteer efforts, also a better effort at outreach and marketing. Efficiency should not be confused with cutting staff, most staff are already overworked and adding more duties would serve to decrease efficiency.

Use talents and years of expertise in appropriate areas. Develop a co-branding campaign to educate and inform the public and employees

Effectiveness can be enhanced with specialization and allocation of law enforcement responsibilities. There should also be commissioned personal job titles to avoid confusion among the employees and

with the public. There must also be an effort to clearly identify law enforcement vehicles to distinguish officers from non-commissioned personnel. Turn Parks into hunting and fishing recruitment factories.

We could capitalize on the association between Parks and the public to help generate new hunters/anglers.

It would be good to have one call center for both agencies with one manager overseeing it, this would keep information consistent and concise.

Communication and buy-in from management will do the most to increase effectiveness.

Parks could educate patrons about the value of consumptive wildlife uses while DOW promotes non-consumptive wildlife use to its patrons.

The SW region is huge and effectiveness is lost through too much travel. There is an education coordinator and a volunteer/watchable wildlife/outreach coordinator that spend a lot of time driving all over. It would increase effectiveness to assign one of them to the north of the region and one to the south and have both of them focus on all types of outreach. It would also be safer for the driving in winter. Regional Education Coordinators could formally begin education and training to Parks staff.

Streamline communication, capital development, financial services, customer service to the public, fleet vehicles, tools and equipment, etc. Community engagement and partnerships could increase effectiveness, especially outreach to volunteers. There should be efforts to increase morale, teamwork and professional development.

We can increase effectiveness by reaching a larger customer base with an expanded scope in the new agency. Education and outreach will also help us be more successful.

We need to be quicker and clearer with our customers, this includes everything from customer service to the website, we can't just bombard them with information; this also includes a new emblem or patch for the public to see. It will help with effectiveness to recognize that some jobs are meant for Parks and others for Wildlife and not try to shoehorn someone under qualified into a certain position.

We need a clear vision that articulates what the DPW does and why. We can then institute long and short-term plans to work toward that vision. This will allow us to be strategic and opportunistic rather than using a piecemeal approach.

Pay discrepancies must be immediately rectified to keep up employee morale.

Integrating licensing passes and registration will increase effectiveness. So will integrating media-based outreach. The combined agency should also be able to market and recruit from one another's base.

Pay discrepancies between Parks and Wildlife must be addressed to make employees more efficient. This has not been taken seriously and is a slap in the face to Parks.

## **OTHER COMMENTS**

For contracts, vendors, etc. it would be useful to have via one department wide e-mail:

- the exact name of the new division
- the exact name of the Commission/Board
- the abbreviation (DPW?)
- how the new director wishes to have his name printed
- the correct mailing address

There should be an update of staff lists and some mandatory meet-and-greets so the divisions can become familiar with one another.

Manage expectations and reduce fears internally.

Try to be objective in the process and not tied to the outcome. It would be helpful to try and get employees to stop being so territorial.

There need to be an effort to train Parks in DOW fields and vice versa. There also must be a level playing field as far as educational requirements and pay scale.

There should be efforts to bring hunting/fishing to State Parks and recreation to DOW areas.

Communication to all division employees about the merger is key. The website and comment e-mail are a great start. There is some concern that the e-mail comments may not be anonymous and may have an impact on the commenter so it would be nice to have a truly anonymous comment box. This is a good opportunity to get a fresh start and do well with a new division.

Other states have done what we are attempting with this merger. There is no need to reinvent the wheel, we should call these other states and get a flow chart on that shows how the agency is structured. We could also find out what works well and what should be avoided.

In the case of redundancy of jobs resulting from the merger, how will you decide who stays and who is released/relocated/retrained? Will positions be kept based on one from each division in the area where the redundancy exists, seniority, or another system?  
Could we anonymously post the input we receive?

Parks should find a way to allow employees to move up in pay grade without leaving the Park they are at. I.e. after five years PMII can move to PMIII with PMIV being the ceiling. This would allow an employee to stay in a place they like, with their family, on a budget that can raise a family.

Duties and overtime-exempt status of DWM should not change nor should the education requirements to be one, their relationships and understanding of landowners etc. is important.

It would be good to try and start integrating field operations, if they are kept separate then the divisions will always really be separate.

Parks is not in the red like DOW, don't let this merger drag down Parks. The entire Parks department is very egalitarian and public friendly, and DOW field officers are also very good in this sense. However, DOW administrative staff is beholden to the "bullet and hook" club which overlooks the emerging demographics of outdoor users. It is disconcerting that the logo of the new division just keeps the DOW bighorn logo, it shows who is prioritized.

There are concerns for those working in some of the smaller, non-metropolitan Parks. They work very hard and they do so, not because of the pay, but because they really like Colorado Parks. It takes these Parks a long time to get new equipment so they are concerned that if they start sharing equipment with DOW that DOW won't take care of it as well since they didn't have to fight for it. If the bighorn must be the logo it would be good to have some way of differentiating Parks and DOW employees (different uniforms, different color logos, etc.) since they do have different missions and employees will have different knowledge sets. DOW property managers have different (lower) standards for property management so property management needs to be separate. Don't allow Parks to become wildlife areas, especially Lone Mesa State Park, it is one in a million. Parks has done well and stayed within its budget, DOW has not, don't use this merger as a way to gloss over DOW failures and blame them on Parks.

There is a way to save costs by not changing the logos on DOW/Parks uniforms, vehicles etc. More importantly, spending that money will not send a good message to the people of Colorado, especially in the context of the recession and the problems state governments are creating for themselves in Wisconsin.

FTE positions are hard to get and shouldn't be eliminated without evaluating the need of the department taking them. Being able to give input is good and boosts morale. Get the new logo out to the public ASAP.

The opportunity to provide input like this is good and reassures people, it would be good for people's job descriptions and duties on the ground to stay the same.

A community meeting to bring ideas together could be helpful.

There are only two levels of Tech IV and V in Parks so it is very hard to advance without going into law enforcement. Some of the smaller Parks and Wildlife areas do not need a law enforcement officer and could be run by a tech thus saving money and putting officers where they are needed. We could also save money by having techs do what they have special skills in (i.e. electrical, plumbing, etc.) thus freeing up overburdened engineers.

District Wildlife Managers should keep their multi-function, multi-purpose capacity. Everything they do is vital and it is what makes the job appealing.

The most difficult part will be the communications hierarchy. The appropriate person with appropriate understanding of an issue must be the one addressing the public.

Now that the commission board has increased in numbers it would be more responsible to the public to just feed them lunch, not breakfast.



We seem to be lacking encouraging employees to be out in the field participating and interacting with the public in the activities that we are trying to sell to the public, this would be a great way to do outreach and recruit new customers.

It is important to remember that there are different missions, duties and cultures in each agency. In the integration we should strive to not destroying the unique culture and moral of each agency.

Our researchers are the envy of other states. It is important that we keep them and even extend them. Without researchers, fish, wildlife, and natural resource management is flying blind.

Severance tax funding for Aquatic Nuisance Species must be protected. The seven FTE allocated in the ANS Act should be reallocated under the combined program and their control is expanded to Parks and DOW sites. Colorado should explore creating an Invasive Species Council on the same model as other states to prioritize invasive species efforts and resolve discrepancies that can't be fixed locally. ANS Taskforce would like to present the State ANS plan to the DPW, DNR, Gov's office, and Federal ANS Taskforce so that Colorado may apply for federal funding from the FWS.

It would be good to allow the agencies to remain separate where possible so they can maintain an individual identity and tradition. Continuing with good communication will help employees stay informed and ward off uncertainty.

The outdoors isn't just wildlife or a park, it is a whole ecosystem and that whole ecosystem must be healthy.

We need some specific to comment on if you want meaningful comments. It is also very important to get going on new uniforms and logos immediately, I can't represent DPW if my truck still says DOW.

We are facing huge unknowns in climate change, it is important for the new division to recognize this in its plans and have ways to adapt. To do so, the DPW must: follow up with the Gov's office on the 2011 Colorado Climate Preparedness Project report and make sure that the Director and Executive Director are aware of the recommendations; identify climate change goals and priorities via a series of workshops; provide an update to the Board in the next 6-12 months to inform them of the issues concerning climate change and get their feedback; revisit the DOW's Internal Climate Advisory team in order to make sure it has Parks representation as well. I can provide additional help with climate change issues that may affect the new division on request.

The votes on the new Cristo project to desecrate the Arkansas River (Parks voted for, Wildlife against) demonstrate the differences between organizations with conflicting missions. Addressing these conflicting missions may dull the enthusiasm of people to even serve on the Board. It may be helpful to keep each agency intact as a subcommittee.

Respect each agencies unique identity; at the operational level they should remain distinct. The new agency must aggressively market its new assets. DOW's logo is highly recognized and should be kept as the main symbol; Parks should market with iconic images from each individual park. The regional field operations management structure should be retained. District Wildlife Managers and Park Rangers should remain separate though opportunity for lateral transfer should be encouraged. There should be outreach to private land owners to enhance habitats.

I fear Parks is not being adequately represented in the process. We work very hard and have been stretched thin but still find a way to get things done. Do not throw Parks under the bus and diminish its employees to low level positions.

## **APPENDIX E.**

### **COLORADO PARKS AND WILDLIFE – TRANSITION PROCESS COMPILATION OF PUBLIC INPUT**

**DECEMBER 29, 2011**

#### **GENERAL**

The legislative purpose seemed to be a merger rather than a joining of the two agencies, however, the draft reports read like a joining. That does not lead to efficiency and could lead to sportsmen's money being used unwisely. The Commission should play a large role in determining how much DPW is centralized or decentralized; you should also take a closer look at the lessons learned during the last reorganizations, the documents do not show that you've done this. We fear that the restructuring could actually end up costing more than saving, it is important not to take away resources from on-the-ground operations that must be preserved above all.

Contact Washington State, they proposed a merger of Parks and Wildlife and discovered there would be no savings.

This merger is a good opportunity to "green" DNR operations and to step up environmental education.

Off-Road Vehicles are important to Colorado (there was much more to this letter, too much to provide a limited summary).

#### **BIOLOGISTS AND SCIENTISTS**

There are many functions between RS and WP that are unique and not duplication. Bringing roles and functions together as in Alternative 2 would result in efficiencies without spreading staff too thin. The partial integration of Alternative 2 would preserve an equitable distribution of labor and attention. Alternative 2 creates the best opportunity for integration and is a good step.

I would like to see the current job functions of the Natural Areas Coordinator maintained. The 5 RS and CNAP biologist FTEs should remain a high priority in the CPW. Alternative 2 is what I prefer because it allows integration but also maintains a clear CNAP connection to rare plants.

CNAP is an important program for many different reasons that must continue.

CNAP has done well to help protect Colorado's natural heritage. The resource stewardship program should maintain its 5 biologists.

#### **FIELD OPERATIONS**

There will be reduced service to fishery programs and inefficiencies if biologists are supervised by the regions.

CPW boundaries should not be redrawn because that would result in Park County's natural resources being split between two different regions, and South Park would become part of the SE region which would just be illogical. The current boundary is better and more efficient.

### **INVASIVE SPECIES**

There merger should be seen as an opportunity to enhance invasive species programs. The best alternative offered is Alternative 1 because by separating the two programs under one coordinator, each program will be able to focus on different issues but still work toward a common goal.

I like Alternative 1.

### **PROPERTY EVALUATION**

Lone Mesa State park is special, don't let it be considered for disposal or reallocation. (13 Other letters saying the same)

### **VOLUNTEER, EDUCATION, INTERPRETATION**

It is difficult to identify duplication without a clearer understanding of what is desired out of "new" education, the strategic goals given are very broad. It isn't clear how the new system will accomplish the stated goal of reconnecting with families and youth as well as connecting to the state environmental literacy plan. I support the strong statements made regarding the importance educational programs that meet state educational requirements.

Education is vital to the youth of Colorado. I also agree with the above comment.

I'm in favor of Alternative 1, the key difference in this one is the inclusion of a Statewide Volunteer Coordinator. I hope the CPW will be willing to listen to and address problems that have faced Friends Groups and Volunteers in the past.

The work group should adopt a single strategic plan outlining work to advance shared goals. The position of partnership outreach coordinator should expand beyond just hunting and fishing to include outdoor experiences to new audiences.

Colorado has done well in this area in the past but it depends on a robust, well-managed and engaged volunteer force. We need a good website to get information and education to our volunteers. This should include password protected sections for volunteers. Alternative 2 is not possible because we cannot separate Education and Volunteer functions.

A statewide volunteer coordinator position is vital to properly coordinate the efforts of regional coordinators. This will ensure consistency of education, cross training, messaging, etc. Because of this I support Alternative 1

## APPENDIX F.

### COLORADO PARKS AND WILDLIFE – TRANSITION PROCESS SUMMARY OF EMPLOYEE INPUT

DECEMBER 29, 2011

In response to the distribution of Transition Work Group Reports in early October, slightly more than 200 employees provided written feedback. Feedback was received from employees in virtually all functional areas of the agency and from all levels. Many employees reviewed and commented on multiple reports with the majority of comments focused on Field Operations. It is critically important to understand that this summary **does not** include each and every specific comment made by employees, but rather attempts to provide information about key themes and general trends in employee feedback. Full comments were reviewed by the Transition Team, with the exception of those submissions where complete anonymity was requested.

Feedback is organized by Core Function/Work Group with most comments made most frequently first, followed (after #####) by specific comments submitted with significantly less frequency.

#### General

- Positions in the new organization (where duplicates are eliminated) should be filled through a competitive process (e.g. Chief of Law Enforcement).
- Recommendations from the Transition Team must address diversion.
- Recommendations from the Transition Team need to identify cost savings (with dollar estimates), many of the work groups did not provide cost savings alternatives.
- All Work Groups should have had the opportunity to weigh in on the broader, division-wide organizational structure.
- All recommendations for change are on the wildlife side, how can parks be more efficient? Savings can't just come from the wildlife side.
- Concerned that the essence of what makes Parks so special will be lost.
- Keep the number of employees supervised by one individual to a manageable number.
- Accountability comes with good communication and leadership, not necessarily organization.
- Coordinate recruiting and hiring activities share outreach programs between agencies.

#####

- Integration will take time; plans must be adapted over time.

- Integration alternatives should be reviewed in terms of overlap with DNR to identify all possible savings if overlap was eliminated.
- We need focus our efforts on growing our customer base (parks and wildlife).
- Southwest Region Office should remain in Durango
- Creating links to each website (wildlife to parks and parks to wildlife) should occur immediately to help begin integration
- If sections are combined (i.e. wildlife and parks), all CPW staff should have access to all expertise in the section as opposed to simply one side or the other.
- Need to develop a business model for the whole agency to ensure financial stability.
- Need to create team building opportunities . . . will go a long way toward creating a strong organization.
- Having Terrestrial and Aquatic Section Managers on the same staff as Region Managers would help with communication.
- Cost savings could be achieved by cross-training Technicians; cross-trained employees would have greater opportunity for advancement.
- Once decisions on structure are made, we need to focus on supporting employees.
- Parks employees should be involved in shaping vacant positions that have benefit to both parks and wildlife (e.g. Partnership Coordinator).
- Need to evaluate policies to ensure consistent philosophy (e.g. lateral pay change policy)
- All training should be standardized.

## **BIOLOGISTS AND SCIENTISTS**

- Need to evaluate position responsible for coordination of Stewardship
- Alternative 4 seems the most effective; in any case some statewide coordination is necessary.
- Support maximum integration.
- A lot of savings have recently been achieved through reorganization in DOW; allow those to be implemented before additional changes in org structure (biologists to regions) are considered.
- Retain aquatic and terrestrial sections in the Wildlife Programs branch.

#####

- Support noxious weed coordination and planning be done as part of habitat conservation and resource stewardship.
- Existing fleet management system is inadequate.
- Support noxious weed coordination and planning within the Invasive Species program.
- Transfer existing GIS function to GIS unit and share GIS services throughout the agency.

## **CAPITAL DEVELOPMENT**

- Merge the engineering groups under one supervisor; strength of an engineering support section only comes from a central group where training and institutional knowledge can be readily shared.

#####

- Long-term planning may be fruitless as immediate priorities often outweigh the best laid plans.
- Development of long-term plans is important given the significant resources expended for capital.
- A long-range capital plan would reduce the amount of conflict for annual resources and provide more certainty for long-range investment planning.
- Capital funding decisions should be made based not on individual project comparisons, but rather the overall goals of the agency.
- Combined section needs a single method of project delivery.
- Controlled maintenance priorities should be set by RMs who are in contact with field staff and who understand the needs; regional approach is more efficient way to track budgets.
- Continue with separate “tracks” for capital maintenance budgets for hatcheries and regions with statewide prioritization.

## **CUSTOMER SERVICE**

- Move immediately to Alternative B and include combining region offices into a single point of sale.
- Alternative C is the only answer – cannot be merged agency if physically separated.
- Combine offices wherever possible.
- All offices should have all resources available to customers.
- Capitalize on a new shared webpage and customer database system.

#####

- Customer Service Manager and Call Center Manager are redundant positions one position is adequate.
- Combine parks registrations with licensing; could integrate parks registrations into upgrade of TLS.
- Combine parks and wildlife needs into TLS upgrade.
- Need to do more research into what our customers want (what products at what prices)
- Partial merger of functions will be most cost effective (capital costs would be incurred if all locations are combined)
- Separate managers for parks reservations, wildlife licenses and retail programs are not necessary.

- Customer Service Manager position is needed to create standards and to deal with statewide issues.

## **FIELD OPERATIONS**

### **General**

- Need to get out from under Fleet; too costly to lease vehicles.
- If managers were held accountable, problems with structure would be resolved.
- Statewide leadership and programs should have oversight of regional operations and decision to provide a consistent and planned approach to all levels of management.

#####

- A Deputy Director position should be re-established to supervise Asst. Directors and manage the day-to-day operations of the agency.
- There are too many down-sides to integrating field operations. The two should remain separate (wildlife and parks).
- Need to have a decision framework to ensure conflict resolution and achieve balanced decisions.

### **Organizational Structure/Region Boundaries**

- Insufficient justification for organizational structure alternatives.
- Alternatives must consider span of control and distribution of duties for RMs and AWMs; most consider supervision of biologists by AWMs as excessive.
- Current structure (wildlife side) works; creates a balance of interests; facilitates consistency in the products and services delivered when budgets/personnel/politics are considered (addresses competing priorities); results in effective coordination; unnecessary disruption to change; consistency in wildlife data collection/interpretation, wildlife management, habitat preservation/enhancement, and species conservation can only be maintained through a single statewide chain of command.
- A structure that allows for separate regional structures for parks and wildlife (e.g. 7 region structure) creates no efficiencies, savings or integration.
- 4-regions are adequate to maintain fully-functioning regions and create the best distribution of workload;
- Varied responses on regional boundaries; most prefer 4-regions using existing wildlife region boundaries.
- Report focuses more on reorganization of wildlife than merging parks and wildlife. Merger alternatives must be identified.
- No real savings were identified with organizational structure alternatives, only changes in duties and authorities; alternatives need to address how decisions are made and at what level as opposed to structure; the problems outlined in the report are procedural (i.e. communication, decision-making) as opposed to structural.



- Alternatives to do nothing to enhance our ability to carry out tasks.
- Alternatives do not address the need for landscape/statewide perspectives in planning, prioritizing and implementing.
- Employees from all impacted areas of the organization should be involved in developing alternatives for organizational structure.
- Aircraft operations should be considered in alternatives; a single supervisor for this function is necessary.
- Each region should have one Region Manager, one Asst. Region Manager for wildlife and one Asst. Region Manager for Parks; expertise required for each side is too specialized to merge all levels of management.
- Several alternatives create unnecessary duplication, create span of control issues, decentralize decision-making thus damaging vetting of statewide issues at higher levels of the organization, jeopardize the balance of all decision elements (biological and social concerns); do not ensure consistent allocation of resources for statewide scientific data collection or effective program implementation, and jeopardize both career opportunities and the agency's ability to effectively mentor new employees.
- Org structure alternatives and region boundary alternatives must take into account workload.
- Do not divide Boulder district or South Park into separate organizational units; boundaries need to be set according to biological/management principles (e.g. herd, drainage, etc.)
- Not all regions need to look alike in terms of what functions/positions are assigned; structure needs to be based on functional need.
- Biologists and area personnel already collaborate and work efficiently under current structure.
- Alternative 1 for Area structure adds fte (Asst. AWM), costs and makes no sense.
- 5-region alternative should not be considered; leaves one region with 40% of the customer base (workload unmanageable); creates dysfunctional splits in areas and DAUs

#####

- With the number of retirements increasing, biologists need to report to other biologists who can be effective mentors.
- Unnecessary restructuring of field positions may have impacts beyond structure (e.g. changes in class and bumping) that will lead to a further decline in morale.
- Biologists should not report to AWMs, but rather to Senior biologists who in turn report to Region Managers; integration of social and biological needs to occur at RM level.
- Having biologists supervised by AWMs would create greater cohesiveness.
- 3 regions should be given more consideration.
- Would be more efficient (less duplication) to have DWMs focus more on non-law enforcement
- Asst. Region Managers are necessary to accommodate workload of the region.
- DWMs and Park Rangers should be combined to avoid confusion for the public.

- Current structure of biologists and field operations does not assign accountability for decisions to one entity which is problematic; could be resolved with biologists reporting to regions.
- Current wildlife structure is hard for customers to understand.
- Focus on procedural changes and not necessarily structural change.

**Law Enforcement**

- Need only one Chief of Law Enforcement; with one Asst. Chief for wildlife and one for parks
- Law Enforcement training function should be housed within Law Enforcement unit.
- Need the same academy, DT/AC systems
- Minimal integration of training and systems is best as parks and wildlife are very different.
- Need one records/case management system.
- Need to bolster recruitment on the parks side.
- Regulations manager needs to be house in L.E. as function is related specifically to the work of the section.
- Support partial integration of equipment standards

#####

- All employee training should be delivered in one place and managed by one Training Manager to ensure officers are “well-rounded”
- Could save significantly by reducing law enforcement on parks (DUI, driving without a license, etc.)
- Don’t need to be law enforcement to to be a Park Manager, non-commissioned personnel should have an opportunity to compete for those positions.
- More staff may need to be add to L.E. units to support DWMs

**Uniforms**

- Uniform should be standardized to create integrated agency.
- Would be more efficient to replace uniforms as they wear out.
- Uniforms should remain different as functions of positions are different.
- Could save money if DWMs were required to buy their own boots and jeans.

**Properties**

- Technicians sharing work must take into consideration proximity and similar functions (i.e. cost savings won’t be created just because two properties are nearby).
- Combine offices/facilities where possible.
- Sharing equipment and maintenance technicians makes sense.

#####

- Need to evaluate how assets are maintained and managed to ensure most efficient life-cycle.
- Use share-croppers on some properties save FTE and temp costs.

### **FINANCIAL SERVICES**

- Duplicate fte are not always unnecessary (volume)
- Buy in bulk to save \$
- Full integration makes the most sense and needs to be laid out on a specific timeline, but needs to occur quickly.
- Must keep diversion in the forefront of thinking about integration
- Need more effective budget/tracking systems.
- Wildlife side should increase use of Pro-Card
- Purchasing process is broken – need better communication to help people make good decisions
- Need to clarify roles of purchasing agents and project managers to streamline the process
- Purchasing agents in each region would allow agents to become more knowledgeable about business needs.
- No efficiencies have been identified in the section on procurement, the whole process needs to be reviewed/revise.
- Centralization of procurement staff is the best option.

### **INVASIVE SPECIES**

- Prefer Alternative 1 – represents the best way to manage workload  
#####
- Use website to train inspectors (save travel \$)
- Standardize ANS protocols and forms
- One sampling/monitoring database is required to be able to analyze/respond to invasions/infestations
- Support two FTE (one ANS and one weeds)

### **Marketing, Branding, and Public Information**

- Integrating public information, marketing and branding within a common organizational framework makes sense.
- Take additional time to evaluate structure and the number/type of positions needed.
- Public information – need both the ability to respond to local issues and statewide coordination.
- Public Involvement Unit functions are not clearly understood by the Work Group; the unit should remain in Wildlife Programs to preserve the existing coordination with program managers and law enforcement staff.

- Public involvement is a skillset of a broader more comprehensive function like policy analysis or planning.
- Public Information Officers need to report to the regions to ensure responsiveness to local issues.
- Question the need for an internal communications specialist; information needed internally is gathered and distributed by a number of other units (e.g. Human Resources).
- Alternative 1 with an Assistant Director would be very effective.

#####

- Develop a common philosophy and consistent classes/grades for employees in these functional areas.
- With the primary objective of the merger being the desire to bring the public into the joint mission of Parks and Wildlife – makes sense to centralize and coordinate messages on a statewide basis.
- Vital need to create a position to handle social media.
- Seek ways to increase revenue through existing or new channels/products.
- Importance of marketing should be elevated given the agency’s enterprise status.
- Reporting structure for PIO’s is irrelevant on a daily basis; positions work on local and statewide message every day.
- The need for a social media specialist is limited as PIO’s do the bulk of that work currently.
- Combine magazine and distribution positions.
- Don’t need three video editors
- Need to support a Mac-based work environment for graphics staff
- Question the need for a social scientist
- Web and web content positions are critical to keep up with emerging communication
- Must ensure that consistent image of the agency is presented
- Alternative 2 does not integrate the agencies.
- Web work should be managed by a true web “master”
- Consolidate core functions into a cohesive new brand
- If Creative Services functions are decentralized, there must be universal standards developed first.
- Maintain existing high-quality graphic support for Park staff.

### **PROPERTY EVALUATION**

- Should not separate leaders from employees (1313 Sherman Street and 6060 Broadway)
- Combines offices where possible.

#####

- Greater emphasis on income potential must be factored into evaluations.
- Transfer/joint management must consider original details of acquisition and must address disruption in current staffing levels.
- Focus on high visibility/quick-win properties first.
- Must fully evaluate fiscal impacts of transfers (e.g. operation and maintenance)
- Proximity may not be the single force that should drive joint management. Common function needs to be considered.
- Need to develop specific criteria for evaluation.
- Need to develop methodology for determining total maintenance or operational costs with each property to create a portfolio that is balanced.
- Properties need to be in close proximity to achieve savings if jointly managed.
- Sharing equipment will save money especially when the equipment is rented.
- Sharing equipment and joint management will cause enormous headaches in terms of accounting for use. (diversion)

### **VOLUNTEERS, EDUCATION, AND INTERPRETATION**

- Statewide Volunteer Coordinator is not necessary
- Statewide Volunteer Coordinator would be helpful
- Education web development position should be maintained as opposed to being converted to a volunteer position; education requires significant resources for web content development
- Support full integration of these functions
- A single volunteer database would increase efficiency/effectiveness

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- Each region would be adequately served by one fte with combined responsibility for volunteer/outreach activities.
- Regions don't have to look the same relative to VIEW functions/positions
- Moving positions to regions would provide the best support for these activities
- Education positions might be better utilized by focusing them on a wider range of education opportunities (e.g. adults and family)
- Eliminate the Partnership Coordinator position – it is ill-defined and duplicates the efforts already underway by RMs and region staff.
- One Asst. Director for V/E/I and Public Information/Marketing/Branding would improve the effectiveness of the organization.
- More focus is needed on environmental education that goes beyond the park level.
- Regionalized V/E/I creates enormous amount of duplication

- Org structure alternatives have parks side disappearing or being de-emphasized; if current parks positions are supervised by wildlife staff we risk having V/E/I efforts becoming too narrowly focused.
- There is not a great deal of cost savings to be achieved; budgets are too small now.
- The bulk of the population resides along the Front Range; why create positions in the NW or SW?

### **WATER, REAL ESTATE, AND GIS**

- Alternative 3 would be effective for managing technical functions, but overlooks the critical need for strategic planning of habitat protection and parks acquisition.
- If sections are combined, parks should have access to all staff.

**APPENDIX G.**

**KEY THEMES FROM EMPLOYEE COMMENTS**

**JANUARY 25, 2012**





## KEY THEMES FROM STAFF COMMENTS ON DRAFT #2

1. Thank you for all of the hard work and for representing the employees.
2. We support keeping the duties of the Park Rangers and DWM's separate and we support keeping the biologists under Wildlife Programs.
3. Please use great care in the selection of leaders for our newly merged agency. Getting the right leaders will largely dictate the outcome of the merger.
4. As parks employees it appears that our staff is being folded into the existing structure of the former Division of Wildlife.
5. Be willing to make changes down the road if something isn't working well.
6. Be consistent with how you manage personnel matters on both sides of the new agency.
7. Be careful about how you manage the uniform decisions. Find a uniform that everyone can be proud of and one that serves the diverse needs of the employees.
8. Everyone is busy and working hard. Don't eliminate key staff positions with an expectation that the same work will all get done. Consider reallocating positions to more critical needs rather than eliminating them altogether.
9. What are the expected savings from implementing the Merger Implementation Plan?
10. Be sure not to divert funds for unintended uses (wildlife cash for parks, trails money for non trails benefits, etc.).
11. In most cases the biologists and field operations folks get along well and work together as a team.
12. Take the time to get the details right rather than trying to stick to an overly aggressive timeline.
13. Please over communicate the plans for implementation with us so that we feel well informed and can understand the basis of decisions.
14. Please make sure that you have a well thought out and substantial plan to protect our state from the ongoing threat of invasive species.
15. The Transition Team provided a framework for the merger but I am still unclear on the details related to my job duties.
16. Please carefully consider span of control when determining the best organizational structure.
17. Carefully consider whether various work functions should report centrally or through field offices.





**APPENDIX H.**

**JOINT MEMORANDUM FROM BIOLOGIST & SCIENTIST WORK GROUP  
MEMBERS AND FIELD OPERATIONS WORK GROUP MEMBERS**

**OCTOBER 6, 2011**



October 6, 2011

TO: Transition Team  
Director Cables  
Parks and Wildlife Commissioners

FR: Members of the Biologists/Scientist Work Group  
Members of the Field Operations Work Group

As part of the merger transition process, all work groups were charged with evaluating specific organizational functions and providing alternatives that result in the elimination of unnecessary duplication, cost savings and/or enhancements to the service provided in pursuit of the agency mission. Part of that evaluation included a review of organizational structure. Both the Biologist/Scientist and Field Operations work groups have presented structure alternatives in their final reports. The Biologist/Scientist Work Group evaluation focused on the existing Wildlife Programs (CDOW) Branch and the Resource Stewardship (Parks) Unit. The Field Operations Work Group considered regional function and structure.

A joint meeting of the Field Operations and Biologists and Scientists Work Groups was held on October 3 to specifically discuss what issues will need to be considered in order to determine the ideal *region* structure. To identify those issues, the two work groups focused their discussion on function, rather than form, of the agency.

During the meeting, members first agreed that regions should be part of the agency's organizational structure and that regions can be used to implement most programs, but not necessarily be lead on all programs. The group also agreed that regions represent one organizational structure alternative that can ensure support for field employees, provide geographic proximity of employees to the natural resources/projects for which they are accountable, and can serve as catalyst for teamwork.

Based on the preceding assumptions, the group identified a series of issues/factors that must be considered in the evaluation of any and all alternatives for region structure. Specifically the group agreed that decisions about region structure (and the inherent reporting relationships) must consider the extent to which the structure:

- clearly defines the range of functions that a region performs
- facilitates fulfillment of the agency mission
- eliminates duplication and achieves cost savings
- ensures effective teamwork
- ensures that employees receive the appropriate level of training/mentoring
- ensures accountability of decision-makers
- ensures that decisions are made at the appropriate level (e.g. agency, branch, section, region, park/area)
- preserves the current rigor, objectivity, and integrity of scientific data supporting management of fish and wildlife populations and other scientific functions of the agency
- ensures that decisions are made considering all relevant data/information (scientific, economic, social, political, etc.)

- ensures that priorities for resource allocation (human and fiscal) are set at the appropriate level and facilitate achievement of agency goals in an efficient manner
- clearly defines and incorporates the respective roles of “staff” and “line” positions for each agency program.
- ensures effective, manageable supervisory span of control
- ensures statewide consistency where it is necessary to achieve agency goals
- ensures meaningful promotional opportunities for all employees

In addition to these considerations, the group acknowledged that organizational structure is one tool that can be used to ensure effective agency operation. However, regardless of what structure exists, strong leadership, effective communication and agency-wide accountability will be key to the agency’s success.