insure that federal employees follow federal regulations. The headquarters program belongs entirely to the Service and must function in all capacities that are expected from any Service program including management of the federal program budget. The individual units, however, are cooperatives in the truest sense and, by virtue of the individual Cooperative Agreements, the influence of the Service is only equal to that of each of the other cooperators of any given unit. It is the interface between these two entities, units and headquarters, and the attempt to manage both as a single entity, that makes management of the unit program challenging (Appendix E).

The Cooperative Nature of the Program

Unilateral Service decisions that reflect the line authority of the Service over most research centers sometimes interferes with the responsibilities of the unit or of the unit personnel to their other cooperators. The reorganization of Service research in 1985 and subsequent reclassification of unit headquarters as a research center was for administrative convenience of managing research subdivisions with the same administrative protocols. The cooperative nature of the unit program places many administrative controls on unit activities through university and state cooperators that make it nearly impossible for units to meet the Service administrative and reporting requirements of research centers (Appendix C).

The unit program attempts to conform to the needs of the Service, but special consideration must be provided by the Service because of the nature of the cooperative program.

Funding Determines the Research Direction

The initiation of the Research Work Order process allowed the Service greater use of units for research. From some units, the Service requested numerous research projects, and most research of some units was for Service work. The shift toward the Service was a natural move toward a source of funding by researchers. A more balanced funding of research by the cooperators would alleviate imbalances created by the Research Work Order process.

The State Agency Cooperator

Opinions and use of units are most diverse by the state fish-and-wildlife-agency cooperators. Some state agencies view the unit as an integral part of the agency and expect unit employees to function much the same as state biologists. At the other extreme, some state agencies see the units as competitors for research funding. Ideally, the state agency is an active, professional, and interested partner in the unit. The presence of synergism between unit and state biologists is highly important to unit productivity and to the benefits from the unit to all cooperators.