

Committee Name: Joint Committee – Finance (JC–Fi)

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XVIII. Department of Natural Resources – George E. Meyer, Secretary

The department requests a supplement of \$186,900 SEG and 2.75 FTE SEG positions in fiscal year 2000-01 from the Committee's appropriation under s. 20.865(4)(u) to the department's general program operations – state funds appropriation under s. 20.370(1), (8) & (9)(mu) to address gypsy moth suppression needs in eastern Wisconsin.

Governor's Recommendation

Approve a revised amount of \$151,600 SEG and 2.00 FTE SEG Plant Pest and Disease Specialist positions in fiscal year 2000-01 in the department's general program operations – state funds appropriation under s. 20.370(1)(mu) to meet gypsy moth suppression needs in eastern Wisconsin, including education and research efforts. Also, provide an additional \$21,300 SEG and 0.50 FTE SEG Natural Resources Financial Assistance Specialist two-year project position in fiscal year 2000-01 in the department's general program operations – state funds appropriation under s. 20.370(9)(mu) to assist in developing and implementing the federal cost-sharing grant program.

STATE OF WISCONSIN
DEPARTMENT OF ADMINISTRATION
101 East Wilson Street, Madison, Wisconsin

TOMMY G. THOMPSON
GOVERNOR

GEORGE LIGHTBOURN
SECRETARY



Office of the Secretary
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Date: April 28, 2000

To: Members, Joint Committee on Finance

From: George Lightbourn, Secretary
Department of Administration

Subject: Section 13.10 Request from the Department of Natural Resources for Additional Funding and Position Authority for the Gypsy Moth Suppression Program.

Request

The department requests a supplement of \$186,900 SEG and 2.75 FTE SEG positions in fiscal year 2000-01 from the Committee's appropriation under s. 20.865(4)(u) to the department's general program operations—state funds appropriation under s. 20.370(1), (8) & (9)(mu) to address gypsy moth suppression needs in eastern Wisconsin.

Background

Since 1971, Wisconsin has worked to eradicate and control gypsy moth infestations around the state. Isolated introductions were eradicated through 1985. By 1990, trapping surveys showed significantly increased gypsy moth populations over earlier surveys. In response, the current cooperative gypsy moth control program was established. The program pools resources from the department, the Department of Agriculture, Trade and Consumer Protection (DATCP), the U.S. Department of Agriculture-Forest Service (USDA-FS), the USDA-Animal and Plant Health Inspection Service (USDA-APHIS), and the University of Wisconsin-Madison.

Wisconsin's gypsy moth control program is the most aggressive program in the country, but it has not been able to stop the spread of gypsy moths. In 1997, Door, Brown, Manitowoc and Kewaunee Counties were placed under federal quarantine status. The number of quarantined counties has grown, and there are now 20 counties under quarantine and 13 counties in a "transition zone," a precursor to being quarantined.

The gypsy moth control program efforts focus on treating areas outside of the quarantined counties. These efforts attempt to slow the spread of the gypsy moth and keep the number of quarantined counties in Wisconsin to a minimum. The

populations within the quarantined counties are too high to eradicate, so efforts in those counties are aimed at inspection and certification of shipments of wood, nursery stock and outdoor household articles to limit the spread of gypsy moths outside of the quarantined area.

As outlined in the February 23, 2000, report submitted to the Committee by DATCP, the Gypsy Moth Coordinating Group has also developed a gypsy moth suppression program. The suppression program will focus on preventing defoliation of trees in areas with high gypsy moth populations. The program will also include federal cost-sharing grants to local units of government. The department will administer these grants and be the lead agency for the suppression of gypsy moth outbreaks and other management activities in quarantined counties. DATCP will continue to be the lead agency on all quarantine activities (e.g., inspections and certifications).

Analysis

The department is requesting additional funding and position authority to begin implementation of the gypsy moth suppression program in eastern Wisconsin. To support the implementation of this program, the department is requesting 2.00 FTE SEG Plant Pest and Disease Specialists, 0.50 FTE SEG Natural Resources Financial Assistance Specialist and 0.25 FTE SEG Accountant – Senior. These SEG forestry account funded positions would serve as gypsy moth suppression coordinators, a program financial assistant to process grant applications from local units of government, and a grant accountant.

The department currently has 6.00 FTE SEG Plant Pest and Disease Specialists for forestry-related pests and diseases, including the gypsy moth. Until recently, gypsy moth activities have focused on control treatments, for which DATCP is the lead agency. As such, to cover its portion of the gypsy moth workload, the department has reallocated existing staff time for gypsy moth activities. The department also received 1.00 FTE SEG Plant Pest and Disease Specialist provided in 1997 Wisconsin Act 27, the 1997-99 biennial budget, to implement an Integrated Pest Management program, assist in the development and implementation of the suppression program, develop silvicultural practices to reduce gypsy moth impact on forested areas, and educate the public on gypsy moth issues.

The continued growth and spread of the gypsy moth population in Wisconsin has created the need for the state and federal agencies to develop a two-pronged approach – control and suppression. The resources in DATCP and the department will continue to work on the current control program, but additional support is needed to implement the new suppression program. Because the U.S. Department of Agriculture (USDA) does not work directly with local units of government, the additional Plant Pest and Disease Specialists would work with counties with high gypsy moth populations to apply for inclusion in the suppression program. Counties must meet several

minimum criteria, such as minimum acreage, minimum tree cover and minimum egg masses per acre. Grant recipients would also need to provide a 50-percent match. The new positions would also support an education program for residents of eastern Wisconsin and a research program to determine the effectiveness of the suppression efforts and the development of new management tools.

The department is also requesting a 0.50 FTE SEG Natural Resources Financial Assistance Specialist position and 0.25 FTE SEG Accountant – Senior position. The Accountant – Senior position would be used to increase an existing position and is requested to reflect estimated workload related to the new program. The Bureaus of Finance and Community Financial Assistance currently have 22.70 FTE Accountant positions, including 2.00 FTE vacant positions. The 1.00 FTE SEG vacant Accountant – Senior position has been vacant for 12 months. The department could use a portion of this vacant position to meet the gypsy moth suppression program needs.

The 0.50 FTE SEG Natural Resource Financial Assistance Specialist position is requested to support the administration of the grant program. The Bureau of Community Financial Assistance currently has 32.50 FTE Natural Resource Financial Assistance Specialist positions to support the various grant programs the department offers. Of these positions, 4.90 FTE positions are vacant, including 1.00 FTE conservation fund SEG position.

The department would like to make the suppression program cost-sharing grants available to counties for spring 2001 treatments. This cost-sharing assistance will only be available to a limited number of counties in eastern Wisconsin. The Plant Pest and Disease Specialists would be working with the counties to educate them on the grant program and determine if they are eligible for the grants. The 0.50 FTE SEG Financial Assistance Specialist position would provide assistance in developing the grant program and answering questions from counties.

However, because of the federal eligibility criteria, it is likely that the same counties will receive grants each year. As the gypsy moth population continues to grow, additional counties may be added, but the majority of the workload will be related to the initial grants. Also, the grants will only be made if federal funding is available. Although federal funding should be available to provide cost-sharing for the spring 2001 treatments, future federal funding is not guaranteed. As such, it can be argued that a permanent position is not needed to administer this program and that a two-year project position would provide adequate support to develop and implement the program.

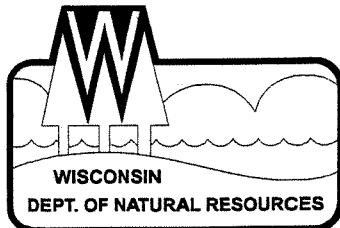
Recommendation

Approve a revised amount of \$151,600 SEG and 2.00 FTE SEG Plant Pest and Disease Specialist positions in fiscal year 2000-01 in the department's general program

Members, Joint Committee on Finance
Page 4
April 28, 2000

operations – state funds appropriation under s. 20.370(1)(mu) to meet gypsy moth suppression needs in eastern Wisconsin, including education and research efforts. Also, provide an additional \$21,300 SEG and 0.50 FTE SEG Natural Resources Financial Assistance Specialist two-year project position in fiscal year 2000-01 in the department's general program operations – state funds appropriation under s. 20.370(9)(mu) to assist in developing and implementing the federal cost-sharing grant program.

Prepared by: Kirsten M. Grinde
266-7973



State of Wisconsin \ DEPARTMENT OF NATURAL RESOURCES

Tommy G. Thompson, Governor
George E. Meyer, Secretary

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March 3, 2000

The Honorable Brian Burke, Co-Chair
Joint Committee on Finance
Room 316 South
State Capitol

The Honorable John Gard, Co-Chair
Joint Committee on Finance
Room 315 North
State Capitol

Attn: Committee Secretary, Daniel Caucutt
Division of Executive Budget and Finance, 10th Floor
Administration Building
101 E. Wilson Street

Brian John

Dear Senator Burke and Representative Gard:

Request:

The Department of Natural Resources requests a supplement to appropriation s. 20.370(1)(mu) from the Forestry Account of the Conservation Fund of \$186,900 SEG and 2.75 FTE permanent positions in FY 01. This request will address critical gypsy moth suppression needs that are developing in eastern Wisconsin due to the build-up of gypsy moth populations. Two permanent gypsy moth suppression coordinators would be classified as Plant Pest and Disease Specialist (pay range 15-24). A .50 FTE permanent Financial Assistant in the Bureau of Community Financial Assistance classified as a Financial Specialist (pay range 2-10) and a .25 FTE permanent Grant Accountant in the Bureau of Finance classified as an Accountant - Senior (pay range 07-16) are needed to manage suppression cost-sharing funds provided through the USDA Forest Service to local communities. As part of the request, an education program is needed to inform the public on the impact of a growing gypsy moth population. In addition, research is needed for measuring baseline efficacy of suppression efforts. The Department feels this request meets the criteria under s.13.10 because of the rapid increase of gypsy moth populations.

Background:

Favorable weather in the Milwaukee and Fox River areas has led to a rapid increase in the gypsy moth populations there, to the point where we can expect pockets of defoliation this spring (2000) and over larger areas in spring of 2001. USDA Forest Service provides a cost-sharing program to help landowners pay for suppression of defoliating populations of gypsy moth. The Forest Service, however, does not work directly with affected communities; instead, it requires that the state administer this program. The DNR is the agency with responsibility for this program. In order to be able to offer this federal cost-sharing program to communities in eastern Wisconsin for treatments done in the spring of 2001, it is necessary to begin to hire the staff previously described immediately. An education program is also necessary to alert the public to this pest, teach them how to predict development of outbreaks, and what options they have for management of this pest, including participation in the federally cost-shared suppression program. The research program will test suppression criteria for residential areas, develop new management tools, improve survey techniques for residential areas and study factors influencing the use of natural gypsy moth enemies in Wisconsin.

Impacts:

Without the immediate funding for personnel and the education program outlined above, it will be impossible to offer federal cost sharing for suppression treatments in spring of 2001. Preparation for a treatment starts nine months before it takes place. Educating communities on how to apply for assistance must start the summer before a planned treatment. Processing of requests for inclusion in the program must be completed by the December prior to treatment. Contracting with applicators is best done in January in order to be competitive. Given these scheduling constraints, it will be necessary to hire the suppression coordinators, the Financial Assistant and the Grant Accountant by summer 2000 to be able to address requests for assistance this fall from residents in eastern counties for suppression of gypsy moth outbreaks likely to occur there next spring (2001). The initiation of the research program will focus on the development of baseline information of the suppression program. This information will be used for evaluating suppression efforts and, if necessary, modifying the program as currently planned.

Costs:**1) Staff: Total cost for personnel, for the first year of the program = \$ 131,857**

- 2 Gypsy Moth Suppression Coordinators (Plant Pest and Disease Specialists)
 - = \$38,014/year/coordinator
 - + \$6,800 travel/year/coordinator
 - + \$3,500 one-time startup costs/coordinator

Total = \$48,314 /coordinator in FY 01

Coordinators would be stationed in the Region they will service, possibly one in the Pike Lake Service Center in Washington Co. and one in Green Bay.

- 1/2 Financial Assistant = \$15,800/year + one-time \$3,500 startup costs
- 1/4 Grant Accountant = \$12,429/year + one-time \$3,500 startup costs

2) Education program per year: \$ 30,000**3) Research program per year: \$ 25,000**

Total Cost for FY 01 including Staff + Education + Research = \$186,857

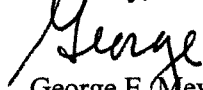
The ongoing cost of this request, in FY 02 and beyond, would be \$172,857.

Conclusion:

This request will direct immediate attention to the suppression needs in 2001 for a rapidly growing gypsy moth population.

Thank you for your consideration of this request.

Sincerely,


George E. Meyer
Secretary

Cc: Darrell Bazzell – AD/5
Joe Polasek – MB/5
Herb Zimmerman – FN/1
Craig Karr – AD/5
Kathryn Curtner – CF/8
Gene Francisco – AD/5
Paul DeLong – FR/4

XIX. Department of Natural Resources – George E. Meyer, Secretary

The department requests a supplement of \$150,000 SEG in fiscal year 1999-2000 and \$226,700 SEG and 1.00 FTE SEG forester-senior position in fiscal year 2000-01 from the Committee's appropriation under s. 20.865(4)(u) to the department's general program operations – state funds appropriation under s. 20.370(1)(mu) to administer the Managed Forest Law program.

Governor's Recommendation

Deny the request.

STATE OF WISCONSIN
DEPARTMENT OF ADMINISTRATION
101 East Wilson Street, Madison, Wisconsin

TOMMY G. THOMPSON
GOVERNOR

GEORGE LIGHTBOURN
SECRETARY



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Date: April 28, 2000

To: Members, Joint Committee on Finance

From: George Lightbourn, Secretary
Department of Administration

George Lightbourn

Subject: Section 13.10 Request from the Department of Natural Resources for Additional Funding and Position Authority for the Managed Forest Law Program

Request

The department requests a supplement of \$150,000 SEG in fiscal year 1999-2000 and \$226,700 SEG and 1.00 FTE SEG forester-senior position in fiscal year 2000-01 from the Committee's appropriation under s. 20.865(4)(u) to the department's general program operations – state funds appropriation under s. 20.370(1)(mu) to administer the Managed Forest Law program.

Background

The Managed Forest Law program was created in 1985 to replace both the Forest Crop Law and Woodland Tax programs. The Forest Crop Law program offered landowners with 40 or more acres the option of entering into 25- or 50-year contracts, which reduced the landowner's tax burden in return for reforestation of the land. Under these contracts, landowners were required to provide public access for hunting and fishing, pay a 10 percent tax on timber when harvested, and pay \$0.10 to \$0.83 per acre (depending on when the contract was signed) to the local taxation district in lieu of assessed property taxes. To reduce the loss of tax revenue to the local districts, the state made payments of \$0.20 per acre per year to taxation districts with enrolled lands. The Woodland Tax program provided similar tax relief to owners of smaller parcels and did not require public access.

The Managed Forest Law streamlined the administration of the forest tax programs and expanded program appeal to landowners by combining the two programs and allowing landowners to manage their land for recreational or habitat goals in addition to timber production. Under the program, landowners of parcels at least 10 acres in size enter into 25- or 50- year contracts to manage the enrolled acres according to a management plan approved by a department forester. Landowners have the option to restrict public access on up to 80 acres per municipality in return for a higher annual

per acre payment than if the land is open for non-motorized public recreation. Landowners are also required to pay a timber harvest tax to the department, which retains half of the revenue, and the remainder is distributed to the towns and counties in which the land is enrolled. The department also provides annual payments of \$0.20 per acre to towns for enrolled lands.

Forest Crop Law and Woodland Tax program participants have the opportunity and have been encouraged to convert their existing contracts to the Managed Forest Law program prior to contract expiration. The last Forest Crop Law contract will expire in 2035, if it is not converted. Conversion of these contracts and the enrollment of new lands into the Managed Forest Law program have created a demand for foresters to complete required management plans. Under current statutes, if a landowner requests that the department prepare the management plan, the department must comply. To reduce the burden on state foresters, in recent years, the department has contracted with private foresters to prepare forest management plans.

Several large industrial forest owners have begun to sell lands enrolled in either the Forest Crop Law or Managed Forest Law program. Each sale requires that the department be notified and a \$20 transfer fee be paid. The department must then review each transfer to determine if each parcel continues to be eligible for the program or if it must be withdrawn. If it is determined that the land transferred is no longer eligible or if the new owner does not certify his intent to continue to comply with the existing management plan, the department must withdraw the land and assess the statutory withdrawal tax.

Analysis

The department is requesting additional funding from the SEG forestry account to increase its contracts with private foresters to prepare forest management plans for lands to be enrolled in the Managed Forest Law program. The department is also requesting 1.00 FTE SEG permanent forester-senior position, three LTE staff positions and associated funding. These additional positions would support the administration of the industrial ownership portions of the forest tax program and the review of large land transfers.

In fiscal year 1999-2000, the department has received an additional 10.00 FTE SEG forester and forester-senior positions. The 1999-2001 biennial budget created 5.00 FTE SEG permanent forester positions, which the department assigned to work on private forestry issues. Also, through its authority under s. 13.101, at its September 1999 meeting, the Committee also provided the department with 5.00 FTE SEG forester-senior two-year project positions to address storm damage and private forestry issues. As the participants in the Managed Forest Law program are private forest landowners, it could be argued that the department has already received 10.00 FTE positions to address the needs indicated in this request. In addition, the

department currently has 14.50 FTE vacant SEG permanent forester, forester-senior or forestry specialist positions, including the 5.00 FTE SEG forester positions created in 1999 Wisconsin Act 9.

Although half of the new positions created are two-year project positions, the department has the option to submit a request to the Committee to extend those positions for two more years. A decision can be made at that time as to whether the ongoing workload justifies continuing the positions. If the department receives the position authority included in this request, the position should be created as a two-year project position to allow review of the remaining workload related to the sales and announced sales of industrial forestland.

The department has also requested additional spending authority to fund LTE support positions and to increase contracts with private foresters to prepare management plans. The 1999-2001 biennial budget provided \$150,000 annually for the department to contract with private foresters to speed the entry of forestland into the Managed Forest Law program. The Joint Legislative Council also introduced a bill, AB 681, which would have provided an additional \$300,000 SEG annually for these contracts. AB 681 was referred to the Assembly Committee on Conservation and Land Use, and no executive action was taken on the bill. The bill will receive no further review or action in the current legislative session.

The inaction on AB 681 could be interpreted to indicate that the Legislature does not consider that additional funds for these contracts is a high priority. As such, it could be argued that the department's request should be denied because the Legislature has already determined that more than \$150,000 SEG annually should not be spent on contracts. Alternatively, the Legislature may believe that the department does not need additional funds but can reallocate internally to cover an increase in contracts.

Regardless of the possible perspectives on the appropriate funding level, the department has not illustrated a need to increase its budgeted spending authority in the appropriation under s. 20.370(1)(mu). The department has consistently lapsed approximately \$600,000 SEG from the Bureau (now Division) of Forestry's budgeted allotment under that appropriation. This amount of lapse could easily cover both the increase in contract funds and the requested LTE position costs. The department indicates that it is difficult to predict expenditures for the remainder of the year and to which appropriations those expenditures will be assigned. The difficulty in budgeting seems to derive from internal accounting and management practices. Historical data indicate that sufficient expenditure authority exists, and additional spending authority should not be provided because the department's accounting procedures do not provide accurate and timely summaries of available funds.

In addition, the department has and continues to generate savings from its vacancies. The unused budgeted salary amounts could be transferred to support additional contracts. The vacancies have generated salary savings of approximately \$200,000

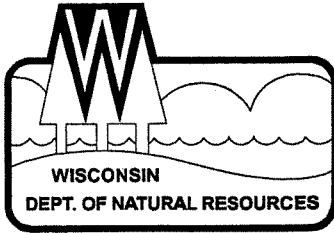
Members, Joint Committee on Finance
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April 28, 2000

SEG to date. It is likely that at least some of the vacant positions will continue unfilled and will generate sufficient unused spending authority to cover both the additional contract funding and the requested LTE position costs.

Recommendation

Deny the request.

Prepared by: Kirsten M. Grinde
266-7973



State of Wisconsin \ DEPARTMENT OF NATURAL RESOURCES

Tommy G. Thompson, Governor
George E. Meyer, Secretary

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March 3, 2000

The Honorable Brian Burke, Co-Chair
Joint Committee on Finance
Room 316 South
State Capitol

The Honorable John Gard, Co-Chair
Joint Committee on Finance
Room 315 South
State Capitol

Attn: Committee Secretary, Daniel Caucutt
Division of Executive Budget and Finance, 10th Floor
Administration Building
101 E. Wilson Street

Brian John
Dear Senator Burke and Representative Gard:

REQUEST

The Department of Natural Resources requests a supplement to appropriation s. 20.370(1)mu) from the Forestry Account of the Conservation Fund of \$150,000 SEG in FY 2000, and \$226,700 SEG and 1.00 FTE permanent forester position in FY 2001. The request in FY 2000 is for a \$150,000 increase in the Managed Forest Law (MFL) consultant forester contract. The FY 2001 request is for 1.0 FTE forester-senior permanent position, one forester-senior LTE, two clerical assistant LTE positions, and a continuation of the \$150,000 increase in the funding for MFL consultant forester contracting. This request is to address recent sales, withdrawals, and transfers of large industrial holdings, an unexpectedly high interest in the MFL by the non-industrial private forest landowners through application, and the associated enforcement issues.

BACKGROUND

Wisconsin Statutes establish deadlines for the Department of Natural Resources to meet in administering the Managed Forest Law Program (MFL). Significant increases in the sale of forest tax law lands have resulted in MFL workload that the Department cannot complete within the statutory deadlines without eliminating other essential Forestry work. The state statutes require that applications for the tax law must be processed for entry by November 20, with the field foresters work required by October 1 each year. Transfers and withdrawals which affect a landowner's property taxes must be have orders issued by December 15 each year. Failure to meet the statutory deadlines will open the state to liabilities for the property taxes of the landowners.

With the announcement of the sale of Consolidated Papers, the sales of forest tax law lands total over 610,000 acres in less than 18 months. Each one of the sales of five companies have or will result in the filing of transfers on all tax law land, recording of all the documents, verification of legal descriptions, compliance inspections, follow-up enforcement action and numerous meetings with the new landowners to explain the forest tax laws and the state's and their responsibilities. The industrial forest tax law announcements and sales are as follows:

Consolidated Papers	322,979 acres
Champion International	9,952 "
Lake Superior Land Co.	67,362 "
Four States Timber/PCA	158,587 "
Tigerton Lumber Co.	<u>54,593</u> "
Total	613,473 acres

For 1999 the forest tax law industrial acreage totaled 1,078,727 acres. One of the ownership changes has resulted in four times the normal oversight due to poor forest management practices. This requires close scrutiny on all activities until the landowner is brought into compliance or is withdrawn from the tax laws.

The MFL activity on non-industrial private forest lands has increased 57% over last year with the new applications totaling 2600 this year. The Department spent \$125,000 for contracting with consultant foresters during 1999, through which it completed 224 plans. The FY 2000 budget includes \$150,000 for contracting and LTE administration, which should cover approximately 240 plans. Contractors have bid to do as many as 400 plans but the budget falls short. The need is for 500 plans above what our field foresters can complete. Contracting with consultants has drawn greater interest in FY 2000, going from 16 to 23 consultants bidding. Department foresters must approve plans developed by consultants, assuring that landowners receive a plan that meets standards.

IMPACTS

The transfer of ownership on the large industrial tax law entries results in a review of the ownership change, discussions on the requirements of the tax laws, an evaluation of the new owners' management practices, and an issuance of tax law orders for all the tax law land changing ownership. Under the Managed Forest Law, transfer, withdrawal, and cutting activity is 3.4 times higher than the previous tax laws, the Forest Crop and Woodland Tax Laws. Whenever larger ownerships are sold and broken up, the transfer, withdrawal, and enforcement activity is even higher than normal MFL activity level.

The two current forest tax staff given the responsibility of oversight of the industrial accounts in the forest tax program have seen a dramatic increase in questions and administration activities due to the transfers and withdrawals. With many of the tax law transfers, a part of the land is used for incompatible practices. This leads to either the landowner withdrawing the lands from the tax law or the Department taking enforcement action against them. On large land ownerships, this can mean months of documentation, land examinations, and meetings to document tax law violations and work with Department attorneys.

The same transactions overwhelm the Department's central office Forestry staff. Presently there is a two-month backlog of forest tax law transfers and large industrial ownership changes will take a minimum of six months to process. In cases such as the Four States Timber/Packaging Corporation of America land sale to the state and twelve other entities, the process is slowly progressing through the determination of what transactions are legal forest tax law transfers and which will be requiring withdrawal. Approximately 4,000 legal descriptions will have to be identified and verified, in 45 different towns, in five counties. The sale of Consolidated Papers will involve 122 towns and 26 counties.

Forest landowners in Wisconsin this year have taken a greater interest in the Managed Forest Law. The MFL annual application process completely dominates many forestry offices and as the total acreage has built up in those counties, the follow-up work keeps compounding through management plans and mandatory practices. The 2.5 million acres of forest tax law lands are now dominated by the MFL, which has gone from 34% to 76% of the total in about 3 years. To compound this, the activity in the MFL versus the Forest Crop Law is 3.4 times higher for transfers, withdrawals, and cutting notice/reports. All these activities require actions both by the central office and field foresters.

COST

1). Staff: Total cost of personnel in FY 2001 is \$76,700

- 1 Forest Tax Special Assistant (Forester-Senior)
 - Salary \$35,200
 - Fringe \$13,235 (37.6%)
 - Travel \$3,000
 - Startup \$3,500
- 1 LTE Contract Coordinator (Forester-Senior)
 - Salary \$17,600
 - Fringe \$1,346
- 2 LTE Clerical (Clerical Assistant – 2)
 - Salary \$16,000 (\$8,000 each)
 - Fringe \$1,224

The forest tax special assistant would be stationed in Madison (central office), the contact coordinator would be in LaCrosse, one clerical assistant would be in Tomahawk, and one clerical assistant would be in Madison (central office).

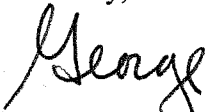
2.) Contracting: The increase in consultant forester contracting per year is \$150,000.

Present contracting with private consultant foresters is at \$150,000 per year and this would increase it to \$300,000 on an annual basis.

CONCLUSION

This request will immediately increase the contracting with consultants to the full level necessary for FY 2000 and 2001. It will allow the Department to take a major step forward in addressing the administration of the tax law applications and transfers occurring at record levels and involving our largest landowners in the state. Thank you for your consideration of this request.

Sincerely,

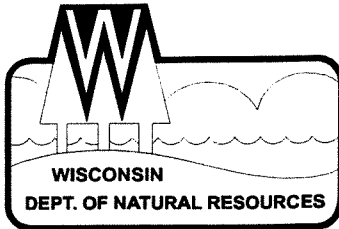


George E. Meyer
Secretary

Cc: Darrell Bassell – AD/5
Joe Polasek – MB/5
Herb Zimmerman – FN/1
Gene Francisco – AD/5
Paul DeLong – FR/4

XX. Department of Natural Resources – George E. Meyer, Secretary

Pursuant to section 9136(10v) of 1999 Wisconsin Act 9, the department submitted a plan to the Committee for approval detailing the expenditures from the fish and wildlife account and the department's compliance with the administrative expenditure limit imposed under s. 25.29(3m).



State of Wisconsin \ DEPARTMENT OF NATURAL RESOURCES

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George E. Meyer, Secretary

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March 30, 2000

The Honorable Brian Burke, Co-Chair
Joint Committee on Finance
Room 316 South
State Capitol

The Honorable John Gard, Co-Chair
Joint Committee on Finance
Room 315 North
State Capitol

Attn: Committee Secretary, Daniel Caucutt
Division of Executive Budget and Finance, 10th Floor
Administration Building
101 E. Wilson Street

Brian John

Dear Senator Burke and Representative Gard:

Fish and Wildlife Account Administrative Funding Limit Plan

Section 9136(10v) of 1999 Wisconsin Act 9, the biennial budget bill, requires DNR to submit a plan to the Joint Committee on Finance that would detail the Department's efforts to comply with section 25.29(3m) of Act 9. Section 25.29(3m) indicates that DNR expenditures from the fish and wildlife account of the conservation fund for division and department administrative costs may not exceed 16% of the expenditures from the account for that fiscal year.

However, as a result of a growth in direct program expenditures, an increase from the Assembly's 10% cap language to 16% in the Conference Committee and the Governor's vetoes of licensing costs and bureau administration inclusion under the cap, the department is currently in compliance with the 16% cap requirement.

Background

It should be noted that the wording of the language in Section 25.29(3m) is somewhat unclear and it is necessary to clarify some of the assumptions related to this plan. For example:

1. The language states that "no more than 16% of **expenditures** from the Fish and Wildlife Account can be for administrative purposes. That actual amount will not be clear until after the fiscal year has ended. However, this plan will be based on budgeted levels.
2. Expenditures from the Fish and Wildlife account include **federal dollars** that are statutorily defined as part of the Conservation Fund. However, it is not clear whether federal dollars should be taken into account in determining the appropriate 16% administrative cap level, as the Legislative Audit Bureau did in some of its tables. This analysis will be based only on state user fee revenues.

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3. Given **payplan and union contract settlements** there is a fair amount of uncertainty at this time as to what actual expenditures will be on the salary line. However, it is very clear that actual, direct program salary costs will be higher than the "budgeted" chapter 20 levels used for this analysis.
4. The terms used, "**administration of the department and its divisions**" and "**providing support services for the department**", are not statutorily defined.

As a result, this analysis will attempt to clarify some of these uncertainties by referring to the July 1998 Legislative Audit Bureau (LAB) Report titled "Funding Fish and Wildlife Programs" which used the terms included in s.25.29(3m)(b).

A. **Table 2 on page 16** of the LAB report describes **support services** as follows:

Bureau of Customer Services and Licensing; processing hunting and fishing licenses
(vetoed by Governor)

Bureau of Administrative and Field Services; safety and risk management, fleet and aeronautics management, mail distribution, and publishing services

Bureau of Finance; financial services, including purchasing, auditing, and accounting functions

Bureau of Enterprise Information Technology and Applications; computer processing services

Division Administrative Support Services; no additional definition

Bureau of Human Resources; personnel services

And other services such as:

Bureau of Legal Services

Bureau of Management and Budget

B. **Table 4 on page 18** of the LAB report describes **staffing by organizational unit**. This chart represents all fish and wildlife funds, (as categorized by LAB) not just state license fee revenues. The following chart compares the distribution of staff per the LAB report of 1996-97 to current budgeted staffing levels. It should be noted that the department was undergoing a reorganization implementation during that time period. Therefore, as an example, growth in Customer Service and Licensing staff, for 2000-01 reflects staff transfer for budgetary and organizational purposes to that bureau.

<u>Organizational Unit</u>	<u>1996-97 LAB FTE Distribution</u>	<u>Budgeted FTE 2000-01</u>
Fisheries Management	231.9	234.26

<u>Organizational Unit</u>	<u>1996-97 LAB FTE Distribution</u>	<u>Budgeted FTE 2000-01</u>
Support Services		
Customer Service and Licensing	46.4	68.64
Division administrative support	31.0	
-Land Management		19.03
-Water Management		12.00
Administration and Field Services	22.5	17.81
Finance	22.1	20.26
Other	21.1	
-Administration		3.78
-Legal		3.06
-Management and Budget		3.93
Information Management	20.7	19.95
Human Resources	13.2	12.97
Total of shaded area reflecting post-veto of Support Services	130.6	112.79
Wildlife Management- (8.0 to Forestry Funding)	138.0	128.1
Law Enforcement		
Conservation Wardens	104.5	
Managers/Supervisors	14.1	
Other wardens and enf. Specialists	12.5	
	131.1	134.38
Property Management	45.2	39.87
Research	40.1	41.61
Mississippi/St. Croix Work Unit	17.0	17.00
Community Assistance/CAER	5.5	14.51
	785.8	791.16

The table shows 5.36 additional FTE being funded with all sources of Fish and Wildlife revenue. It shows 17.8 less FTE in the support portion of the staffing table. This difference relates to budget reductions such as the transfer of communication technicians to DOT and post reorganization staffing moves. This table would indicate that similar assumptions are being utilized to define support costs.

C. Table 5 on page 20 of the LAB report describes a breakout of 1996-97 expenditures by activity type. It shows Administration costs at 16.6% of total Fish and Wildlife related expenditures including Bureau Administration and Licensing administration, both of which were vetoed in the final Act 9.

Using the definitions of Support Services from Table 2 and the staff breakout in Table 4 to define Division administration, the following comparisons can be made to define support costs.

<u>Organizational Unit</u>	<u>1996-97 LAB Distribution</u>	<u>Budgeted 1999-00</u>	<u>Budgeted 2000-01</u>
Division administrative support	\$2,500,342		
-Land Management		\$1,487,835	\$1,497,834
-Water Management		935,900	925,400
		\$2,423,735	\$2,423,234
Department administration and support	\$7,903,164		
Administration and Field Services		\$1,230,450	\$1,231,323
Finance		1,864,248	1,864,248
Administration		422,445	391,890
Legal		314,542	314,542
Management and Budget		260,110	260,110
Information Management		1,385,975	1,385,407
Human Resources		778,672	778,891
Administrative Facilities Rent		698,575	698,575
		\$6,955,017	\$6,924,985
Total	\$10,403,506	\$9,378,752	\$9,348,219


Conclusion

The table below compares direct program budget authority to support services authority. Support services authority constitutes 15.5% of 1999-00 and 15.4% of 2000-01 state user fee financed Fish and Wildlife Account chapter 20 budget authority. Therefore, the Department is in compliance with the terms of section 25.29(3m).

<u>Fish and Wildlife Account Budget Authority</u>	<u>Budgeted 1999-00</u>	<u>Budgeted 2000-01</u>
Direct Program Costs	\$51,030,333	\$51,246,168
Support Services	9,378,751	9,348,219
total	\$60,409,084	\$60,594,387
Support Services % of total costs	15.5%	15.4%

Thank you for your consideration of this request.

Sincerely,


George E. Meyer
Secretary

XXI. Department of Natural Resources – George E. Meyer, Secretary

The department requested approval of 1.00 FTE PR-S permanent facility designer-journey position in the general program operations – service funds appropriation under s. 20.370(8)(mk) under the 14-day passive review of s. 16.505. The position was requested to provide space planning and design services related to the ongoing implementation of the department's reorganization.

Due to an objection from a Committee member, this request is now before the Committee under s. 13.10.

XXII. Department of Natural Resources – George E. Meyer, Secretary

The department requested approval of the purchase of 144.23 acres in Brown County from Wisconsin Central, Ltd., for the Green Bay to Greenleaf State Trail under the 14-day passive review of s. 23.0915(4).

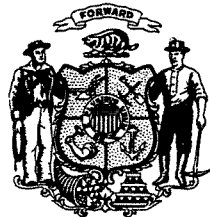
Due to an objection from a Committee member, this request is now before the Committee under s. 13.10.

XXIII. Department of Natural Resources – George E. Meyer, Secretary

The department requested approval of a grant to Waukesha County for the purchase of 347 acres of farmland within the Town of Oconomowoc and a grant to Kenosha County for the purchase of a 233-acre gravel quarry from Meyer Material Company under the 14-day passive review of s. 23.0915(4).

Due to an objection from a Committee member, these requests are now before the Committee under s. 13.10.

STATE OF WISCONSIN
DEPARTMENT OF ADMINISTRATION
101 East Wilson Street, Madison, Wisconsin



Office of the Secretary
Post Office Box 7864
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TOMMY G. THOMPSON
GOVERNOR

GEORGE LIGHTBOURN
ACTING SECRETARY

April 28, 2000

The Honorable Brian Burke
State Senate
316 South, State Capitol
Madison, WI 53702

The Honorable John Gard
State Assembly
315 North, State Capitol
Madison, WI 53702

Dear Senator Burke and Representative Gard:

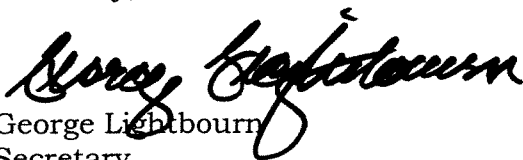
Attached is our report as required under s. 16.50, Wisconsin Statutes, on the number of federally funded positions approved during the October 1 to December 31, 1999 quarter. Also shown are changes in positions approved by the UW-System and by the Legislature during the same period. There were 25.5 federal positions approved in the quarter and 1.0 deleted for a net increase of 24.5 FTE.

Of the new federal positions created, the Department of Agriculture, Trade and Consumer Protection received 3.0 for the Client Assistance Program; the Department of Public Instruction received 18.0 for the WEOP program and the Department of Transportation received 2.0 FTE.

Also attached is our report on the surplus positions created for the same quarter.

We would be happy to answer any questions you may have on these reports.

Sincerely,


George Lightbourn
Secretary

Attachments (2)

REPORT ON POSITIONS AUTHORIZED -OCTOBER 1 TO DECEMBER 31, 1999

Agency	Budgeted Positions for FY00*(9/30/99)		Approved Under s. 16.50		UW Approved		JFC or Misc. Leg.*		Totals as of 12/31/1999
	Adds	Deletes	Adds	Deletes	Adds	Deletes	Adds	Deletes	
Administration									
GPR	1,121.68								1,122.68
PRO/PRS	173.11								173.11
Federal	873.46								873.46
SEG	68.41								69.41
	6.70		1.00						6.70
Adolescent Pregnancy Prevention and Pregnancy Services Board									
GPR	1.50								1.50
	1.50								1.50
Aging and Long-Term Care									
GPR	26.90								26.90
PRO/PRS	10.65								10.65
	16.25								16.25
Agriculture, Trade & Consumer Protection									
GPR	718.68								722.66
PRO/PRS	318.11								318.11
Federal	261.97								261.97
SEG	65.33								68.33
	73.25		3.00						74.25
Arts Board									
GPR	12.00						1.00		12.00
PRO/PRS	5.00								5.00
Federal	1.00								1.00
	6.00								6.00
Child Abuse & Neglect Prevention Board									
PRO/PRS	4.00								4.00
	4.00								4.00
Circuit Court									
GPR	509.00								509.00
	509.00								509.00

REPORT ON POSITIONS AUTHORIZED -OCTOBER 1 TO DECEMBER 31, 1999

Agency	Budgeted Positions for FY00*(9/30/99)		Approved Under s. 16.50		UW Approved		JFC or Misc. Leg.*		Totals as of 12/31/1999
	Adds	Deletes	Adds	Deletes	Adds	Deletes	Adds	Deletes	
Commerce	467.55								468.55
GPR	80.40								80.40
PRO/PRS	261.25								261.25
Federal	28.20		1.00						29.20
SEG	97.70								97.70
Corrections	8,850.75						16.20		8,862.95
GPR	7,398.10							-4.00	7,414.30
PRO/PRS	1,448.65								1,444.65
FED	4.00								4.00
Court of Appeals	75.50								75.50
GPR	75.50								75.50
District Attorneys	385.40								385.40
GPR	370.40								370.40
PRO/PRS	15.00								15.00
Educational Communications Board	87.50								94.50
GPR	61.75								61.75
PRO	25.75			7.00					32.75
Elections Board	13.00								13.00
GPR	13.00								13.00
Employe Trust Funds	203.85								203.85
GPR	3.50								3.50
SEG	200.35								200.35
Employment Relations Commission	33.50								31.50
GPR	28.50								28.50
PR	3.00								3.00

REPORT ON POSITIONS AUTHORIZED -OCTOBER 1 TO DECEMBER 31, 1999

Agency	Budgeted Positions for FY00*(9/30/99)		Approved Under s. 16.50		UW Approved		JFC or Misc. Leg.*		Totals as of 12/31/1999
	Adds	Deletes	Adds	Deletes	Adds	Deletes	Adds	Deletes	
Employment Relations Department									
GPR	86.00								86.00
PRO/PRS	80.05								80.05
	5.95								5.95
Ethics Board									
GPR	6.00								6.50
PRO/PRS	3.00								3.00
	3.50								3.50
Financial Institutions									
PR	168.50								168.50
	168.50								168.50
Governor's Office									
GPR	48.05								48.05
	48.05								48.05
Health and Family Services									
GPR	6,271.21								6,271.21
PRO/PRS	1,881.05								1,881.05
Federal	3,382.00								3,382.00
SEG	1,000.16								1,000.16
	8.00								8.00
Higher Educational Aids Board									
GPR	13.00								13.00
PR	12.36								12.36
SEG	0.00								0.00
FED	0.64								0.64
	0.00								0.00

REPORT ON POSITIONS AUTHORIZED -OCTOBER 1 TO DECEMBER 31, 1999

Agency	Budgeted Positions for FY00*(9/30/99)		Approved Under s. 16.50		UW Approved		JFC or Misc. Leg.*		Totals as of 12/31/1999
			Adds	Deletes	Adds	Deletes	Adds	Deletes	
Historical Society	177.90								179.65
GPR	143.50						1.25		144.75
PRO/PRS	25.30	0.50							25.80
Federal	5.85								5.85
SEG	3.25								3.25
Insurance	134.00								134.00
PRO	120.25								120.25
SEG	13.75								13.75
Investment Board	104.50								104.50
PRO	104.50								104.50
Judicial Commission	2.00								2.00
GPR	2.00								2.00
Justice	557.90								557.90
GPR	415.15								415.15
PRO/PRS	129.25								129.25
Federal	13.50								13.50
SEG	0.00								0.00
Legislature	580.00								580.00
Legislators - GPR	132.00								132.00
Assembly Staff - GPR	253.50								253.50
Senate Staff - GPR	194.50								194.50
Legislative Technology Services- GPR	21.00								21.00
Retirement Committee - GPR	3.00								3.00
Revisor of Statutes - GPR	11.00								11.00

REPORT ON POSITIONS AUTHORIZED -OCTOBER 1 TO DECEMBER 31, 1999

Agency	Budgeted Positions for FY00*(9/30/99)		Approved Under s. 16.50		UW Approved		JFC or Misc. Leg.*		Totals as of 12/31/1999
	Adds	Deletes	Adds	Deletes	Adds	Deletes	Adds	Deletes	
Legislative Reference Bureau - GPR	56.00								56.00
Legislative Audit Bureau	88.80								88.80
GPR	67.00								67.00
PRS	21.80								21.80
Legislative Fiscal Bureau - GPR	35.00								35.00
Legislative Council - GPR	35.17								35.17
Lieutenant Governor's Office	7.75								7.75
GPR	7.75								7.75
Lower Wisconsin State Riverway Board	2.00								2.00
SEG	2.00								2.00
Military Affairs	385.53								385.53
GPR	121.65								121.65
PRO/PRS	28.60								28.60
Federal	235.28								235.28
Natural Resources	2,932.13								2,939.27
GPR	512.78								512.78
PRO/PRS	265.64								265.64
Federal	453.46								453.46
SEG	1,700.25						7.14		1,707.39
Personnel Commission	10.00								10.00
GPR	10.00								10.00
Public Defender	527.55								527.55
GPR	523.55								523.55
PRO/PRS	4.00								4.00

REPORT ON POSITIONS AUTHORIZED -OCTOBER 1 TO DECEMBER 31, 1999

Agency	Budgeted Positions for FY00*(9/30/99)		Approved Under s. 16.50		UW Approved		JFC or Misc. Leg.*		Totals as of 12/31/1999
	Adds	Deletes	Adds	Deletes	Adds	Deletes	Adds	Deletes	
Public Instruction	625.80								643.80
GPR	334.37								334.37
PRO/PRS	78.42								78.42
Federal	213.01	18.00							231.01
Public Lands	11.00								11.00
PR	11.00								11.00
Public Service Commission	192.50								192.50
PRO/PRS	191.50								191.50
Federal	1.00								1.00
Regulation and Licensing	137.50								137.50
PRO	137.50								137.50
Revenue	1,306.20								1,306.20
GPR	1,208.75								1,208.75
PRO/PRS	73.95								73.95
Federal	0.00								0.00
SEG	23.50								23.50
Secretary of State	8.50								8.50
PRO	8.50								8.50
State Fair Park Board	51.20								51.20
PRO	51.20								51.20
State Treasurer	18.50								18.50
GPR	1.00								1.00
PRO/PRS	15.50								15.50
SEG	2.00								2.00

REPORT ON POSITIONS AUTHORIZED -OCTOBER 1 TO DECEMBER 31, 1999

Agency	Budgeted Positions for FY00*(9/30/99)		Approved Under s. 16.50		UW Approved		JFC or Misc. Leg.*		Totals as of 12/31/1999
	Adds	Deletes	Adds	Deletes	Adds	Deletes	Adds	Deletes	
Supreme Court	196.50								196.50
GPR	111.50								111.50
PRO/PRS	79.00								79.00
SEG	5.00								5.00
FED	1.00								1.00
TEACH									
GPR	6.00								6.00
	6.00								6.00
Transportation									
PRO/PRS	3,911.95								3,913.95
Federal	16.00								16.00
SEG	949.57		2.00						951.57
	2,946.38								2,946.38
Tourism									
GPR	62.25								62.25
PR	58.25								58.25
SEG	1.00								1.00
	3.00								3.00
University of Wisconsin									
GPR	28,096.59								28,163.59
PRO/PRS	18,259.94						67.00		18,326.94
Federal	6,263.15								6,263.15
SEG	3,487.81								3,487.81
	85.69								85.69
U.W. Hospitals & Clinic Board									
PR	1,556.71								1,556.71
	1,556.71								1,556.71
Veterans Affairs									
GPR	865.30								864.30
PRO/PRS	8.80								8.80
SEG	723.74								723.74
FED	126.26								126.26
	6.50								5.50
			-1.00						

REPORT ON POSITIONS AUTHORIZED -OCTOBER 1 TO DECEMBER 31, 1999

Agency	Budgeted Positions for FY00*(9/30/99)		Approved Under s. 16.50		UW Approved		JFC or Misc. Leg.*		Totals as of 12/31/1999
	Adds	Deletes	Adds	Deletes	Adds	Deletes	Adds	Deletes	
Wisconsin Technical College									
System	81.05								81.05
GPR	39.40								39.40
PRO/PRS	12.00								12.00
Federal	29.65								29.65
Workforce Development									
GPR	2,425.20								2,424.70
PRO/PRS	301.17								301.17
Federal	671.32								671.32
SEG	1,444.21		0.50						1,444.71
	7.50								7.50
TOTALS									
GPR	64,408.88		33.00	-1.00	0.00	0.00	92.59	-4.00	64,529.47
PRO/PRS	33,949.26		0.00	0.00	0.00	0.00	84.45	-4.00	34,029.71
Federal	17,139.44		7.50	0.00	0.00	0.00	0.00	0.00	17,146.94
SEG	8,008.96		25.50	-1.00	0.00	0.00	0.00	0.00	8,033.46
	5,311.22		0.00	0.00	0.00	0.00	8.14	0.00	5,319.36

REPORT ON SURPLUS POSITIONS AUTHORIZED
OCTOBER 1 TO DECEMBER 31, 1999

AGENCY	C Unclassified Service <u>Leaves</u>	D, E Medical, Education or Personal <u>Leaves</u>	A, B, I, X Double-filled <u>Positions</u>	<u>Reason for Double-fill</u>
Administration PR		+1.0		Leave of absence
Agriculture, Trade and Consumer Protection				
GPR			+2.0	Incumbent Retiring
SEG			+1.0	
Commerce PR			+1.0	Incumbent Retiring
Corrections				
GPR		+5.0	+7.0; -1.0	
PR			+3.0	
FED				
District Attorneys				
GPR		+2.0; -1.0		
PR		+1.0		
Health and Family Services				
GPR	-1.1		+17.25; -1.0	
FED	-1.0	-1.0	+16.75; -3.0 +1.0	
Historical Society GPR			-1.0	
Justice GPR	+2.0; -1.0			Leave to the unclassified service

REPORT ON SURPLUS POSITIONS AUTHORIZED
OCTOBER 1 TO DECEMBER 31, 1999

<u>Agency</u>	<u>C</u> Unclassified Service <u>Leaves</u>	<u>D, E</u> Medical, Education or Personal <u>Leaves</u>	<u>A, B, I, X</u> Double-filled <u>Positions</u>	<u>Reason for Double-fill</u>
Natural Resources				
GPR			+6.0	
PR			+1.0	
SEG	+1.0		+4.0	
Public Defender		-1.0		
GPR				
Public Instruction		+1.0		
GPR				
Revenue			+2.0	
GPR	+1.0			
SEG				
Transportation			+2.0; -1.0	Training
FED				
SEG				
Veteran's Affairs			+4.0	Leave of absence due to illness
PR				
Wisconsin Technical College Board		+1.0		Leave of absence
PR				
Workforce Development			+2.1	
GPR				
PR	+1.0			
FED			+7.9	

REPORT ON SURPLUS POSITIONS AUTHORIZED
OCTOBER 1 TO DECEMBER 31, 1999

C	D, E	
Unclassified Service	Medical, Education or Personal	A, B, I, X
<u>Leaves</u>	<u>Leaves</u>	<u>Double-filled Positions</u>
<u>Agency</u>		<u>Reason for Double-fill</u>

- A= Understudy, 3 months or longer.
- B= Overlap replacement, less than 3 months for on-the-job training.
- C= Leave of absence replacement. Temporary hire during permanent employee's authorized leave to unclassified service.
- D= Leave-of-absence designation when permanent employee's authorized leave is less than 12 months.
- E= Leave-of-absence replacement. Temporary hire during permanent employee's authorized leave which is expected to last more than 12 months.
- I= Extended illness or worker's compensation (employee using accumulated sick leave or being paid through worker's compensation).
- X= DOA approved hire in anticipation of attrition (high turnover positions).



State of Wisconsin
Tommy G. Thompson, Governor

Department of Agriculture, Trade and Consumer Protection
Ben Brancel, Secretary

R-2

DATE: February 23rd, 2000

TO: The Honorable Brian Burke, Senator
Co-Chair, Joint Committee on Finance

The Honorable John Gard, Representative
Co-Chair, Joint Committee on Finance

FROM: Ben Brancel, Secretary *Ben Brancel*
Department of Agriculture, Trade and Consumer Protection

SUBJECT: Report on Development of Gypsy Moth Suppression Program

Introduction

This report provides an overview of the Wisconsin Cooperative Gypsy Moth Program's long-term strategic plan for dealing with gypsy moth in Wisconsin. While spray programs are one way to deal with the gypsy moth threat, they are only one component of a much larger program of Integrated Pest Management. The last section of this report provides an overview of how the gypsy moth suppression treatment program will be run in Wisconsin.

Background and The Wisconsin Gypsy Moth Strategic Plan

Since 1970, Wisconsin has surveyed, detected, and successfully treated infestations throughout the state. Then, in 1990, survey results indicated that the gypsy moth was establishing itself in localized areas. Since that time, state and federal resources have been pooled and a long-term strategic plan has been developed. The Wisconsin Cooperative Gypsy Moth Program was created.

The Wisconsin Cooperative Gypsy Moth Program is a cooperative effort among DATCP, Wisconsin Department of Natural Resources (DNR), United States Department of Agriculture-Forest Service (USDA-FS), USDA-Animal and Plant Health Inspection Service (USDA-APHIS), and University of Wisconsin-Madison (UW). These agencies work cooperatively to eradicate, control, and contain the gypsy moth. The Cooperative Gypsy Moth Program Mission Statement is: *The cooperating agencies will protect Wisconsin's environmental resources, forests, and recreational opportunities and the public health from the gypsy moth threat with programs that are biologically effective, environmentally responsible, economically justifiable, and operationally and managerially efficient.*

The strategic plan, which is included, outlines five strategies to accomplish the mission statement and they are:

1. The Exclusion Strategy
2. The Integrated Pest Management Strategy
3. The Program Funding Strategy
4. The Research Strategy

5-8

5. The Education Strategy.

The Exclusion Strategy

The Exclusion Strategy relies on a combination of regulation/quarantine and eradication and slow-the-spread treatments to prevent and retard the spread of gypsy moth in Wisconsin. These types of treatments occur in advance of the generally infested area where gypsy moth is not permanently established. In Wisconsin, this area currently covers the western two-thirds of the state. WDATCP is the lead state cooperating agency for regulation/quarantine enforcement and eradication and slow-the-spread treatments. Wisconsin cost-shares on treatments of colonizing populations of gypsy moth with USDA-FS, USDA-FS Slow-the-Spread, and/or USDA-APHIS.

The Integrated Pest Management Strategy

When eradication and slow-the-spread programs are no longer feasible in an area, the area is declared generally infested and quarantines are enacted. The gypsy moth population is managed through a program of Integrated Pest Management. DNR is the lead state agency for these management activities. Integrated pest management relies on a combination of methods to manage permanent pest populations and these include:

- The Suppression Component – Treat forested communities or valuable forests to prevent defoliation of the trees when gypsy moth populations rise to very high levels.
- The Biological Control Component – Identify and release biological control agents to lengthen the time between gypsy moth population outbreaks.
- The Silviculture Component – Develop and apply silvicultural methods to reduce the chance of tree mortality in forest stands defoliated by the gypsy moth.

The Program Funding Strategy

Identify and seek funding for management, research, and educational activities to lessen the gypsy moth's impact on the forests and the people of Wisconsin.

The Research Strategy

A key element of the Wisconsin Cooperative Gypsy Moth Program is to conduct research and provide the best information on gypsy moth populations, control alternatives, and forest impacts to the public and to the Cooperative Program. The goal is to develop the most effective integrated pest management practices and apply them to gypsy moth management activities.

The Education Strategy

Develop materials and networks in order to inform and educate the public about the gypsy moth threat and gypsy moth programs in Wisconsin.

The Suppression Component

Gypsy moth suppression spraying will take place in the future when populations rise to very high levels and the prevention of defoliation of trees becomes the primary goal. Federal cost sharing will be available if USDA-FS requirements are met and federal funds are available. Local cost sharing will be required.

The USDA-FS does not work directly with local governments or private landowners with gypsy moth suppression programs. The USDA-FS requires that the state appoints a cooperating state agency that is responsible for administering the program and serve as the link between local governments and landowners when federal suppression program funds are used.

State involvement in suppression programs will be needed in order to assure the public health and safety, to maintain accountability to the USDA-FS, and to avoid potential negative environmental impacts that may result from diverse and uncoordinated local programs. DNR will be the lead agency for suppression of gypsy moth outbreaks and other management activities for this pest in quarantined counties where it is generally established. However, if eradication, slow-the-spread, and suppression programs are to be conducted concurrently, the Secretaries of DATCP and DNR shall determine which will be the cooperating agency. DATCP will remain the lead agency for all activities associated with quarantine. During the suppression program, The Wisconsin Cooperative Gypsy Moth Program will remain intact and all cooperating agencies will be involved as they are during eradication and slow-the-spread programs.

The Wisconsin Gypsy Moth Coordinating Group has approved the following suppression program objective and minimum criteria for cost-sharing and inclusion into a state sponsored suppression spray program:

Objective of the Wisconsin Gypsy Moth Suppression Program

To protect forested areas from serious damage from gypsy moth larvae by maintaining at least half of the leaf cover on 80% or more of the moderately to highly favored host trees.

In order to be included into a state sponsored suppression program, the following must happen:

1. The counties must apply to the state for inclusion into the state sponsored suppression program. This will usually be done no later than December. Involvement of counties in the suppression program is specified in the Strategic Plan for managing the gypsy moth, but their exact role must be negotiated with them.
2. The following minimum criteria must be met:
 - Minimum Acreage: 40 contiguous acres
 - Minimum Area Covered by Tree Foliage:
 - For residential areas (one or more residences per 5 acres), at least 25% of the area must be covered by tree foliage
 - For rural areas (less than 1 residence per 5 acres), at least 50% of the area must be covered by tree foliage
 - At least half of the tree species must be preferred by the gypsy moth
 - Minimum Egg Masses per Acre:
 - Residential (one or more residences per 5 acres) and high use recreational areas must have at least 500 egg masses per acre
 - Rural (less than one residence per 5 acres) and low use recreational areas must have at least 1000 egg masses per acre

3. A 50% local cost-share must be provided.
4. The state will apply for the federal 50% cost-share. This usually occurs in February and March.
5. The state will receive notification of approval of the federal grant and comments from U. S. Fish and Wildlife Service by the middle of March. Counties will then be notified by the state about which spray sites will be selected for the state sponsored suppression program by late March.
6. Treatments will occur in May.

The logistics of the program are now being developed. The Division of Forestry within DNR intends to request the necessary personnel (suppression coordinators) to administer the program in their 2001-2003 biennial budget request. Planning for a suppression spray program begins the year before spraying occurs. If there is a need for suppression treatments in the spring of 2001, then the Northeast Region (based in Green Bay) and the Southeast Region (based in Milwaukee) would potentially need suppression coordinators in place by the summer of 2000.

Cc: George Meyer



State of Wisconsin
Tommy G. Thompson, Governor

Department of Agriculture, Trade and Consumer Protection

Alan T. Tracy, Secretary

PO Box 8911
Madison, Wisconsin 53708-8911

THE WISCONSIN GYPSY MOTH STRATEGIC PLAN

PARTICIPATING AGENCIES:

Wisconsin Department of Agriculture, Trade and Consumer Protection

Wisconsin Department of Natural Resources

Forest Health Protection, U.S. Department of Agriculture-Forest Service

**Plant Protection and Quarantine, U.S. Department of Agriculture-Animal
Plant Health Inspection Service**

University of Wisconsin-Madison and University of Wisconsin-Extension



State of Wisconsin
Tommy G. Thompson, Governor

Department of Agriculture, Trade and Consumer Protection

Alan T. Tracy, Secretary

PO Box 8911
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October 3, 1994

**LETTER OF APPROVAL BY THE
DEPARTMENT OF AGRICULTURE, TRADE AND CONSUMER PROTECTION
AND THE DEPARTMENT OF NATURAL RESOURCES**

TOPIC: THE WISCONSIN GYPSY MOTH STRATEGIC PLAN

INTENT: The Wisconsin Department of Agriculture, Trade and Consumer Protection (DATCP) and the Wisconsin Department of Natural Resources (DNR) agree to work cooperatively to eradicate, control and contain the gypsy moth. The two departments have joined in a 20 month long effort, along with the University of Wisconsin/UW-Extension, the USDA-Forest Service and the USDA-Animal and Plant Health Inspection Service-Plant Protection and Quarantine Program, to develop "The Wisconsin Gypsy Moth Strategic Plan".

APPROVAL OF THE STRATEGIC PLAN: This letter approves the Wisconsin Gypsy Moth Strategic Plan. The strategic plan describes the organizational structure of the Wisconsin Cooperative Gypsy Moth Program, provides a mission statement and describes the strategies that will be used to pursue the mission of the program. Action plans will be drafted and implemented for each major strategy in the plan. The strategic plan will be modified and updated as necessary.

SUCCESSFUL COOPERATION: The gypsy moth is a shade tree and forest pest that threatens Wisconsin's urban environment, forests, tourism industry and public health. The cooperating agencies have worked very closely over the years to detect and eradicate isolated populations. Today, Wisconsin's effort to combat the gypsy moth is viewed as a national model of inter-agency pest management cooperation.

APPRECIATION: Particular thanks is due to Mr. James B. Hanson, USDA-Forest Service, who's vision led to the funding of this planning effort. Special praise is due to Professor Richard C. Collins of the Institute for Environmental Negotiation who facilitated the discussions and the drafting of the plan. We thank all the participants for the spirit of cooperation and hard work needed to develop this strategic plan!

Nicholas J. Neher

Nicholas J. Neher, Administrator
Division of Agricultural Resource Management
Department of Agriculture, Trade and
Consumer Protection

James T. Addis

James T. Addis, Administrator
Division of Resource Management
Department of Natural Resources

CC: Alan Tracy, Secretary, DATCP
George Meyer, Secretary, DNR
Gypsy Moth Strategic Planning Team

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Attachments: Map of national gypsy moth regulated area
DATCP-DNR Gypsy Moth Letter of Agreement
WI Cooperative Gypsy Moth Program Organization Charts

THE WISCONSIN GYPSY MOTH STRATEGIC PLAN

The Wisconsin Gypsy Moth Strategic Plan represents an agreement among the signatories to pursue an integrated plan for management of gypsy moth through their collective efforts. The plan represents a year long effort to attain the level of mutual understanding and common commitment necessary to assure its effective implementation.

THE GYPSY MOTH IN THE UNITED STATES

The gypsy moth is not a native North American insect. It was introduced into the U.S. in 1869 and is now established in 16 eastern states and eastern Canada (map attached).

In the areas where it is well established, the gypsy moth advances on a near contiguous front at a rate of 10 miles or more per year. The gypsy moth's success in expanding its range is due to its high reproductive capacity (females produce egg masses that may contain from 400 to 1,500 eggs), its lack of natural predators, and the broad range of host plants on which it can feed. The ability of the gypsy moth to artificially disperse to new locations by becoming attached to nursery plants, recreational vehicles, and other household articles is also a factor in its success. However, many of these isolated infestations have been eradicated.

The gypsy moth defoliates an average of about 3 million acres of forest and shade trees in the U.S. each year. In 1981, however, it defoliated 13 million acres.

This is an area larger than Rhode Island, Massachusetts, and Connecticut combined.

The insect defoliates trees when it is in the larval stage. Defoliation in one or more successive years will stunt tree growth and may cause mortality especially in oak, its preferred host. Widespread defoliation can cause destructive ecological, social, and economic impacts. A gypsy moth outbreak creates immediate nuisance effects; the aftermath of an outbreak leaves a mixture of leaves and excrement that deters human use of the immediate environment.

The public is often unaware of the potential urban effects of a general gypsy moth infestation. Public appreciation of the extent and character of a general gypsy moth infestation is often lacking until the population has reached outbreak levels and the impacts of the pest are experienced locally and personally by urban and suburban residents. Landowners whose trees are attacked by gypsy moths often initiate efforts to protect trees on their property from the infestations. This can lead to privately financed suppression control methods that are expensive and, depending on the type of treatment used, may be risky to non-target species and the general environment.

A major goal of the Wisconsin gypsy moth strategy is to eliminate or forestall the ecological, economic, aesthetic, public health and nuisance impacts of gypsy moths.

THE GYPSY MOTH THREAT IN WISCONSIN

A program of gypsy moth detection, survey, control, and public education has been conducted in Wisconsin since the 1970s. From 1975-1985, six isolated infestations were apparently eradicated through cooperative efforts of the agencies described below. Once an infestation is identified and delimited, a treatment strategy must be selected and implemented. The treatment measures used in Wisconsin are mainly aerial spraying of a naturally occurring soil bacteria, Bacillus thuringiensis variety kurstaki (B.t.k.), and mass trapping in ecologically sensitive areas. These treatment programs were adopted after conducting environmental assessments and are considered biologically effective and environmentally responsible.

Isolated infestations of gypsy moths currently exist in the state. If they cannot be eradicated, they will generally infest the state and represent a gypsy moth "front" that will advance across the forests and urban areas of Wisconsin. The source of at least some of the Wisconsin infestations is attributed to egg masses or pupae that were brought from other states on infested nursery stock, forest products, firewood, outdoor recreational equipment, or other outdoor household articles.

The locations with the highest number of moths caught in traps are in the counties of Door, Kewaunee, Manitowoc, and Sheboygan. These locations do not provide prime habitat or food supplies for gypsy moth population increases. But if these populations become established in Marinette and Oconto Counties, where

oaks, birch, and aspen are plentiful, the populations could increase dramatically and make eradication biologically or economically infeasible.

THE COOPERATIVE GYPSY MOTH PROGRAM MISSION STATEMENT:

The cooperating agencies will protect Wisconsin's environmental resources, forests, and recreational opportunities and the public health from the gypsy moth threat with programs that are biologically effective, environmentally responsible, economically justifiable, and operationally and managerially efficient.

These programs will include activities or techniques to:

- exclude gypsy moth populations from entering the state;
- monitor the environment to detect infestations when they occur;
- develop balanced and optimal eradication and slow-the-spread strategies and an integrated pest management strategy that includes suppression and biological control;
- introduce quarantines if necessary to reduce the spread of the gypsy moth from any generally infested areas; and
- conduct a program of research, public education, and cooperative management of gypsy moth programs.

THE STRATEGIC PLANNING PROCESS

This plan highlights the strategy developed after a year-long planning effort by the cooperating agencies to assess the threat of the gypsy moth pest to the state of Wisconsin and to generate the common commitments necessary to meet this threat. Representatives from the Wisconsin's Department of Agriculture, Trade and Consumer Protection (DATCP), the Department of Natural Resources (DNR), the University of Wisconsin- Madison and UW-Extension, and the U.S. Department of Agriculture's Forest Service (USDA-FS) and Agricultural Plant Health and Inspection Service (USDA-APHIS) cooperatively developed this plan.

The planning process included studying and evaluating:

- the extent and severity of the gypsy moth threat to Wisconsin's people and resources;
- the status and effectiveness of the existing current legal, financial, and organizational resources available to cope with the threat of the gypsy moth;
- the comparative environmental and economic costs and benefits of alternative strategies;
- alternative treatment and management strategies for addressing the gypsy moth threat based on the best available scientific evidence; and
- different financing and organization strategies that would integrate the capabilities of the signatory agencies.

THE COOPERATIVE GYPSY MOTH PROGRAM

The Cooperative Program is currently headed by a Manager from the DATCP, which serves as the cooperating agency with the USDA-FS and USDA APHIS. The Deputy Manager is selected from the Wisconsin DNR. These two state officials are responsible for managing the programmatic aspects of the Cooperative Program, and are accountable to the DATCP and DNR. The Cooperative Program is more than a seasonal treatment program; it is a continuing entity that detects, surveys, treats, and evaluates treatments for effectiveness and advises the DATCP and DNR.

DATCP and DNR officials also serve as the Incident Commander and Deputy Commander of the Incident Command System (ICS). The ICS structure implements the field operations that occur 25 weeks of the year. Personnel from DNR, DATCP, and the other agencies as well, participate in field operations. (See organizational charts for the Cooperative Program and ICS structure.)

DATCP and DNR have established the Cooperative Program to integrate their legal, programmatic, scientific, and field operations to address the gypsy moth threat. The attached Letter of Agreement that formalizes the relationships between the two agencies has been adopted.

The USDA-FS requires that Wisconsin select a designated cooperating agency for their annually funded eradication and suppression programs. This facilitates federal program management and environmental documentation

requirements. The cooperating agency for USDA-FS and USDA-APHIS funding for eradication treatments is DATCP. The cooperating agency for USDA-FS suppression treatments, if they should become necessary, will be the DNR.

If USDA-FS eradication and suppression programs are to be conducted concurrently, the Secretaries of DATCP and DNR shall determine which will be the cooperating agency.

THE COORDINATING GROUP AND THE SCIENTIFIC WORKING GROUP

Each agency involved in the Cooperative Program contributes legal authority, scientific resources, and program and management capabilities that are needed for a coordinated gypsy moth program. The Coordinating Group and the Scientific Working Group assist the DATCP and DNR in carrying out their established authority. Representatives from the five agencies who developed this plan serve on both.

The Coordinating Group is established to provide an on-going information sharing, policy advising, and management group that serves as a link between the agencies.

The Scientific Working Group analyzes the data from the treatment and survey programs and recommends annual treatments. The Secretary of DATCP consults with and gains the concurrence of the Secretary of DNR before approving the annual treatment program. This Group also makes recommendations to the Coordinating Group on biocontrol, survey,

regulatory and suppression matters.

The implementation of the annual programs conducted by the Cooperative Program is undertaken by the Cooperative Program staff and the activities of the agencies are coordinated and implemented through an annual program.

THE INCIDENT COMMAND SYSTEM (ICS)

The ICS was developed through a cooperative inter-agency (local, state and federal) effort. Originally developed to respond to all risk emergencies such as, fires, tornados, and other disasters, ICS is easily adapted to any type of incident.

The organizational structure has been successfully used for on-site management of both large and small interagency operations. The fundamental concepts of ICS are: common terminology, functional management, management by objectives, a unified command, a consolidated action plan, integrated incident communications, and designated incident facilities.

The structure of the ICS (See organizational charts) is developed annually by a planning team appointed by the Cooperative Program Manager and Deputy Manager. Appointments to positions within the ICS structure are made by the Administrator of the Division of Agricultural Resource Management for DATCP personnel and by the Administrator of Resource Management for DNR personnel. The ICS staff plans and conducts the field activities which are the spraying, trapping and egg mass surveys.

PROGRAM ACTIVITIES

The Cooperative Program and ICS are responsible for carrying out the following program elements:

- strategic planning;
- prepare recommendations to the secretaries for annual program elements;
- survey and delimitation planning and trapping;
- egg mass surveys;
- mass trapping;
- control treatments;
- analysis of data and information;
- public information;
- training;
- contracting for spraying and other treatments;
- environmental assessment processes and grant processes; and
- finance, personnel and hiring temporary workers.

ANNUAL ACTION PLANS

The annual action plans are based on the Scientific Working Group's and the Coordinating Group's recommendations. An annual action plan includes optimal treatment programs intended to: 1) eradicate populations where feasible; 2)

treat low-level populations to slow the rate of gypsy moth spread; and 3) suppress high populations to protect trees and improve the quality of the human environment.

Criteria the Scientific Working Group considers when recommending eradication or slow-the-spread treatments are:

- history of male moth capture;
- history of locating alternative life stages;
- presence of contiguous forests;
- land use;
- likelihood of eradication success;
- distance from other infestations;
- proximity to forest land;
- potential risk of artificial spread;
- threat of infestation from one ownership to another;
- social and political factors affecting treatment;
- history of treatment effort; and
- proximity to and type of threatened/-endangered species.

GYPSY MOTH COOPERATIVE PROGRAM STRATEGIES

The plan includes the following five critical strategies that are determined to be crucial to effective implementation:

1. The Exclusion Strategy;
2. The Integrated Pest Management Strategy;
3. The Program Funding Strategy;
4. The Research Strategy and
5. The Education Strategy.

The keystone of the planning process is the inter-agency commitment to establish and carry out a multi-year, firmly funded, multi-agency gypsy moth management program.

The need to respond to the immediate gypsy moth threat places critical importance on the eradication component of the exclusion strategy. The agreement on the eradication component affects the emphases and time frames of all the other strategies.

One result of the immediacy of the gypsy moth threat in the strategic planning outcome is the more extensive definition of the eradication component. Time frames and tactics for introducing suppression and quarantine activities relate to the effects and outcomes of the eradication program.

The research and education strategies need to be funded and should be moving forward concurrently with the treatment

and regulatory programs. The primary responsibility for actually conducting the research and education strategies depends upon the University of Wisconsin - Madison and the University of Wisconsin Extension Service and its research departments.

STRATEGY 1: THE EXCLUSION STRATEGY

The exclusion strategy relies on a combination of methods designed to prevent the permanent establishment of gypsy moth populations in Wisconsin. The strategy seeks to prevent the movement of gypsy moths into the state and to search out and eliminate incipient populations. The strategy has two components:

1. The Regulation and Quarantine Component and
2. The Eradication Component.

1.1 THE REGULATION AND QUARANTINE COMPONENT

We will implement regulatory actions to limit or minimize the artificial spread of the gypsy moth in Wisconsin and reduce the risk of movement to other states.

The gypsy moth disperses naturally by caterpillars blowing or moving from infested to non-infested areas. Studies have shown that, artificial, isolated infestations

often occur when people unknowingly transport gypsy moths in any of their life stages -- eggs, caterpillars, pupae, and adults--to uninfested areas. The insects transport themselves from an infested location to non-infested locations by attaching themselves to articles such as firewood, lawn furniture, recreational vehicles, or nursery stock.

Quarantine programs are developed to inhibit the spread of gypsy moths from known infested areas to uninfested areas. USDA-APHIS and Wisconsin's DATCP have independent authority under federal and state law to declare a gypsy moth quarantine. The need for a quarantine and the scope of a quarantine depend upon scientific evidence and informed judgement.

We will implement this component by:

- developing plans and implementing regulations for moving materials from areas generally infested by the gypsy moth;
- inspecting shipments from generally infested areas that have a high risk of containing gypsy moth life stages, such as nursery stock, logs, and outdoor household goods; and
- reviewing and approving ecologically safe biological control agents to combat the gypsy moth.

1.2 THE ERADICATION COMPONENT

We will prevent or retard the spread of gypsy moth in Wisconsin by treating infestations in advance of the leading edge.

Eradication is both a word with a dictionary meaning and a program of the USDA with a program definition. These programs may not eliminate gypsy moths permanently. Eradication programs, however, are based on the assumption that small, reproducing populations are not well established and that it is possible to eliminate them. Scattered and isolated infestations may be eradicated, or they may be controlled to reduce the likelihood of a general infestation.

The Cooperative Program maintains that approximately \$4 of benefits will be realized for every \$1 expended on the gypsy moth treatment program within the limits set out in this plan. This benefit-cost ratio estimate is based on a review of gypsy moth control experiences in other states and a literature review.

Currently, no definitive analysis is available of the benefit-cost ratios for eradication programs. But other states have estimated cost-benefit ratios as high as 100:1 (Maryland) for suppression programs. New Jersey estimates that for every dollar "spent by state government to protect the forest, \$4.40 is returned to the state's economy by the wood products industry..." West Virginia estimates an

18:1 return for combined treatments in their forested areas. So, the 4:1 benefit-cost ratio used as an operating assumption for this plan is believed to be a conservative estimate. The economics are also based on a comparison of the Wisconsin gypsy moth eradication program's annual costs of eradication with the:

- a. losses to the forest resources of the state due to mortality of trees and the reduced market value of timber;
- b. costs of imposing and administering quarantine inspection/certification costs upon Wisconsin products;
- c. loss of tourism and revenues to the state because of gypsy moth outbreaks which severely affect the enjoyment of outdoor settings;
- d. costs for special inspections/-certifications of personal items and commodities prior to movement into states or counties with exterior quarantines on Wisconsin;
- e. private costs to property owners for spraying trees to control gypsy moths and for removing and replacing trees killed by defoliation; and
- f. private medical costs for persons allergic to the effects of high gypsy moth populations.

We will implement our eradication component by:

- monitoring, detecting, and delimiting populations of the gypsy moth in Wisconsin and

- appropriately treating new infestations of gypsy moth.

STRATEGY 2: THE INTEGRATED PEST MANAGEMENT STRATEGY

When eradication programs are no longer considered feasible in an area, the area is declared infested and the gypsy moth population is managed through a program of Integrated Pest Management.

Integrated pest management relies on a combination of methods to manage permanent pest populations. All available techniques to manage the pest are considered. Pest population levels are determined and then techniques are evaluated for their applicability and economic cost. Appropriate techniques are combined in a program to prevent negative economic impacts and to minimize adverse impacts to the environment. The methods chosen are based on pest population dynamics, long-term benefits, and consideration of the environment. Three components have been identified for use in implementing the integrated pest management strategy for gypsy moth. These are:

1. The Suppression Component;
2. The Biological Control Component and
3. The Silviculture Component.

2.1 THE SUPPRESSION COMPONENT

We will cooperate with county governments in Wisconsin to treat forested communities or valuable forests to minimize the impact caused by the gypsy moth.

Gypsy moth suppression programs are authorized when populations rise very high and prevention of defoliation of trees becomes the primary goal. Federal cost-sharing is available if USDA-FS program requirements are met, and federal funds are available.

The USDA-FS does not work directly with local governments or private landowners with gypsy moth suppression programs. The USDA-FS suppression program requires that the state appoint a cooperating state agency that is responsible for administering the program and that serves as the link between local governments and landowners when federal suppression program funds are used.

State involvement in suppression programs is needed in order to assure the public health and safety, to maintain accountability to the USDA-FS, and to avoid potential environmental impacts that may result from diverse and uncoordinated local programs that utilize public funds. The Wisconsin DNR is designated as the cooperating agency for the state when, and if, a suppression program is initiated.

We will implement the suppression component by:

- conducting egg mass and defoliation surveys to determine extent and severity of gypsy moth infestations;
- working with county agencies to develop voluntary guidelines for participating in a cooperative suppression program;
- assessing the need and priorities for treatment;
- preparing sound environmental documents;
- assessing the results of a suppression action; and
- developing a public information plan to educate the public about the gypsy moth strategy.

2.2 THE BIOLOGICAL CONTROL COMPONENT

We will fund the research and programs necessary to implement effective biological controls.

The Coordinating Group will cooperate with the appropriate research and regulatory agencies to introduce effective biological control agents to help regulate gypsy moth populations.

We will implement this component by:

- developing a plan to safely introduce biological control agents in Wisconsin;

- cooperating with research organizations to identify biological control agents that have proven effective in other states and determine whether their introduction in this state would produce the desired effects; and
- developing appropriate monitoring and evaluation methods to determine effectiveness of introduced organisms.

2.3 THE SILVICULTURE COMPONENT

We will develop and apply silvicultural methods to reduce the chance of tree mortality in forest stands defoliated by the gypsy moth.

Tree mortality following gypsy moth defoliation in forest stands is extremely variable depending upon the tree species, tree health and site quality. Those stands that are most likely to be severely impacted by defoliation and subsequent mortality can be identified. Silvicultural methods are being developed by the DNR in cooperation with the USFS and Michigan DNR that will reduce the expected impact in forests.

Field foresters routinely recommend silvicultural practices that improve the health of forest stands and ensure future healthy stands. The foresters will be offered training in the changes in current practice to reduce gypsy moth caused tree mortality.

We will implement this component by:

- developing silvicultural guidelines based on Wisconsin habitat types;
- offering training for field foresters in the application of the guidelines; and
- hold informational sessions for woodland owner groups on the application of the guidelines.

STRATEGY 3: THE PROGRAM FUNDING STRATEGY

We will seek funding for management, research, and educational activities to lessen the gypsy moth's impact on the forests and the people of Wisconsin.

Prior to major outbreaks of the gypsy moth the public does not appreciate the full costs that a general gypsy moth infestation will impose on Wisconsin's natural resources and economy, including the costs of urban and suburban landowners. When the pest becomes established, however, most people want the problem solved immediately.

The Governor and the Legislature have recently established a continuing appropriation for the gypsy moth eradication program. The amount of this funding appears to be adequate for the current level of the eradication program. Funding needs to be addressed for future eradication, suppression, research, and education efforts.

Research and education are also important strategies of the program. The research strategy is important because current

technologies and programs employed in other states have not succeeded in stopping the spread or eliminating the nuisance of this pest. The education strategy is important because public understanding and support is essential for attaining the funds necessary to implement the strategies.

We can move forward in dealing with the funding related particularly to the research and education issue by:

- identifying key stakeholders and presenting/or introducing them to the state's strategy and the need for an integrated response;
- determining more precisely the monetary and personnel needs for various components of a gypsy moth program; and
- enlisting the cooperation of volunteers and state and federal agency personnel to assist with various aspects of the gypsy moth program.

STRATEGY 4: THE RESEARCH STRATEGY

We will conduct research and provide the best information on gypsy moth populations, control alternatives, and forest impacts to Wisconsin resource managers.

A key element of the Cooperative Program is to conduct research and provide the best information on gypsy moth populations, control alternatives, and forest impacts to

the public and to the Cooperative Program. The goal is to develop the most effective integrated pest management practices and apply them to gypsy moth management activities.

We will implement this strategy by:

- identifying appropriate biological control methods to manage gypsy moth populations;
- conducting research that provides information directly applicable to Wisconsin and the Lake States;
- determining whether blow of male gypsy moths occurs and the effect on treatment decisions; and
- determining effects of gypsy moth treatment alternatives on specific Wisconsin species.

STRATEGY 5: THE EDUCATION STRATEGY

We will develop materials and networks to inform and educate the public about the gypsy moth threat and gypsy moth programs in Wisconsin.

Education about the gypsy moth pest and the types of citizen action that can support the gypsy moth program are crucial to the plan's success.

We will implement this strategy by:

- developing and distributing selected materials that will provide an awareness of and information about the gypsy moth;
- providing information on the state's gypsy moth eradication programs and the rationale for these programs;
- furnishing information on the economic and environmental consequences of gypsy moth infestations and the benefits and costs of treatment strategies;
- supplying materials that will alert individuals to the threat from isolated infestations and the sources of these infestations;
- providing materials for resource managers who are situated at recreational sites, timber management sites, nursery operations, and Christmas tree plantations on detection methods and management options; and
- preparing educational materials for use in classroom at all levels.

Attachments

- Map of national gypsy moth regulated area
- DATCP-DNR Gypsy Moth Letter of Agreement
- WI Cooperative Gypsy Moth Program Organization Charts

MONITORING, IMPLEMENTING AND REVISING THE STRATEGIC PLAN

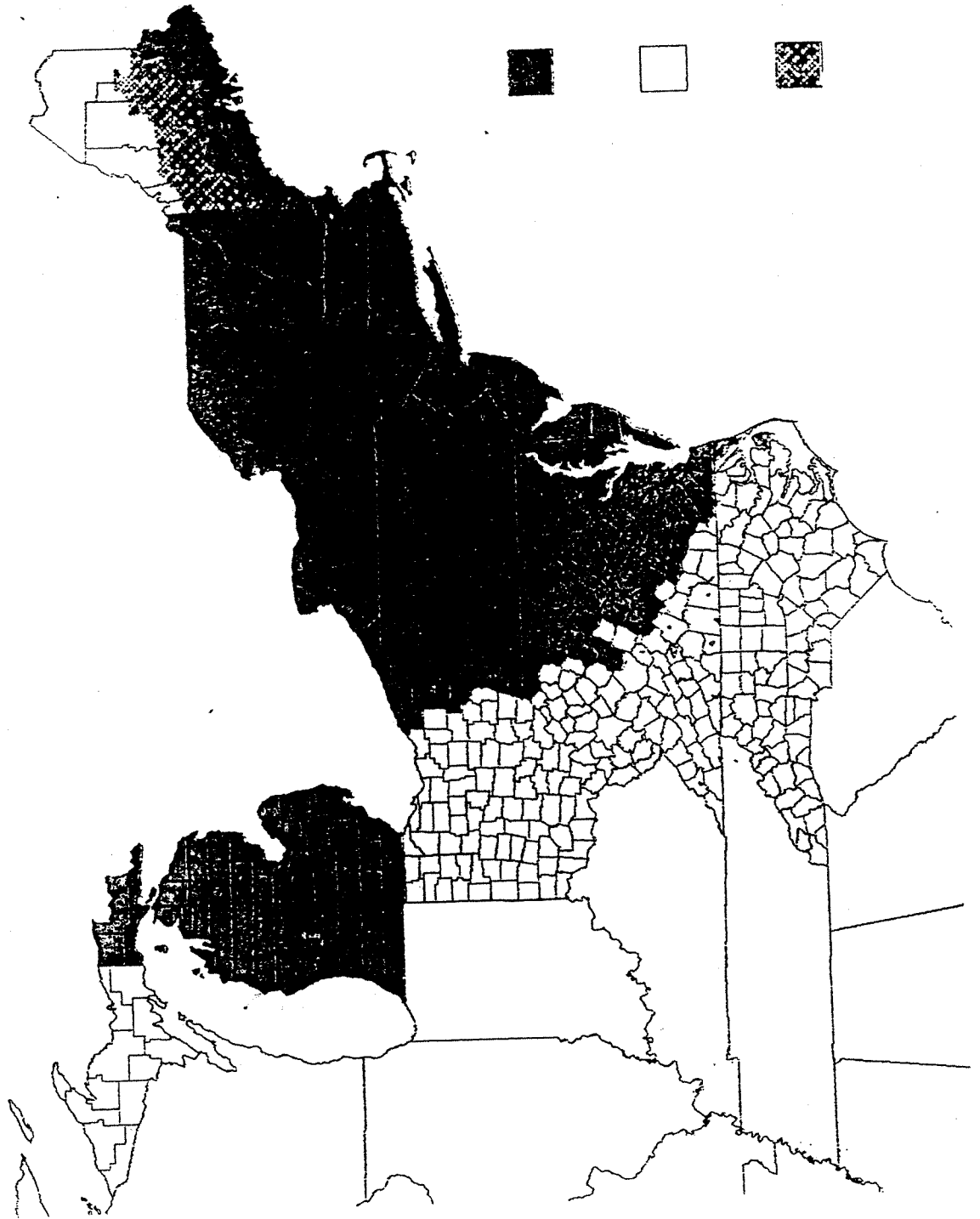
We will utilize the Gypsy Moth Coordinating Group to take the actions that will implement this strategy. When necessary we will recommend changes in the strategic plan.

This strategic plan lays the foundation for managing the gypsy moth in Wisconsin. In order to implement this plan, individual, long-range action plans need to be developed for each of the five strategies: exclusion, integrated pest management, program funding, research, and education. These action plans should outline the specific activities to be implemented, who will be responsible, and when the specific activities will be accomplished. We also consider this a dynamic plan. Strategies outlined may need to change to meet program contingencies, to incorporate new technologies, or to comply with changes in policies.

We will implement this plan by:

- developing, adopting and implementing action plans for each of the five strategies;
- annually monitoring action plans and reporting accomplishments for each of the five strategies; and
- recommending revisions in the strategies or program.

GYPSY MOTH REGULATED AREA
EFFECTIVE AUGUST 23, 1993



STATUS

ENTIRE STATE/COUNTY REGULATED



NOT REGULATED



PART OF COUNTY REGULATED





State of Wisconsin
Tommy G. Thompson, Governor

Department of Agriculture, Trade and Consumer Protection

Alan T. Tracy, Secretary

801 West Badger Road • PO Box 8911
Madison, Wisconsin 53708-8911

April 26, 1994

**LETTER OF AGREEMENT BETWEEN THE
WI DEPARTMENT OF AGRICULTURE, TRADE AND CONSUMER PROTECTION
AND THE
WI DEPARTMENT OF NATURAL RESOURCES**

TOPIC: THE WISCONSIN COOPERATIVE GYPSY MOTH PROGRAM

INTENT: The intent of the Department of Agriculture, Trade and Consumer Protection (DATCP) and the Department of Natural Resources (DNR) is to work cooperatively in a joint management structure to conduct all phases of the WI Cooperative Gypsy Moth Program to include such activities as planning, budgeting, staff assignments, hiring, implementation, training, research, evaluation and so forth.

GOAL: The gypsy moth (GM) is a forest pest which threatens Wisconsin's forests, economy, tourism and public health. The inter-agency goal is to eradicate, control and contain this pest.

APPROVAL OF 1994 ORGANIZATION. This agreement approves the 1994 Wisconsin Cooperative Gypsy Moth Program and the Incident Command System (ICS) structure to be used for the field portion of the program. Specifically, attachment #1 contains:

- A. The approved organizational charts,
- B. The approved unit responsibilities and
- C. The proposed staffing for the 1994 survey and treatment program.

BACKGROUND. Over the years, the departments have worked closely with the University of Wisconsin Extension/UW Madison, the U.S. Animal, Plant Health Inspection Service (APHIS) and the U.S. Forest Service to help eradicate the gypsy moth in Wisconsin's forests.

In 1993 the departments worked very closely with the above agencies to conduct the successful '93 statewide trapping and treatment program using the ICS system as the organizing basis. Approximately 125 permanent and temporary staff from all five agencies worked together to conduct all phases of the planning and implementation of the gypsy moth program.

Today, Wisconsin's inter-agency effort to combat the gypsy moth is viewed as a national model of inter-agency pest management cooperation.

OUTLINE OF SPECIFIC UNDERSTANDINGS FOR 1994

The following paragraphs outline specific understandings:

UNDERSTANDING #1: The Scientific Working Group will report its annual spray and mass trapping treatment recommendations directly to the administrator of the Agricultural Resource Management Division, DATCP, who will discuss the recommendations with the DATCP Secretary and the administrator of the Resource Management Division of the DNR.

UNDERSTANDING #2: The GM Coordinating Group will also receive the Scientific Advisory Group's treatment recommendations. The Coordinating Group may forward its treatment recommendations to the DATCP and DNR division administrators.

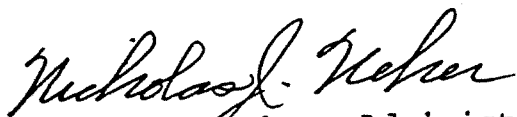
UNDERSTANDING #3: It is satisfactory for the Incident Commander (IC) to report to the GM Program Manager. But in an emergency, or in the course of normal reporting during the spray season, it is to be understood that the IC may report directly to the ARM Division Administrator.

UNDERSTANDING #4: It is agreed that the GM Coordinating Group has the authority to develop "action" plans to implement the approved WI GM Strategic Plan. But such action plans are to then be forwarded to participating agencies for review and decision.

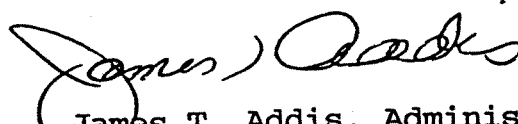
Each participating agency will decide whether it agrees to invest the resources necessary to implement its responsibilities under the action plans. The Coordinating Group does not have the authority to invest agencies' financial and human resources. This right remains with the participating line agencies.

UNDERSTANDING #5: It is understood that the approved organization charts and unit responsibilities may be modified to meet operational needs and that such changes can be approved by the GM program manager and deputy program manager respectively representing the DATCP and the DNR.

UNDERSTANDING #6: This letter of agreement will be updated for the 1995 program.



Nicholas J. Neher, Administrator
Division of Agricultural
Resource Management
Department of Agriculture,
Trade and Consumer Protection



James T. Addis, Administrator
Division of Resource Management
Department of Natural Resources

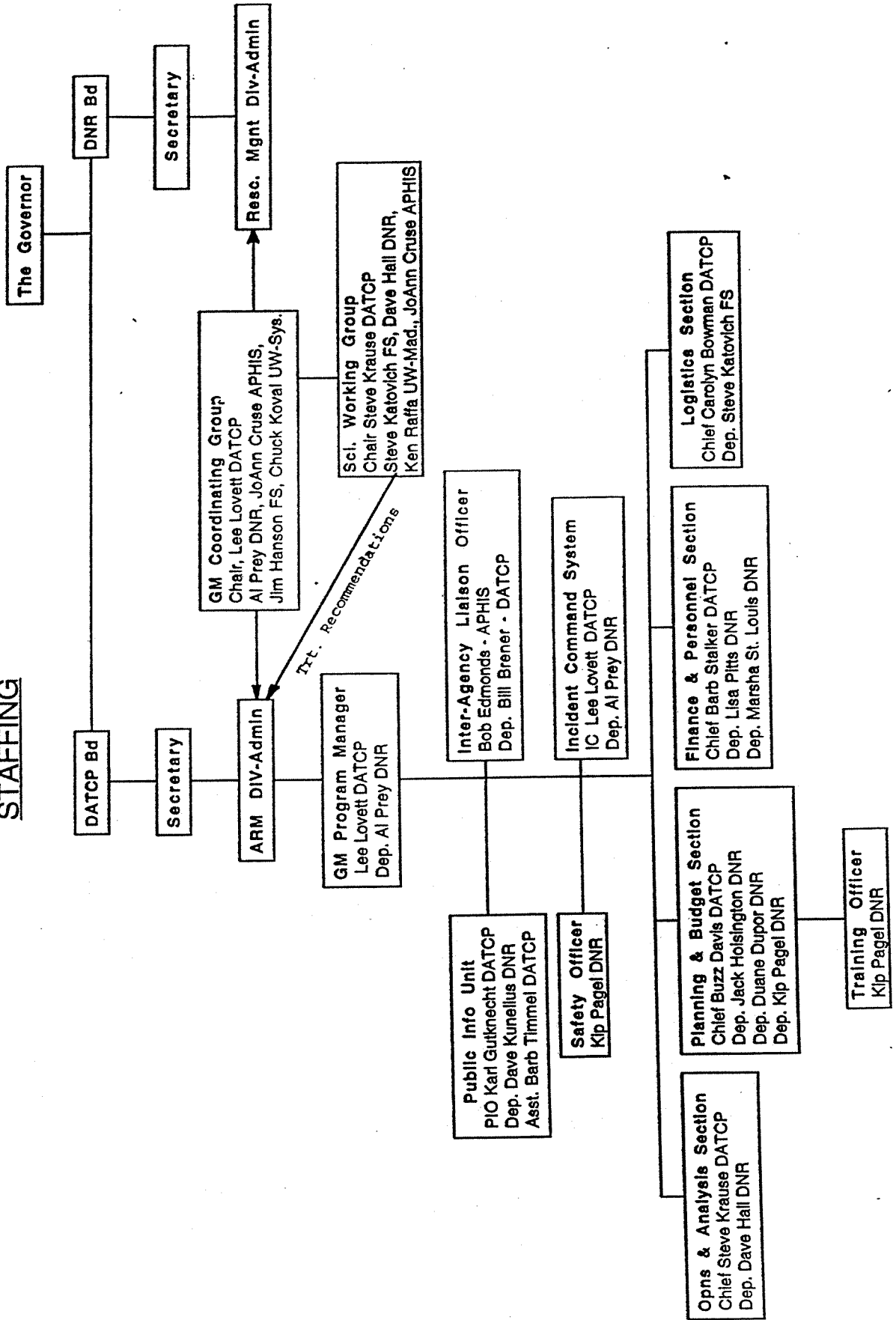
ATTACHMENT

CC: Alan Tracy, Secretary, DATCP
George Meyer, Secretary, DNR
GM Coordinating Group
GM Staff

GM\ICS\ORG.H

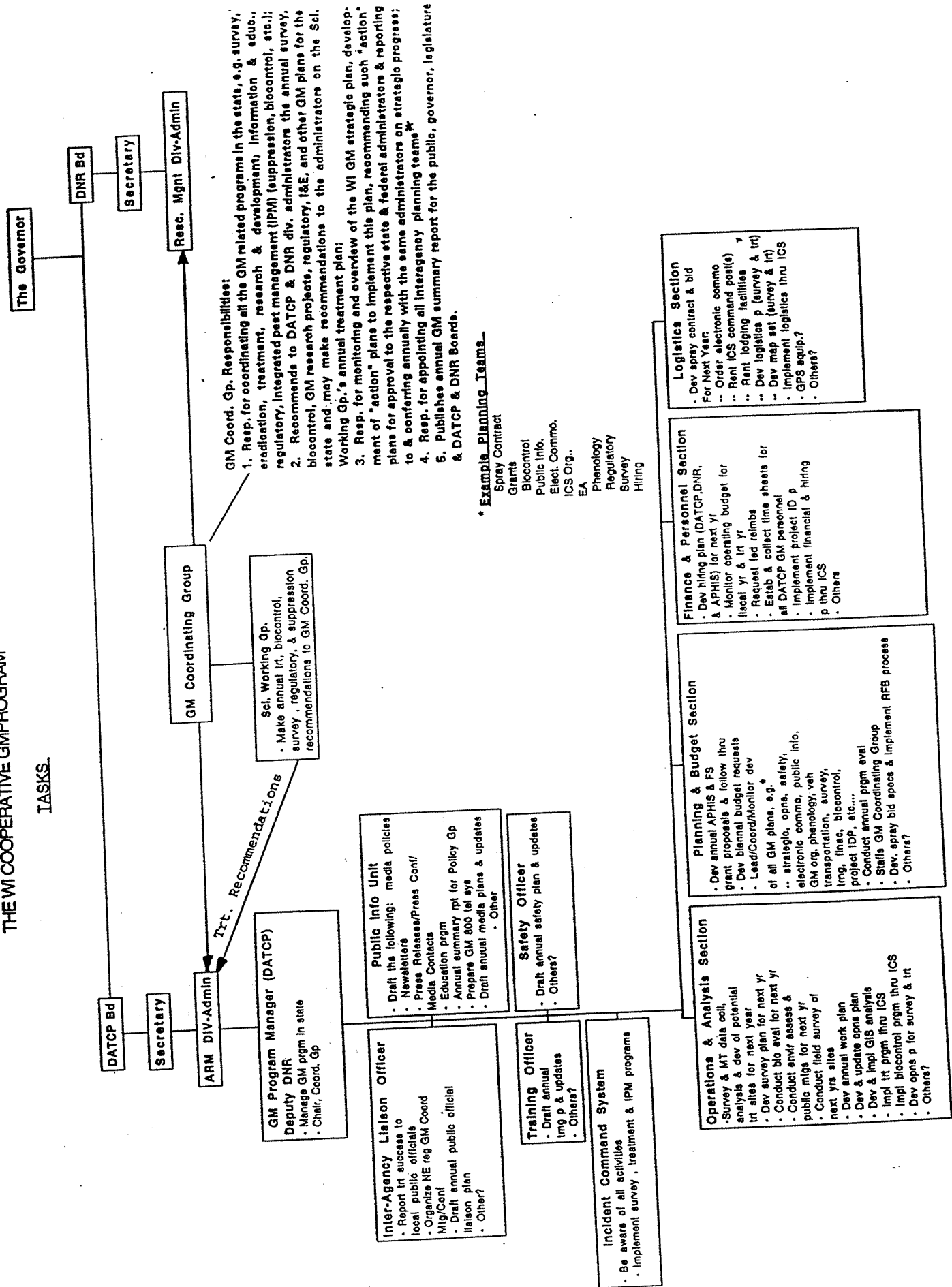
THE WI COOPERATIVE GYPSY MOTH PROGRAM -(THE 12 MONTH PROGRAM)

STAFFING



THE WI COOPERATIVE GM PROGRAM

TASKS



GM Coord. Gp. Responsibilities:

1. Resp. for coordinating all the GM related programs in the state, e.g. survey, eradication, treatment, research & development, information & edu., regulatory, integrated pest management (IPM) (suppression, biocontrol, etc.);
2. Recommends to DATCP & DNR div. administrators the annual survey, biocontrol, GM research projects, regulatory, I&E, and other GM plans for the state and may make recommendations to the administrators on the Sci. Working Gp.'s annual treatment plan;
3. Resp. for monitoring and overview of the WI GM strategic plan, development of "action" plans to implement this plan, recommending such "action" plans for approval to the respective state & federal administrators & reporting to & conferring annually with the same administrators on strategic progress;
4. Resp. for appointing all interagency planning teams*
5. Publishes annual GM summary report for the public, governor, legislature & DATCP & DNR Boards.

* Example Planning Teams-

- Spray Contract
- Grants
- Biocontrol
- Public Info.
- Elect. Commo.
- ICS Org..
- EA
- Phenology
- Regulatory
- Survey
- Hiring

Public Info Unit

- Draft the following: media policies
- Newsletters
- Press Releases/Press Conf/ Media Contacts
- Education prgm
- Annual summary rpt for Policy Gp
- Prepare GM 800 tel sys
- Draft annual media plans & updates
- Other

Safety Officer

- Draft annual safety plan & updates
- Others?

Training Officer

- Draft annual training p. & updates
- Others?

Incident Command System

- Be aware of all activities
- Implement survey, treatment & IPM programs

Operations & Analysis Section

- Survey & MT data coll.
- Analysis & dev of potential Irt sites for next year
- Dev survey plan for next yr
- Conduct bio eval for next yr
- Conduct envr assess & public mtgs for next yr
- Conduct field survey of next yrs sites
- Dev annual work plan
- Dev & update ops plan
- Dev & impl GIS analysis
- Impl Irt prgm thru ICS
- Impl biocontrol prgm thru ICS
- Dev ops p for survey & Irt
- Others?

Planning & Budget Section

- Dev annual APHIS & F&S grant proposals & follow thru
- Dev biennial budget requests
- Lead/Coord/Monitor dev of all GM plans, e.g. * -- strategic, ops, safety, electronic commo, public info, GM org, phenology, veh transportation, survey, Irt, Irt, ICS, biocontrol, project IDP, etc....
- Conduct annual prgm eval
- Staffs GM Coordinating Group
- Dev. spray bid specs & implement RFB process
- Others?

Finance & Personnel Section

- Dev hiring plan (DATCP, DNR, & APHIS) for next yr
- Monitor operating budget for fiscal yr & Irt yr
- Request fed reimbs
- Etab & collect time sheets for all DATCP GM personnel
- Implement project ID P
- Implement financial & hiring p thru ICS
- Others

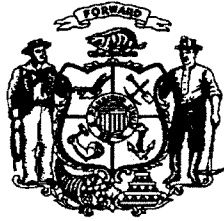
Logistics Section

- Dev spray contract & bid For Next Year.
- Order electronic commo
- Rent ICS command post(s)
- Rent lodging facilities
- Dev logisties p (survey & Irt)
- Dev map set (survey & Irt)
- Implement logisties thru ICS
- GPS equip.?
- Others?

THE STATE OF WISCONSIN

SENATE CHAIR
BRIAN BURKE

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Madison, WI 53707-7882
Phone: (608) 266-8535



ASSEMBLY CHAIR
JOHN GARD

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JOINT COMMITTEE ON FINANCE

REVISED AGENDA

9:30 a.m., Wednesday, May 3, 2000
s. 13.10 Meeting
in Room 411 South, State Capitol

- I. Department of Administration – Linda Seemeyer, Deputy Secretary
- II. Higher Educational Aids Board – Jane Hojan-Clark, Executive Director, and/or James Buske, Division of Programs and Policy Manager
- III. Higher Educational Aids Board – Jane Hojan-Clark, Executive Director, and/or James Buske, Division of Programs and Policy Manager
- IV. Technology for Educational Achievement (TEACH) in Wisconsin – Doris Hanson, Executive Director
- V. District Attorneys – Stuart Morse, Director of State Prosecutors Office
- VI. Director of State Courts – Denis Moran, Director of State Courts
- VII. Department of Corrections – Jerry E. Smith, Chairperson, Parole Commission
- VIII. Department of Revenue – Cate Zeuske, Secretary
- IX. Department of Revenue – Cate Zeuske, Secretary
- X. Department of Workforce Development – Orlando Canto, Deputy Secretary
- XI. Department of Administration – Rick Chandler, State Budget Director
- XII. Department of Justice – David Collins, Director of the White Collars Crime Bureau, Division of Criminal Investigations

Joint Committee on Finance

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May 3, 2000

- XIII. Department of Commerce – Martha Kerner, Executive Assistant
- XIV. Department of Commerce – Martha Kerner, Executive Assistant
- XV. Department of Natural Resources – George E. Meyer, Secretary
- XVI. Department of Natural Resources – George E. Meyer, Secretary
- XVII. Department of Natural Resources – George E. Meyer, Secretary
- XVIII. Department of Natural Resources – George E. Meyer, Secretary
- XIX. Department of Natural Resources – George E. Meyer, Secretary
- XX. Department of Natural Resources – George E. Meyer, Secretary
- XXI. Department of Natural Resources – George E. Meyer, Secretary
- XXII. Department of Natural Resources – George E. Meyer, Secretary
- XXIII. Department of Natural Resources – George E. Meyer, Secretary
- XXIV. Department of Natural Resources – George E. Meyer, Secretary

Reports

- R-1 Department of Administration Position Reports Required Under s. 16.50
(October 1-December 31, 1999).
- R-2 Gypsy moth suppression program