



WILDLIFE RESOURCES, STATE FUNDS REDUCTION CONCEPTS

NATURAL RESOURCES, AGRICULTURE, & ENVIRONMENTAL QUALITY APPROPRIATIONS SUBCOMMITTEE
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ISSUE BRIEF

We have been asked to provide a list of suggestions that could potentially reduce the appropriations from the General Fund to agencies overseen by the Natural Resources, Agriculture, and Environmental Quality Appropriations Subcommittee. This list was intended to be used as a starting point for committee's discussions and potential legislative actions.

We used the assumption that although the agencies overseen by this appropriations subcommittee are generally very efficient, there are additional ways to reduce the state appropriations, while allowing the public to receive the needed services. For example, in some instances a portion of the state funds can be replaced with other funding sources, such as user fees. Also, some of the functions currently performed exclusively by state entities can be done by private companies or other government entities if the statute would allow and if proper oversight be put in place.

We identified the following general categories where such potential state fund reductions could be made. For additional explanations and examples of these categories, please see Appendix A.

1. **User fees:** replace a portion of the General Fund appropriations with user fees.
2. **Increase self-checking and self-reporting:** require a greater portion of the inspections and testing currently done by state employees to be transferred to the regulated industry/public, who may be required to self-report or to hire a third-party for verifications.
3. **Allow competition:** allow private or other government organizations to compete against each other and the state for services currently provided solely by state agencies.
4. **Outsource services:** contract with private or other government entities to take over the services currently provided by state agency.
5. **Eliminate government intervention:** some services can be provided through delegated standards without a formal structure of state government directly involved. This puts the burden on the industry to provide the services while still allowing the state to set the standards.

The tables below list the programs of the following Wildlife Resources line items and show the funding mix, expenditure categories, and staff and vehicles count by program:

- Contributed Research
- Cooperative Agreements
- Predator Control
- Wildlife Resources Operations
- Wildlife Resources Capital

In the first table, which shows the FY 2019 amounts by funding source (as included in the [Base Budget Bill, H.B. 5](#)), we have assigned in the first column (titled "Possible Action") one or more of above categories to the programs where applicable.

FY 2019 Base Budget by Program and Funding Mix

Line	Possible Action	Programs by Line Item	State Funds	Federal Funds	Ded. Credits	Restricted	Transfers
1		Contributed Research					
2		Contributed Research			1,503,100		
3		Cooperative Agreements					
4		Cooperative Agreements		12,415,700	1,109,500		5,628,600
5		Predator Control					
6	User fees	Predator Control	59,600				
7		Wildlife Resources Operations					
8		Administrative Services	325,100	256,500		8,225,100	
9	User fees	Outsource Services Aquatic Section	1,149,600	9,474,400		10,307,100	
10	User fees	Outsource Services Conservation Outreach	324,600	1,468,100		3,689,900	
11	User fees	Director's Office	554,600	138,000	106,800	1,621,700	108,400
12		Habitat Council				2,923,500	
13	User fees	Habitat Section	644,000	6,686,600		1,537,000	
14	User fees	Law Enforcement	2,041,300	185,500		6,644,200	
15	User fees	Outsource Services Wildlife Section	2,881,600	8,276,200		6,787,200	
16		Wildlife Resources Capital					
17	User fees	Outsource Services Fisheries	649,400	1,350,000		1,205,000	

Like most of the DNR divisions, the state funds appropriated to the Division of Wildlife Resources is small (9% in base budget bill). Below is a list of these uses proposed for FY 2019 as provided by DWR:

Program Description	Amount	%
Statewide Administration (for work on programs not associated with game species)	\$174,931	2%
Predator Control transfer to Agriculture	\$59,600	1%
Admin Services - Management (for work on programs not associated with game species)	\$331,329	4%
Outreach - PR and Education (for work on programs not associated with game species)	\$230,922	3%
Law Enforcement - Public Enforcement	\$1,661,512	21%
Wildlife Law Enforcement - Non-game species	\$327,588	4%
Habitat - Native Species (non-game species)	\$243,600	3%
SITLA Access Payment	\$1,000,000	13%
Wildlife - Landowner Payments	\$350,000	4%
Wildlife - Cougar/Bear Payments	\$90,000	1%
Wildlife - Native Terrestrial (non-game species)	\$464,183	6%
Predator/Coyote Control	\$714,500	9%
Aquatics - (non-game species)	\$413,235	5%
Wild Horse & Burrow	\$500,000	6%
Aquatics Quagga	\$1,350,000	17%
Total	\$7,911,400	100%

The Legislature may consider using appropriating funds from the division's restricted accounts to offset some of the current appropriations from the General Fund in programs like the Predator Control, Law Enforcement, Aquatic Section, Conservation Outreach, Director's Office, and Fisheries.

There may be opportunities where the division could realize savings if some of the services it currently offers be outsourced to qualified contractors, such as the fish hatcheries and Conservation Outreach.

Would the committee like to pursue any of these possibilities and direct staff to get more information?

The following pages contain details about the expenditures, FTE and Vehicles counts by program, as well as descriptions for each program, in order to provide a better understanding of what is currently budgeted to be "purchased" with the appropriations for FY 2019 in the Base Budget Bill.

Expenditures

Line	Programs in Line Item	Personnel Services	In-state Travel	Out-of-state Travel	Current Expense	DP Current Expense	DP Capital Outlay	Pass Thru
1	Contributed Research							
2	Contributed Research	151,700	1,000	3,000	589,200	500		657,900
3	Cooperative Agreements							
4	Cooperative Agreements	3,728,900	50,000	15,000	11,798,500	163,000		2,629,900
5	Predator Control							
6	Predator Control				59,600			
7	Wildlife Resources							
8	Administrative Services	3,485,100	17,600	7,500	4,186,200	711,800		398,500
9	Aquatic Section	8,229,700	62,400	75,700	7,028,700	150,400		4,884,200
10	Conservation Outreach	3,334,500	20,700	17,300	1,275,000	89,800	1,800	724,900
11	Director's Office	1,771,600	42,100	32,000	560,000	38,500		85,300
12	Habitat Council		10,500	5,500	1,658,800	200		800,000
13	Habitat Section	5,256,200	20,000	10,000	2,534,100	200,000		780,000
14	Law Enforcement	7,858,900	30,800	25,300	850,200	105,800		
15	Wildlife Section	6,619,600	55,900	41,800	5,427,300	250,000		6,630,400
16	Wildlife Resources Capital							
17	Fisheries		0	0	160,200	0		3,693,600

Staff and Vehicles

Line		FTE	Vehicles
1	Cooperative Agreements		
2	Cooperative Agreements	49	
3	Wildlife Resources		
4	Administrative Services	49	
5	Aquatic Section	114	147
6	Conservation Outreach	45	27
7	Director's Office	13	8

8	Habitat Section	75	55
9	Law Enforcement	96	83
10	Wildlife Section	91	86

Mission: To serve the people of Utah as trustee and guardian of the state's wildlife.

Programs Descriptions

Contributed Research Line Item

The primary purpose of this line item is to receive contributions from outside partners for habitat projects, transplants, specific research, and other efforts directed to help wildlife. The largest funding comes from the Conservation Permit Program, the portion of funds earned and directed back to wildlife. Another significant source of funding to this line item is “Help Stop Poaching,” a form of restitution coming from the courts. These dollars are used for DWR officers training and law enforcement equipment.

Cooperative Agreements Line Item

This line item accounts for spending on studies done in cooperation with federal agencies, local government agencies, or other entities. The agencies supply the funding and DWR provides field teams to conduct the studies. Therefore, FTEs can fluctuate depending on the number of projects.

Predator Control Line Item

The Predator Control line item is used for the transfer of funds to the Department of Agriculture and Food's Predatory Animal Control program. They use this funding for targeted removal of predators from specific management areas to help enhance mule deer and pronghorn populations, as well as to assist sage grouse, big horn sheep, and waterfowl.

Administrative Services

The Administrative Services program provides support services for the division. All financial activities are managed through the Fiscal Management program, which includes federal aid programs, revenue collection, payroll, budgeting, and asset management, as well as contracts and agreements. The Licensing Program issues and reconciles all hunting and fishing licenses with the regions and retail outlets. This program also is responsible for aeronautic services, facilities management, and computer services through DTS.

Aquatic Section

The Aquatic Section manages and conserves fish, amphibians, reptiles, and crustaceans (e.g., brine shrimp and crayfish) in the state. Personnel monitor population and habitat trends, and conduct studies necessary to make management decisions. Recommendations are formulated and presented to the Wildlife Board for regulating recreational and commercial fishing and collection, possession, and importation of aquatic wildlife.

Conservation Outreach

The Conservation Outreach Section handles communications, media relations, publications, website administration, the Great Salt Lake Nature Center at Farmington Bay, Hardware Ranch, human dimensions (customer feedback), the Dedicated Hunter program, volunteer services, watchable wildlife, and hunter education. The Conservation Outreach Section is also responsible for the Wildlife Recreation Program, where the goal is to recruit and retain sportsmen by providing opportunities for outdoorsmen to engage in Wildlife Recreational Activities throughout the state. This program is in its infancy, with DWR’s goal to make to program much more visible over the next few years.

Director's Office

The Director's Office provides DWR with strategic programmatic and operational direction, organizational structure, budgets, personnel support, and rules. It is also responsible for interaction with the Legislature, Department of Natural Resources, Wildlife Board, Regional Advisory Councils, the media, constituency groups, other government agencies, private institutions and governing bodies.

Habitat Council

The Habitat Council is statutorily required to advise the DWR director on habitat issues and recommend uses of funding from the General Fund Restricted -- Wildlife Habitat Account. The Habitat Council also reviews all habitat and sportsmen access project proposals that are funded by the Wildlife Habitat Account.

Habitat Section

The Habitat Section focuses on analyzing resource development impacts, acquiring and managing fish and wildlife habitat, staffing the Habitat Council process, developing and maintaining a central database on fish, wildlife and plants, administering the division's GIS program, and running the range inventory program and Great Basin Research Center. The remainder of the section coordinates regional planning efforts and serves as liaison with federal conservation programs. This section seeks to conserve and restore wildlife habitats. The staff identifies high value wildlife areas in Utah in an effort to help landowners, decision makers, and others address issues posed by open space management. The Habitat Section is also responsible for the lands owned by the division.

Law Enforcement

The primary responsibility of the Law Enforcement section is to favorably control human interaction with wildlife resources by enforcing state wildlife laws and, through voluntary compliance, seeking protection of resources and orderly use of resources. Officers in the wildlife law enforcement section have all the powers of law enforcement officers throughout the state.

Wildlife Section

The Wildlife Section is responsible for the terrestrial wildlife management programs in the division. It manages and conserves over 350 species of wildlife including non-game birds and small mammals, threatened and endangered species, upland game species, furbearers, cougar, bear, big game and waterfowl. The section also addresses the needs of sportsmen, private landowners and the general public through falconry, Dedicated Hunter, Cooperative Wildlife Management Units, and depredation management programs. Regional wildlife biologists implement strategies to achieve wildlife goals and objectives planned by program coordinators and detailed in species management plans such as those enacted for deer and elk. Biologists conduct surveys and closely monitor wildlife populations and habitat conditions throughout the state. They make recommendations to the Wildlife Board for the prudent harvest of game species and the conservation of native wildlife. Efforts are made to help private landowners mitigate wildlife problems by providing landowner programs that allow special hunting permit opportunities and by helping to mitigate damages that result from wildlife doing damage to crops or livestock.

Fisheries, Wildlife Resources Capital

This is the only program currently used in this line item. Its purpose is to improve fisheries access, enhance motorboat access and facilities, improve fish hatcheries, and enhance fish habitat.

The following table provides a list of lower-level division programs with a brief description of what each does and who benefits from it.

Program Name	<i>Program Description (What does it do? Who does it benefit?)</i>
Administrative Services Management	<i>This program is a subset of DWR Director's Office and is responsible for the management of all financial activities, federal aid programs, revenue collection, budgeting, contracts, agreements, public licensing, facilities, customer service, aeronautics, and information systems. This program benefits the agency as the primary support role to mission fulfillment in a diverse range of operational functions.</i>
Aeronautics Group	<i>This program is a subset of the DWR Admin Services Section and is responsible for providing specialized flights for the planting of fish in lakes and reservoirs, big game survey flights, upland game survey flights, and all necessary flying for the research and management of the DWR Resources. Most benefitted are the various sections internally who rely on aerial observations and ops to perform critical mission functions.</i>
Aquatic Nuisance Control	<i>This program is a subset of the DWR Aquatics Section Management and is responsible to manage the aquatic invasive species projects within the state. The largest effort is to prevent the spread of quagga mussels in Utah, which is a statewide effort. Most benefitted are the water conveyance interests in the state and recreational boaters.</i>
Aquatics Section Management	<i>This program is a subset of the DWR Director's Office and is responsible for the management of the Aquatics programs of the state to include fish, amphibians, reptiles, mollusks and crustaceans. Most benefitted are the species protected and those public interested in angling, viewing, and protecting these species.</i>

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Big Game Depredation	<i>This program is a subset of the DWR Wildlife Section Management and is responsible to the equitable distribution of these funds to ranchers who have experienced crop damage due to big game depredation.</i>
Big Game Management	<i>This program is a subset of the DWR Wildlife Section Management is is responsible for the management of the Big Game (i.e., mule deer, elk, moose) Species in the state.</i>
Blue Ribbon Fisheries	<i>This program is a subset of the DWR Aquatics Section Management and is responsible for the management of the Blue Ribbon Fisheries Program and the management of the Blue Ribbon designated waters in the state. Most benefitted are anglers.</i>
Communications Program	<i>This program is a subset of the DWR Conservation Outreach Management Program and is responsible for the development and distribution of all information and publications, guidebooks, web sites, videos, press releases, and marketing programs for the Division. Most benefitted are consumers of division information, participants from all walks of life, and the division.</i>
Conservation Outreach Management	<i>This program is a subset of the DWR Director's Office and is responsible for hunter education, media relations, videography, wildlife recreation, shooting centers, publications, marketing, etc. Most benefitted are consumers of division information, participants from all walks of life, and the division.</i>
Cougar/Bear Depredation	<i>This program is a subset of the DWR Wildlife Section Management and is responsible to the equitable distribution of these funds to ranchers and livestock owners who have lost livestock due to cougar/bear depredation.</i>
Directors Office	<i>The Director's Office is responsible for the leadership, direction and administration of the Division. The benefit is to the division and the public as this program is responsible for the successful execution of wildlife policy and planning.</i>
Financial Management and Accounting	<i>This program is a subset of DWR Administrative Services Management and is responsible for all the financial activities of UDWR. This program benefits the division and the department by managing all aspects of finance.</i>
Fish Culture and Hatcheries & FES	<i>This program is a subset of DWR Aquatics Section Management and is responsible for the management of the State Fish Hatcheries and for Fish Health activities. Most benefitted are anglers of all skill levels and pursuit type from highly technical to our community fisheries.</i>
General Facilities Management	<i>This program is a subset of the DWR Admin Services Section and is responsible for the maintance reviews of DWR facilities, managing RISK claims, facility maintenance scheduling, and construction projects for DWR. Most benefitted is the division internally, and the financial supporters of the mission of wildlife by ensuring funds are used wisely to protect investments.</i>
General Law Enforcement	<i>This program is a subset of DWR Director's Office and is responsible for the favorable control of human interaction with wildlife resources by enforcing state wildlife laws; ensures protection of Utah's wildlife resources. It also ensures general compliance to all state laws to the public at large. This program is critical to the protection of all wildlife, and the public trust.</i>
Great Basin Research Center	<i>This program is a subset of the DWR Habitat Management Section and is repsonible for the management of the seed operation and restoration activities that are integral to Habitat Council and Watershed Restoration Initiative efforts.</i>
Great Salt Lake Ecosystem	<i>This program is a subset of the DWR Aquatics Section Management and is responsible for the management of the Great Salt Lake Ecosystem program and the harvesting of Brine Shrimp.</i>
Habitat Council	<i>This program is a subset of the DWR Habitat Management Section and is responsible for the oversight and management of the Habitat Council Program and the Wildlife Habitat Account. Most benefitted are the various ecosystems enhanced and protected .</i>
Habitat Management and WMA's	<i>This program is a subset of the DWR Habitat Section Management and is responsible for the planning, management and maintenance of the Wildlife Management Areas of DWR. This program is critical to the general public, hunters, wildlife viewers, and wildlife for preserving critical habitat and access to wildlife for all wildlife recreation enthusiasts.</i>

Habitat Section Management	<i>This program is a subset of the DWR Director's Office and is responsible for restoring habitats and coordinating statewide impact analysis for development projects. The Habitat Section is also responsible for the lands owned by the Division, which includes planning, management and maintenance of WMAs. Manages leases of the Division, water rights of the Division, and coordinates UDWR's participation in Utah's Watershed Restoration Initiative Program.</i>
Hunter Education	<i>This program is a subset of Conservation Outreach Management and is responsible for providing education opportunities to members of the public who are interested in hunting activities.</i>
Information Technology	<i>This program has now been moved to DTS. However DWR does have DTS staff assigned directly to the Division to oversee the customer information, licensing functions, and data security.</i>
Licensing and Permitting Group	<i>This program is a subset of DWR Administrative Services Management and is responsible for all aspects of public service related to creating, managing, monitoring, and selling various types of hunting, fishing, and trapping licenses and permits (750,000 + transactions annually) This group also oversees our complex draw application system (400,000 + transactions annually). This function is critical to our wildlife for monitoring limited participation and harvest, to the public for intuitive interfaces, and tracking wildlife opportunities provided to the citizens of Utah.</i>
Natural Heritage Program	<i>This program is a subset of the DWR Habitat Management Section and is responsible for data sharing and the management of GIS data.</i>
Shooting Centers	<i>This program is a subset of the DWR Conservation Outreach Program and is responsible for the safe and educational operation of the shooting centers around the state. DWR owns and operates the Lee Kay Center and the Cache Valley Shooting Center, but we provide effort and funding for other shooting ranges throughout the state. Most benefitted are shooting enthusiasts, hunter ed instructors, and students.</i>
Special Programs - Administration	<i>This program is a subset of DWR Director's Office and is responsible for the management of special projects such as Attorney General Support, PLPCO Sage Grouse efforts, the Division's Leadership Development Program, etc. Most benefitted are the division and internal personnel.</i>
Special Programs - Ag Trans. Pred Control	<i>This program is an appropriation of predator control funding that is later transferred to Dept. of Agriculture for predator control efforts.</i>
Sportfish Management	<i>This program is a subset of the DWR Aquatics Section Management program and is responsible for the management of all sportfish species within the state. Most benefit to our angling citizens, and those interested in observing sportfish.</i>
Terrestrial Sensitive Species	<i>This program is a subset of the DWR Wildlife Section Management and is responsible for the management of the bird and mammal native/sensitive species within the purview of DWR.</i>
Upland Game Management	<i>This program is a subset of the DWR Wildlife Section Management and is responsible for the Upland Game (e.g., pheasants, chukar, and cottontail rabbits) Programs within the state. Most benefitted are the species specifically and those of the public interested in hunting, pursuing, and viewing them.</i>
Utah Wildlife Board/Reg. Advisory Coun.	<i>The Wildlife Board and RACs are the major component of Utah's public process for wildlife management. They receive broad input from the public and use that information to set policy for the Division of Wildlife Resources. This program benefits the general public, as it is the official forum for their direct influence on our wildlife resources.</i>
Volunteer Program	<i>This program is a subset of the DWR Conservation Outreach Program Section and is responsible for the development and maintenance of the Division's volunteer program. This program allows DWR to more efficiently manage Utah's wildlife resources, and it also allows DWR to use volunteer time as match for receiving federal funds.</i>
Watchable Wildlife	<i>This program is a subset of the DWR Conservation Outreach Program Section and is responsible for developing and managing various watchable wildlife events throughout the state for consumptive and non-consumptive users alike.</i>

Waterfowl Management	<i>This program is a subset of the DWR Wildlife Section Management and is responsible for the Waterfowl Programs within the state. Most benefitted are the species specifically and those of the public interested in hunting, pursuing, and viewing them.</i>
Wildlife Predator Control Transfer	<i>This program is an appropriation of predator control funding that is later transferred to Dept. of Agriculture for predator control efforts.</i>
Wildlife Section Management	<i>This program is a subset of the DWR Director's Office and is responsible for the management of the Big Game, Upland Game, Waterfowl, and native terrestrial species of the state. Most benefitted are the species specifically and those of the public interested in hunting, pursuing, and viewing them.</i>
Wildlife Capital	<i>This program is the operation and maintenance of all DWR State owned facilities. Currently the only capital budget that DWR maintains is for our State Fish Hatcheries and for Motorboat Access</i>

Appendix A

1. **User fees:** replace a portion or all the General Fund appropriations with user fees. This will allow the state entity to continue the same level of services and staffing, while reducing the general tax dollars. It may or may not mean increasing fees to generate more revenue with which to replace the General Fund. An example of this is the Division of Parks and Recreation shifting the majority of its finding from the General Fund to parks visitors' fees.
2. **Increase self-checking and self-reporting:** require a greater portion of the inspections and testing currently done by state employees to be transferred to the regulated industry/public, who may be required to self-report or to hire a third-party for verifications. This would potentially reduce the workload of the state agency, which would result in reduction in state staff and travel expenses. This could be similar to reporting and paying income taxes. The individual or corporation self-reports, with the understanding that reports are enforced through audits. Another example of this is the elimination of the state-mandated vehicle safety inspections for vehicle registration.
3. **Allow competition:** allow private or other government organizations to compete against each other and the state for services currently provided solely by state agencies. Competition could breed innovation and increase the quality of services and/or reduce the costs to the industry/public paying for the services. An example of this is the Organic certification process.
4. **Outsource services:** contract with private or other government entities for the services currently provided by state agency. Initially, the costs may remain the same, but it could be reduced over time, as competition to provide the services increases. Many services in state government are provided through contracting, and perhaps more could be. Examples of this is UDOT and road construction and This Is The Place Foundation managing the heritage park.
5. **Eliminate government intervention:** some services can be provided through delegated standards without being a formal structure of state government. This puts the burden on the industry to provide the services while still allowing the state to set the standards. An example of this is industry certifications and industry standards, such as the Certified Public Accountant (CPA) and the Governmental Accounting Standards Board (GASB).