

SPECIAL HUNTING AND FISHING PROGRAMS

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In response to a statutory directive, the Department has taken several steps to ensure that hunting and fishing resources are available to people with disabilities, senior citizens, youth, and active military personnel. The Department also works to meet federal handicapped accessibility requirements for construction projects providing public access to hunting and fishing areas.

The Department coordinates its accessibility efforts primarily through the nine-member Disabled Advisory Council, which was established in 1986 to advise DNR officials on matters affecting accessibility, including the accessibility of the Department's hunting and fishing programs. This group is composed primarily of persons with disabilities who are active hunters and anglers. It meets four times each year to review current policies and programs and make recommendations for improving program accessibility by modifying the Department's procedures and state statutes. In addition, the Department's accessibility coordinator maintains contacts with organizations and individuals interested in accessibility issues.

Four strategies are used to provide special hunting and fishing activities.

Four basic strategies are used to provide special hunting and fishing programs and activities:

- offering free or discounted licenses;
- providing special permits to allow individuals with disabilities to take advantage of specific hunting or fishing opportunities;
- designating special hunting and fishing seasons; and
- funding the construction of fishing piers, hunting blinds, and other projects that are accessible to persons with disabilities.

Free and Discounted Licenses

Statutes allow state residents who meet federal disability standards or are legally blind to purchase fishing licenses at less than the full cost of \$14 per year; residents who are disabled veterans pay \$5 for an annual fishing license, while disabled non-veterans pay \$7 per year. The Department indicates that in 1997, approximately 6,200 disabled persons were issued these discounted fishing licenses.

The Department also offers free or discounted fishing and hunting licenses to other groups, including youth. For example:

- anglers under 16 years of age do not need a license to fish legally in Wisconsin;
- resident youth between the ages of 16 and 17 qualify for discounted fishing licenses;
- resident youth between the ages of 12 and 18 qualify for discounted small game licenses; and
- individuals completing the DNR-approved hunter education programs, who are often youth, receive hunter's choice permits and small game licenses.

In addition, Wisconsin residents born before January 1, 1927, are permitted to fish without a license, and senior residents 65 or older may purchase discounted fishing or small game licenses for \$7 rather than the full cost of \$14. Finally, active military service personnel stationed in Wisconsin qualify for free fishing and small game licenses, while disabled veterans residing in the Wisconsin Veteran's Home at King are issued fishing licenses at no cost.

Exemptions from Fish and Game Regulations

In addition to reducing the costs of some licenses, statutes have established five types of permits that exempt persons with disabilities from certain fish and game regulations. For example:

Persons with disabilities are exempt from certain fish and game regulations.

- The Class A disabled permit is valid for five years and allows persons with permanent mobility or cardiovascular disabilities to shoot from vehicles along roadsides, hunt with a crossbow, and use a trolling motor to fish in all state waters.
- The Class B disabled permit, valid for only one season, allows persons with temporary losses of mobility to shoot from vehicles at least 50 feet from roadsides.
- The Class C permit, which is valid for five years, allows persons who are legally blind to hunt with the assistance of a sighted person.

In addition, individuals who do not hold a Class A permit may apply separately for a five-year crossbow permit if they have a permanent physical disability, such as an amputation of an arm, that does not allow them to use a bow. Disabled anglers may also apply for five-year trolling motor permits if they are physically unable to use a conventional rod and reel. These permits are provided free of charge.

The Department must follow detailed statutory procedures to verify the disabled status of individuals applying for special permits, which are issued by the Department's service center offices. Staff report that in 1997, 2,554 permits of various types were issued to persons with disabilities through 13 of 22 service center offices.

Special Hunting and Fishing Opportunities

In response to statutes that allow special hunting and fishing seasons or opportunities for persons with disabilities, the Department has created an October gun deer season that allows organized hunts within specified boundaries for hunters with Class A and C disabled permits. In 1997, 31 hunts were approved in 28 counties. The Department also authorizes special spring turkey hunting areas. In 1997, areas were designated in five state parks that were open exclusively to hunters with Class A and C licenses.

Beginning in 1997, the Department initiated a special urban fishing season for persons with disabilities holding reduced-price fishing licenses and for youth under 16 years of age. This program, which provides exclusive fishing access to 49 bodies of water in 8 southeastern counties during the months of March and April, was intended to increase the accessibility of fishing opportunities in urban areas. In addition, statutes authorize the Department to waive fishing license requirements for nonprofit groups that sponsor group fishing outings for persons with disabilities and for certain institutionalized individuals and hospital patients.

Funding Disabled-accessible Construction Projects

The Americans with Disabilities Act of 1990 requires all new construction projects and major renovations to existing structures undertaken by government agencies and most private businesses to be accessible by persons with disabilities. Although all buildings and other structures must meet these requirements, we focused our review on those projects that relate directly to enhancing hunting and fishing opportunities for persons with disabilities, including fishing piers, shore fishing areas, hunting access trails, hunting blinds, and bow and gun ranges.

Between FY 1989-90 and FY 1996-97, \$1.3 million was spent to make programs accessible.

Between FY 1989-90, when the Act was first implemented, and FY 1996-97, the Department spent at least \$1.3 million constructing and modifying a variety of structures to enhance hunting and fishing opportunities for persons with disabilities. This includes:

- \$855,629 for 16 fishing piers;
- \$301,629 for 12 boarding docks, from which individuals may also fish;
- \$101,081 to construct shore, dam, and dike fishing sites; and
- \$18,686 for hunting blinds.

During this same period, the Department also provided \$89,000 in grants to 24 county governments through the County Conservation Aids Wildlife Program. This program, which is totally supported with Fish and Wildlife Account revenue, provided partial funding for 37 projects that enhanced accessibility, including:

- 24 piers projects;
- 8 projects to make bow or gun ranges accessible;
- 2 projects to construct shore fishing areas;
- 1 project to build accessible hunting blinds;
- 1 project to construct an accessible hunting trail; and
- 1 project that included construction of both a fishing pier and a hunting trail.

FUTURE FUNDING CONSIDERATIONS

Most states rely on user fees and federal aid to fund the majority of their operating costs.

States typically fund their fish and wildlife programs through two primary sources: federal aid, and user fees imposed on hunters and anglers. When adjusted for demand placed on resources, Wisconsin's FY 1997-98 budget of \$2.60 per hunter and angler per day is close to the national average of \$2.94 per day. However, Wisconsin is more dependent upon user fees to finance its fish and wildlife activities than are other states, and this reliance has prompted discussions about diversifying the funding base used to support programs that typically benefit a larger population than just those who pay license fees. The Wisconsin Conservation Congress, for example, has advocated devoting a proportion of the State's general sales tax to support hunting and fishing programs.

In response to these concerns, the Legislature directed the Department of Natural Resources to identify other possible funding sources to support fish and wildlife activities. This reporting requirement was included in 1997 Wisconsin Act 1, which also increased hunting and fishing license fees. In addition, the Joint Legislative Council's Special Committee on Recodification of Fish and Game Laws requested that the Audit Bureau be directed to examine additional sources of revenue as part of the audit of the Fish and Wildlife Account.

Comparing State Fish and Wildlife Budgets

We surveyed the other 49 states to determine, to the extent possible, the amount they had budgeted for operating expenditures for hunting and fishing programs during their current fiscal year. Consequently, we used FY 1997-98 budgeted information for Wisconsin in making our comparisons. Budgets for large capital projects and all environmental or outdoor activities, such as revenue devoted to state parks and state forestry efforts, were excluded. Based on the information states reported to us, Wisconsin's fish and wildlife budget is larger than those of most other states, ranking sixth nationally and first among the seven Midwestern states.

Wisconsin makes significantly less use of secondary revenue sources than other states do.

As shown in Table 11, on average, other states budgeted \$35.7 million for fish and wildlife programs, whereas in FY 1997-98, Wisconsin budgeted \$70.6 million. Five other states—California, Texas, Oregon, Pennsylvania, and Colorado—reported larger budgets than Wisconsin's. However, when current fish and wildlife budgets are adjusted to reflect resource use, Wisconsin spends close to the national average on fish and

Table 11

Funding for Fish and Wildlife Programs
Current Budgets*

<u>Rank</u>		<u>Budget</u> <u>(in millions)</u>	<u>Rank</u>		<u>Budget</u> <u>(in millions)</u>
1	California	\$92.4	26	Indiana	\$30.9
2	Texas	83.7	27	Kentucky	29.1
3	Oregon	80.2	28	Virginia	28.4
4	Pennsylvania	79.3	29	Iowa	28.1
5	Colorado	71.5	30	Mississippi	27.0
6	Wisconsin	70.6	31	Oklahoma	23.2
7	Missouri	67.4	32	Illinois	22.3
8	Michigan	63.2	33	Maine	21.8
9	Idaho	61.8	34	New Mexico	20.2
10	Florida	54.5	35	New Jersey	19.9
11	Minnesota	52.2	36	Alabama	18.4
12	Louisiana	49.6	37	South Dakota	17.5
13	Arkansas	47.2	38	Nebraska	16.8
13	Utah	47.2	39	Maryland	15.1
15	New York	46.8	40	South Carolina	13.7
16	Georgia	44.0	41	Nevada	13.6
17	Montana	43.0	42	North Dakota	12.2
18	Alaska	41.6	43	New Hampshire	12.1
18	Ohio	41.6	44	Delaware	10.6
20	North Carolina	39.8	45	Vermont	10.1
21	Washington	39.1	46	West Virginia	9.7
22	Tennessee	38.3	47	Massachusetts	7.8
	<i>Average</i>	<i>35.7</i>	48	Connecticut	7.7
23	Arizona	34.9	49	Hawaii	6.0
24	Wyoming	33.7	50	Rhode Island	5.5
25	Kansas	32.0			

* Based on each state's budget in fall 1997, excluding large capital projects.

Note: Midwestern states are shown in bold print for easier identification.

wildlife programs. Wisconsin relies more heavily than most states on user fees and federal funding to support its fish and wildlife budget, and it makes significantly less use of secondary revenue sources.

Additional information on the funding sources for each state's fish and wildlife budget is provided in Appendix IV. While Wisconsin has one of the largest fish and wildlife budgets, a 1996 survey conducted by the United States Fish and Wildlife Service, which included a sampling methodology intended to yield statistically valid results, indicates that Wisconsin's fish and wildlife resources are more heavily used than those in 40 of the 50 states.

The amount Wisconsin spends on fish and wildlife appears comparable to other states' spending.

As shown in Table 12, on average, states budgeted \$2.94 to support one day of hunting or fishing for one person. In comparison, Wisconsin budgeted \$2.60 per person per day and ranks 20th in the nation. While Wisconsin's budget is slightly below the national mean, the average is influenced to some extent by a few low-population states with very high per capita fish and wildlife budgets, such as Montana, Wyoming, Utah, and Idaho. Wisconsin's budget is above the national median of \$2.08 per person per day. In addition, Wisconsin budgets more than its neighbors. For example, Minnesota and Michigan budgeted \$1.54 and \$1.34 per person per day, respectively.

Table 12

**State Funding for Fish and Wildlife Programs
Current Budgets***

<u>Rank</u>	<u>State</u>	<u>Funding per day**</u>	<u>Rank</u>	<u>State</u>	<u>Funding per day**</u>
1	Montana	\$9.72	25	Rhode Island	\$2.08
2	Wyoming	8.73	27	Georgia	1.99
3	Utah	8.44	28	Kentucky	1.93
4	Idaho	8.01	29	Tennessee	1.88
5	Oregon	6.53	30	Hawaii	1.81
6	Alaska	6.50	31	Louisiana	1.79
7	New Mexico	5.83	32	Ohio	1.61
8	Colorado	5.71	33	Minnesota	1.54
9	Arizona	5.52	34	Mississippi	1.50
10	Nevada	5.18	35	Indiana	1.40
11	North Dakota	5.17	36	Michigan	1.34
12	South Dakota	3.48	37	North Carolina	1.32
13	Delaware	3.29	38	Virginia	1.29
14	Nebraska	3.19	39	Maryland	1.27
15	Kansas	3.11	40	Texas	1.22
	<i>Average</i>	<i>2.94</i>	40	Connecticut	1.22
16	Missouri	2.91	42	New York	1.15
17	Vermont	2.82	43	Oklahoma	1.14
18	Maine	2.64	44	Florida	1.09
19	Arkansas	2.61	44	New Jersey	1.09
20	Wisconsin	2.60	46	West Virginia	0.85
21	New Hampshire	2.56	47	Massachusetts	0.83
22	Pennsylvania	2.33	47	Illinois	0.83
23	Iowa	2.30	49	Alabama	0.77
24	Washington	2.22	50	South Carolina	0.63
25	California	2.08			

* Based on each state's budget in fall 1997, excluding large capital projects.

** Represents the amount budgeted per day per hunter or angler.

Primary Revenue Sources

A combination of user fees and federal aid supports 98.3 percent of Wisconsin's fish and wildlife budget.

As noted, all states are highly dependent upon user fees and federal aid to finance their fish and wildlife programs: on average, 82.6 percent of state fish and wildlife budgets are supported by user fees and federal aid, and only nine states support more than one-third of their fish and wildlife program costs with forms of revenue other than user fees and federal aid. Wisconsin is even more dependent on these two primary sources of revenue than most states. As shown in Table 13, 98.3 percent of its

Table 13

States' Reliance on User Fees and Federal Aid
Current State Fish and Wildlife Budgets*

<u>Rank</u>	<u>State</u>	<u>Percentage of Budget Supported by User Fees and Federal Aid</u>	<u>Rank</u>	<u>State</u>	<u>Percentage of Budget Supported by User Fees and Federal Aid</u>
1	Alaska	99.2%	26	Louisiana	86.4%
2	Montana	98.7	27	Maine	85.4
3	Connecticut	98.4	28	Kansas	84.8
4	Wisconsin	98.3	29	Nebraska	84.4
5	New York	97.0	30	Kentucky	83.2
6	South Dakota	96.5	31	New Hampshire	82.7
7	New Mexico	95.7		<i>Average</i>	<i>82.6</i>
8	North Dakota	94.7	32	Alabama	81.8
9	Tennessee	94.5	33	South Carolina	80.9
10	Washington	93.9	34	Vermont	80.7
11	Texas	93.4	35	Idaho	80.4
12	Oregon	93.2	36	Massachusetts	79.5
13	California	91.5	37	Delaware	79.1
14	Virginia	91.4	38	Illinois	78.5
15	Michigan	91.2	39	Oklahoma	78.0
16	Maryland	91.1	40	Pennsylvania	75.7
17	Utah	90.8	41	Minnesota	68.4
18	Rhode Island	90.5	42	West Virginia	65.3
19	New Jersey	90.0	43	Mississippi	64.7
20	Wyoming	89.8	44	Hawaii	64.1
21	Ohio	89.3	45	Indiana	63.7
22	Iowa	87.7	46	Georgia	60.5
23	Nevada	87.6	47	Arkansas	55.5
24	Colorado	86.9	48	Missouri	53.1
25	Arizona	86.6	49	North Carolina	52.9
			50	Florida	45.9

* Based on each state's budget in fall 1997, excluding large capital projects.

FY 1997-98 fish and wildlife budget consists of user fees and federal aid. Additional detail on the funding sources for state fish and wildlife budgets is presented in Appendix IV.

On average, user fees represent 56.1 percent of states' fish and wildlife budgets, as shown in Table 14. However, 77.2 percent of Wisconsin's FY 1997-98 fish and wildlife budget, which totals \$54.5 million, is supported by user fees. Only Montana and Colorado are more reliant upon user fees than Wisconsin.

Table 14

States' Reliance on User Fees
Current State Fish and Wildlife Budget*

<u>Rank</u>	<u>State</u>	<u>Estimate of User Fee Revenue (in millions)</u>	<u>Percentage of Fish and Wildlife Budget</u>
1	Montana	\$34.6	80.5%
2	Colorado	55.0	77.0
3	Wisconsin	54.5	77.2
4	California	68.9	74.6
5	Ohio	30.1	72.5
6	Michigan	45.0	71.2
7	South Dakota	12.4	70.8
8	Tennessee	25.7	67.1
9	Texas	56.1	67.0
10	Virginia	18.9	66.7
	<u>Average</u>	<u>20.0</u>	<u>56.1</u>
46	Missouri	20.9	31.0
47	Rhode Island	1.5	27.1
48	Hawaii	1.6	26.2
49	Florida	12.0	22.0
50	West Virginia	1.8	18.7

* Based on each state's budget in fall 1997, excluding large capital projects.

Wisconsin ranks eighth in federal revenue received for fish and wildlife programs.

Most of the federal aid states use to support their fish and wildlife programs is awarded under formula grants through two primary programs: the Sports Fish Restoration Program, and the Wildlife Restoration Program. In FY 1996-97, 87.2 percent of the federal revenue Wisconsin used for its fish and wildlife programs came from these two programs, which are supported by federal excise taxes on hunting and fishing equipment, firearms, and fuel for motorboats. Wisconsin budgeted \$14.9 million in federal funds for its fish and wildlife programs in FY 1997-98, and it ranks eighth among all states in the amount of federal aid received.

Nevertheless, Wisconsin supports a smaller percentage of its total fish and wildlife expenditures with federal aid than do most other states. On average, federal revenue supports 21.1 percent of Wisconsin's fish and wildlife operating budget and 26.5 percent of the operating budgets of other states. This is the result of two factors: 1) Wisconsin relies on user fees to a greater extent than other states do; and 2) because surface area is one of the main factors in determining the amount of federal assistance a

state receives, Wisconsin receives less than most states. Specifically, 50 percent of state allocations under the Wildlife Restoration Program and 40 percent of state allocations under the Fisheries Restoration Program are based on a state's geographic size. Because 28 states have more land and water area, Wisconsin could not significantly augment the amount of federal aid it receives without substantially increasing the number of individuals who purchase hunting and fishing licenses.

Secondary Revenue Sources

Most states rely on secondary revenue sources to greater extent than Wisconsin does.

In addition to user fees and federal aid, most states use one or more other revenue sources to support their fish and wildlife programs, including general fund appropriations. However, in all but a few instances these additional revenue sources serve to supplement, rather than replace, user fees and federal aid. For example, in FY 1997-98, Wisconsin budgeted \$1.2 million in GPR, miscellaneous grants, and program revenue to fund its fish and wildlife programs. These sources amounted to 1.7 percent of Wisconsin's fish and wildlife budget. Overall:

- 9 states use secondary revenue sources to support more than one-third of their fish and wildlife budgets;
- 34 states use secondary sources to support between 5 and 33 percent; and
- 7 states, including Wisconsin, rely on secondary revenue sources to cover less than 5 percent of state fish and wildlife program costs.

General fund revenue represents 6.5 percent of fish and wildlife budgets nationally.

The most common and significant type of secondary revenue used by other states is general fund revenue. General fund revenue helps to support programs in 22 states. Nationally, general fund revenue represents an average of 6.5 percent of fish and wildlife budgets. Four states use general fund revenue to support more than one-third of their fish and wildlife budgets: in Florida, general fund revenue represents 42.0 percent; in Hawaii, 35.8 percent; in Arkansas, 35.4 percent; and in Missouri, 35.2 percent. In contrast, revenue from Wisconsin's General Fund accounts for \$714,200, or 1.0 percent, of the State's fish and wildlife program budget when major capital costs are excluded. This revenue is used primarily for work associated with treaty assessment in the ceded territories on lakes subject to tribal spearfishing.

Arkansas' and Missouri's general fund revenue is generated through a dedicated sales tax. Voters in these states approved general state sales tax increases of one-eighth of one percent that were earmarked exclusively for conservation programs, including fish and wildlife programs. This funding strategy has generated interest among some other states seeking

to increase revenue for fish and wildlife conservation efforts. For example, a Kentucky state task force on conservation funding issued an October 1997 report that recommended legislative consideration of a statewide referendum on increasing the sales tax by one-eighth of one percent to supplement conservation program funding; however, the Kentucky legislature has not taken action on this issue. As noted, the Wisconsin Conservation Congress is promoting the same idea, and over the course of the next few years it plans to lobby the Legislature to pursue a similar proposal.

While 22 states supplement user fees and federal aid with general fund revenue, 49 states use additional sources of revenue to supplement fish and wildlife funds. However, only one state—Mississippi—supports more than one-third of its fish and game budget with such non-traditional revenue sources. Mississippi allocates \$9.5 million in revenue from state gas taxes, boat registration fees, and other revenue-generating activities such as state timber sales, to fund its hunting and fishing programs. On average, other sources of revenue account for 10.9 percent of state fish and wildlife budgets and range from revenue generated through timber sales to solid waste tipping fees. In FY 1997-98, Wisconsin budgeted \$458,000, representing 0.7 percent of its fish and wildlife budget, using grant revenue received through the state Department of Transportation, as well as voluntary contributions from individuals and private organizations.

Other states use three main types of secondary revenue.

Appendix V provides information on the secondary sources of revenue used by 28 other states to fund hunting and fishing programs. We identified 22 different secondary sources of revenue, which can be grouped into 3 general categories:

- transportation-related fees, such as boat registration fees;
- state lottery profits; and
- miscellaneous fees and taxes, such as public document recording fees, hotel room taxes, and cigarette taxes.

A total of 23 states collect 10 different transportation-related fees that are used to support fish and wildlife programs. These include fuel taxes for automobiles, boats, and off-road vehicles; vehicle registration fees; and boat dealer registration fees. They contribute an average of \$1.5 million in revenue annually to each state's fish and wildlife budget. Although Wisconsin collects similar transportation fees, they support other types of activities in this state, such as boating enforcement and trail development for all-terrain vehicles. Mississippi collects the most revenue from transportation fees, budgeting \$5 million in fuel tax revenue to support 25.1 percent of its fish and wildlife program costs.

In four states—Arizona, Colorado, Maine, and Minnesota—state lottery profits contribute an average of \$3.4 million to fish and wildlife funding. In each of these states, lottery contributions are awarded, at least partially, through competitive grants for conservation programs. Therefore, fish and wildlife program managers must compete for project funding with other natural resource programs, including state park development programs.

Nine states use ten other miscellaneous funding sources to supplement their fish and wildlife program budgets. These vary widely in scope and size: for example, North Carolina budgets \$2.3 million in legal document recording fees to fund fish and wildlife efforts, while Vermont budgets \$26,000 from dog license fees for rabies eradication in wild animals. In addition, to fund fish and wildlife programs:

- Kentucky, Oklahoma, and Alabama charge access fees on public hunting grounds or lakes, which contribute an average of \$95,000;
- Vermont and Nevada provide an average of \$212,000 from state hotel taxes; and
- Arkansas uses building inspection fees, Minnesota allocates revenue from cigarette taxes, and West Virginia uses revenue from solid waste tipping fees.

Supplementary revenue sources have been proposed in Wisconsin.

In addition to the several unique fish and wildlife program funding sources that some states have already adopted, a number of other supplemental revenue sources have been proposed in Wisconsin. In its January 1998 report to Legislature, which was required by 1997 Wisconsin Act 1, the Department of Natural Resources recommended that the Legislature consider adopting one of five new sources of revenue, each of which was estimated to be capable of contributing between \$2.5 million and \$4.4 million annually. The Department's proposed funding options included:

- a \$0.60 per barrel increase in the State's beer tax;
- a \$1 increase in auto registration fees;
- a \$0.50 per \$1,000 increase in the real estate transfer tax;
- the creation of a new tax on non-metallic mining of 1 percent on net proceeds; and

- the proposition that revenues from tribal gaming compact renegotiations, which are likely to provide at least \$5.5 million during FY 1999-2000, include funding for the Fish and Wildlife Account.

Policymakers in other states have also suggested a variety of new funding strategies to help supplement traditional funding for fish and wildlife programs. For example:

- Policymakers in California, Florida, Idaho, Texas, and Tennessee have recommended establishing surcharges of between \$0.50 and \$5 to existing fees for automobile titles, automobile speeding law violations, and driver's licenses.
- Officials in Kentucky, Idaho, South Carolina, and Virginia are considering increasing fees for water pollution discharge, water use, and land development.
- Officials in Idaho are considering the implementation of a Wildlife Watching License for those wishing to enter Idaho State wilderness areas, and officials in Maryland and Texas are considering dedicating state park admission fees to help fund their conservation programs.
- South Carolina officials are considering the implementation of a statewide real estate property tax that would be earmarked for conservation programs. In Wisconsin, an increase of the existing statewide real estate property tax from \$0.20 to \$0.30 per \$1,000 of assessed property value would raise approximately \$23 million annually.

Finally, we identified a number of additional options that could be considered to supplement fish and wildlife funding. They include additional or increased user fees, such as fees for the sale of lifetime fishing and hunting licenses; the sale of special license plates for boat trailers and trucks that are similar to the automobile license plate established to benefit endangered resources; and the selling of advertising space in *Wisconsin Natural Resources*, the Department's bimonthly magazine. Additional information on supplementary funding suggestions for fish and wildlife programs is presented in Appendix VI.

Current License and Stamp Fees and FY 1996-97 Revenues

<u>User Fee Type</u>	<u>License</u>	<u>Fee</u>	<u>Total Revenue</u>	<u>Percentage of Total Revenue</u>
Hunting				
Hunting Applications	Hunter's Choice	\$ 3.00	\$ 849,060	1.7%
	Turkey	3.00	282,464	0.6
	Goose	3.00	184,307	0.4
	Bobcat	3.00	6,162	<0.1
	Otter	3.00	4,671	<0.1
	Fisher	3.00	4,050	<0.1
Resident Hunting	Deer	20.00	8,561,489	17.4
	Conservation Patron	110.75	4,200,561	8.5
	Sports	43.00	3,903,792	7.9
	Archer	20.00	3,208,243	6.5
	Bonus Deer	12.00	2,395,296	4.9
	Small Game	14.00	1,290,836	2.6
	Wild Turkey	11.00	330,686	0.7
	Bear (Pursuit)	8.00	176,833	0.4
	Bear (Harvest)	41.00	139,605	0.3
	Youth Small Game	7.00	76,502	0.2
	Trapping	18.00	65,074	0.1
	Senior Small Game	7.00	20,596	<0.1
Nonresident Hunting	Deer	135.00	3,087,642	6.3
	Archer	135.00	497,694	1.0
	Annual Small Game	75.00	342,345	0.7
	Five-Day Small Game	43.00	144,965	0.3
	Bonus Deer	20.00	119,100	0.2
	Wild Turkey	55.00	48,921	0.1
	Bear (Pursuit)	100.00	23,186	<0.1
	Bear (Harvest)	201.00	12,679	<0.1
	Furbearing Animal	150.00	4,482	<0.1
	Conservation Patron	575.00	0	0.0
Sports	250.00	0	0.0	

<u>User Fee Type</u>	<u>License</u>	<u>Fee</u>	<u>Total Revenue</u>	<u>Percentage of Total Revenue</u>
Hunting Stamps	Waterfowl	\$ 7.00	\$ 348,569	0.7%
	Pheasants	7.25	243,810	0.5
	Wild Turkey	5.25	218,439	0.4
Commercial	Game Farm	10.00	<u>68,241</u>	<u>0.1</u>
Hunting subtotal			30,860,300	62.6
Fishing				
Resident Fishing	Annual	14.00	6,124,226	12.4
	Husband and Wife	24.00	2,472,761	5.0
	Senior and Youth	7.00	342,748	0.7
	Disabled	7.00	46,096	0.1
Nonresident Fishing	Annual	34.00	3,040,916	6.2
	Four-Day	15.00	1,688,770	3.4
	Annual Family	52.00	1,492,730	3.0
	Fifteen-Day	20.00	566,310	1.1
	Fifteen-Day Family	30.00	464,367	0.9
Other Fishing	Two-Day Great Lakes	10.00	299,594	0.6
	Sturgeon Spearing	10.00	76,717	0.2
	Set Line	10.75	6,081	<0.1
	Set or Bank Pole	3.00	1,532	<0.1
Fishing Stamps	Inland Waters Trout	7.25	899,276	1.8
	Great Lakes Trout & Salmon	7.25	751,005	1.5
Commercial	Fishing	Varies	<u>183,587</u>	<u>0.4</u>
Fishing subtotal			18,456,716	37.4
Total			<u>\$49,317,016</u>	<u>100.0%</u>

Appendix II

FISH AND WILDLIFE-RELATED EXPENDITURES BY ACTIVITY TYPE

The following table is a detailed summary of FY 1996-97 fish and wildlife-related expenditures by activity type and funding source. These expenditures have been grouped into categories according to their purpose: they support seven types of activities. In addition, expenditures associated with these activities are grouped into eight funding sources.

Activities

Resource management and education—includes expenditures related to managing game and other animal resources, addressing crop damage caused by game species, and providing educational programs.

Habitat development and land acquisition—includes expenditures related to restoring and maintaining habitat for game and non-game animals and ensuring public access to recreational activities.

Administration—includes administrative support and overhead expenditures.

Research—includes expenditures related to studying animal populations and assessing environmental quality.

Debt service—includes expenditures for repayment of principal and interest on bonds.

Activities that do not directly support hunting or fishing opportunities—includes expenditures for projects not related to providing hunting or fishing opportunities, such as developing habitat for endangered species.

Other—includes expenditures for marketing, staff training, equipment maintenance, and similar activities.

Funding Sources

Bonding—general obligation bonds, including some issued under the Stewardship program for fish and wildlife projects.

Federal—expenditures funded by federal revenue, most of which is provided through the Sports Fish Restoration Program and the Wildlife Restoration Program.

Gifts and Grants—expenditures supported by donations or grants from individuals and community organizations.

GPR—expenditures funded by general purpose revenue.

Program Revenue (PR)—expenditures funded with revenue generated by equipment rental and the sale of goods and services.

Segregated Revenue (SEG)—expenditures funded by fishing and hunting license fees, investment income, and other revenue deposited into Fish and Wildlife Account.

Stamp—expenditures funded by fishing and hunting stamp fees.

Other—expenditures funded by other accounts, such as the Transportation Fund and Water Resources Account.

Fish and Wildlife-related Expenditures by Activity Type
FY 1996-97

Activity	Description	Bonding	Federal	Gifts and Grants	GPR	PR	SEG	Stamp	Other	Total
Resource Management and Education Game Populations Management	Propagation and stocking	-	\$1,604,486	\$20,489	-	-	\$ 999,390	\$ 481,630	-	\$3,105,995
	Fishing enforcement	-	336,064*	-	-	-	2,674,515	-	-	3,010,579
	Hunting enforcement	-	-	2,433	-	-	1,710,294	-	-	1,712,727
	Hatchery and stamp-funded program services	-	455,733	4,461	-	-	630,738	175,685	-	1,266,617
	Treaty management	-	268,059	-	448,920	-	268,147	-	-	985,126
	Car kill deer	-	-	-	-	-	740,430	-	\$210,000	950,430
	Bird hunting programs	-	14,760	-	-	-	457,033	225,037	-	696,830
	Regulation evaluation	-	93,630	501	-	-	372,740	162,618	-	629,489
	Developing and managing regulations	-	472,323	-	68	-	49,080	-	-	521,471
	Stocking evaluation	-	88,665	1,535	-	-	285,139	75,774	-	451,113
	Hunting and fishing enforcement	-	-	-	-	-	274,739	-	-	274,739
	Waterfowl program	-	202,868	-	-	-	21,111	-	-	223,979
	Deer program	-	157,099	300	-	-	30,773	-	-	188,172
	Commercial license retirement	-	-	-	175,283	-	-	-	-	175,283
	Grants to communities and organizations	-	-	-	-	-	-	169,188	-	169,188
	Commercial catch monitoring	-	12,148	5,635	-	-	76,443	-	-	94,226
	Other game animals	-	30,900	47,451	-	-	2,698	-	-	81,049
	Turkey program	-	17,248	-	-	-	2,325	52,299	-	71,872
	Bear program	-	24,203	-	-	-	2,113	-	-	26,316
	Trapping program	-	499	675	-	-	11,428	-	-	24,656
Subtotal		-	3,778,685	83,480	624,271	12,054	8,609,136	1,342,231	210,000	14,659,857
Basic Program Services	Fisheries management	-	-	-	-	-	4,189,149	-	-	4,189,149
	Law enforcement	-	58,729	-	-	-	2,538,002	-	-	2,596,731
	Wildlife management	-	-	-	-	-	2,259,874	-	-	2,259,874
Subtotal		-	58,729	-	-	8,987,025	-	-	-	9,045,754
Multi-purpose Projects	Integrated ecosystem and other similar projects	-	-	-	-	-	-	-	-	-
	Public safety enforcement	-	665,630	34,875	91,800	22,884	936,200	-	-	1,751,389
	Payments to counties in lieu of property taxes	-	-	50	-	57,718	1,726,390	-	-	1,784,158
	Grants to communities and organizations	-	-	-	-	-	280,057	-	-	280,057
Subtotal		-	665,630	34,925	91,800	80,602	3,067,230	-	-	3,940,187
Wildlife Damage Aids	Payments to farmers and landowners	-	-	-	-	-	3,223,666	-	-	3,223,666
	Program management	-	-	-	-	-	85,753	147	-	85,900
Subtotal		-	-	-	-	-	3,309,419	147	-	3,309,566
Education and Safety Programs	Hunter education	-	721,995	1,300	-	5,470	698,352	-	-	1,427,117
	Aquatic education	-	97,432	1,254	-	-	63,330	-	-	162,016
Subtotal		-	819,427	2,554	-	5,470	761,682	-	-	1,589,133
Ecological Assessment and Evaluation	Habitat studies	-	248,169	10,061	47,483	-	228,265	78,169	-	612,147
	Population surveys	-	151,246	-	-	-	19,748	-	-	170,994
Subtotal		-	399,415	10,061	47,483	-	248,013	78,169	-	783,141
Wildlife Education	Education programs for youth and adults	-	-	4,277	-	-	391,536	-	-	395,813
		-	-	-	-	-	-	-	-	-

* Funded by federal motor boat fuel tax.

Activity	Description	Bonding	Federal	Gifts and Grants	GPR	PR	SEG	Stamp	Other	Total
Habitat Development and Land Acquisition										
Land Acquisition	Wildlife management	4,695,939	496,072	-	-	-	48,441	-	-	5,240,452
	Fisheries management	2,920,716	595,300	-	-	-	49,165	-	-	3,565,181
	Other	942,506	-	-	-	58	-	-	-	942,564
Subtotal		8,559,161	1,091,372	-	-	58	97,606	-	-	9,748,197
Facilities and Lands Maintenance										
	General facilities and lands maintenance	-	43,782	-	-	-	2,456,965	-	-	2,500,747
	Land-related	-	630,279	54,568	-	16,163	782,647	-	-	1,483,657
	Water-related	-	496,049	1,508	-	-	260,038	4,177	-	761,772
	Fish hatcheries	530,951	13,333	-	16,550	2,904	-	-	66,178	629,916
	Mississippi/St. Croix	-	-	-	-	-	-	-	43,142	43,142
Subtotal		530,951	1,183,443	56,076	16,550	19,067	3,499,650	4,177	109,320	5,419,234
Capital Development										
	Grants to communities and organizations	1,940,883	-	-	-	-	-	-	-	1,940,883
	Facilities development projects	-	101,909	-	41,774	14,440	155,010	-	118,997	432,130
	Road and parking lot construction	-	-	-	7,667	-	-	-	195,131	202,798
Subtotal		1,940,883	101,909	-	49,441	14,440	155,010	-	314,128	2,575,811
Animal Habitat Development										
	Wetlands restoration and maintenance	-	557,643	205,572	-	211,743	274,016	222,655	-	1,471,629
	Grasslands restoration and maintenance	-	385,743	28,676	-	-	51,895	227,653	-	693,967
	Forest restoration and maintenance	-	133,818	2,022	-	-	11,775	-	-	147,615
	Wetland and grassland restoration/maintenance	-	129,182	-	8,543	-	-	-	33	137,758
Subtotal		-	1,206,386	236,270	8,543	211,743	337,686	450,308	33	2,450,969
Fish Habitat Development										
	Creating and restoring fish habitat	-	43,650	5,579	-	761	434,752	1,070,044	-	1,554,786
Public Access										
	Boating access	-	213,225	718	-	-	112,932	-	55,381	382,256
	Hunting-related public access	-	154,696	-	18,686	-	144,272	-	-	317,654
	Other fishing-related public access	-	19,958	-	838	5,865	15,571	-	26,718	68,950
	Fishing piers	-	9,905	583	-	-	22,629	-	-	33,117
Subtotal		-	397,784	1,301	19,524	5,865	295,404	-	82,099	801,977
Administration										
	Department overhead and administrative support	-	-	-	-	-	7,903,164	-	-	7,903,164
	Division overhead	-	-	-	-	-	2,500,342	-	-	2,500,342
	Bureau overhead	-	676,289	-	-	-	1,182,125	30,670	-	1,889,084
	Customer service and license processing	-	676,289	-	-	-	1,213,097	-	-	1,213,097
Subtotal		-	676,289	-	-	-	12,798,728	30,670	-	13,505,687
Research										
	Game assessments	-	2,081,275	-	-	-	1,869,608	-	-	3,950,883
	Other wildlife evaluations	-	6,526	-	-	-	-	-	-	6,526
	Environmental assessments and evaluations	-	312,125	-	-	-	-	-	-	312,125
Subtotal		-	2,399,926	-	-	-	1,869,608	-	-	4,269,534
Debt Service										
	Repayment of principal on bonds	-	-	-	1,838,396	-	304,310	-	-	2,142,706
	Interest	-	-	-	1,849,401	-	255,558	-	-	2,104,959
Subtotal		-	-	-	3,687,797	-	559,868	-	-	4,247,665

Activity	Description	Bonding	Federal	Gifts and Grants	GPR	PR	SEG	Stamp	Other	Total
Activities that Do Not Directly Support Hunting or Fishing Opportunities										
Recreational boating activities	Boating enforcement	-	150,985	-	-	-	550,037	-	-	701,022
	Boat facility development	-	-	-	-	-	16,922	-	-	16,922
Subtotal		-	150,985	-	-	-	566,959	-	-	717,944
Endangered resources	Other endangered resources	-	300,147	-	100,883	-	19,727	-	-	420,757
	Prairie chicken	-	11,138	-	-	-	148,113	-	-	159,251
	Swan	-	19,838	-	-	-	2,147	-	-	21,985
	Butterfly	-	-	-	-	-	6,437	-	-	6,437
	Tern	-	5,515	-	-	-	482	-	-	5,997
	Eagle	-	4,966	-	-	-	434	-	-	5,400
	Wolf	-	894	-	-	-	3,783	-	-	4,677
Subtotal		-	342,498	-	100,883	-	181,123	-	-	624,504
Assistance to Other Bureaus	Parks	-	84,934	-	-	62,469	14,144	-	-	161,547
	Forestry	-	-	-	-	46,821	96,501	-	-	143,322
	Water Regulation and Zoning	-	-	-	-	-	66,990	-	-	66,990
	Other bureaus	14,947	-	-	7,631	-	-	-	-	22,578
	Water Resources	-	-	-	-	-	11,853	-	-	11,853
	Solid and Hazardous Waste	-	-	-	-	-	7,492	-	-	7,492
	Wastewater	-	-	-	-	-	5,240	-	-	5,240
	Water Supply	-	-	-	-	-	3,191	-	-	3,191
	Air Management	-	-	-	-	-	1,745	-	-	1,745
Subtotal		14,947	84,934	-	7,631	109,290	207,156	-	-	423,958
Special Wildlife Activities	Relocation, pollution, and other special projects	-	4,950	6,390	-	-	6,649	-	-	17,989
	Urban wildlife	-	12,241	-	-	-	1,069	-	-	13,310
	Captive wildlife	-	-	-	-	-	10,814	-	-	10,814
	Watchable wildlife	-	-	-	-	-	7,107	-	-	7,107
Subtotal		-	17,191	6,390	-	-	25,639	-	-	49,220
Other										
Marketing and Staff Training	Costs for marketing, training, and similar activities	-	27,900	14,148	7,186	-	744,006	16,074	-	809,314
Equipment Maintenance	Water-related maintenance	-	-	-	-	-	274,389	2,216	-	276,605
	Land-related maintenance	-	-	4,105	-	-	10,528	-	-	14,633
Subtotal		-	27,900	18,253	7,186	-	1,028,923	18,290	-	1,100,552
Total		\$11,045,942	\$13,446,153	\$459,166	\$4,560,226	\$560,233	\$47,432,153	\$2,994,036	\$715,580	\$81,213,489

Appendix III

EXPENDITURES FUNDED BY USER FEES

The following table summarizes FY 1996-97 expenditures funded by segregated revenue from the Fish and Wildlife Account. In FY 1996-97, 92 percent of segregated revenue was generated by the sale of hunting and fishing licenses. However, once it is collected, license revenue is pooled with a variety of other funding sources in the Fish and Wildlife Account, including revenue generated by:

- commercial game farm and fishing license fees;
- forfeitures and assessments for violations of hunting and fishing laws;
- foundation grants;
- investment income; and
- other miscellaneous sources of revenue.

Expenditures funded by user fees have not only been grouped according to their purpose, they have also been categorized according to their beneficiaries:

Activities for Hunters and Anglers—includes expenditures for efforts directly benefiting hunters and anglers, including activities associated with managing game resources, addressing crop damage caused by game species, and providing education and safety programs.

Activities Benefiting Multiple Users—includes expenditures for efforts, such as land acquisition, that benefit hunters and anglers as well as other users of natural resources.

Department Overhead—includes administrative support and overhead expenditures.

Activities Not Directly Supporting Hunting or Fishing Opportunities—includes expenditures for projects not directly related to providing hunting or fishing opportunities, such as developing habitat for endangered species.

Expenditures Funded by User Fees
FY 1996-97

<u>Description</u>	<u>SEG</u>	<u>Stamp</u>	<u>Total Expenditures</u>	<u>Percentage of Total Expenditures</u>
Activities Benefiting Hunters and Anglers				
Game Population Management				
Fishing enforcement	\$2,674,515	-	\$2,674,515	5.3%
Propagation and stocking	999,390	\$481,630	1,481,020	2.9
Hunting enforcement	1,710,294	-	1,710,294	3.4
Car kill deer	740,430	-	740,430	1.5
Bird hunting programs	457,033	225,037	682,070	1.4
Regulation evaluation	372,740	162,618	535,358	1.1
Stocking evaluation	285,139	75,774	360,913	0.7
Hunting and fishing enforcement	274,739	-	274,739	0.5
Treaty management	268,147	-	268,147	0.5
Hatchery and stamp-funded program services	630,738	175,685	806,423	1.6
Grants to communities and organizations	-	169,188	169,188	0.3
Commercial catch monitoring	76,443	-	76,443	0.2
Turkey program	2,325	52,299	54,624	0.1
Developing and managing regulations	49,080	-	49,080	0.1
Deer program	30,773	-	30,773	0.1
Waterfowl program	21,111	-	21,111	<0.1
Trapping program	11,428	-	11,428	<0.1
Other game animals	2,698	-	2,698	<0.1
Bear program	2,113	-	2,113	<0.1
Subtotal	8,609,136	1,342,231	9,951,367	19.7
Wildlife Damage Aids				
Payments to farmers and landowners	3,223,666	-	3,223,666	6.4
Program management	85,753	147	85,900	0.2
Subtotal	3,309,419	147	3,309,566	6.6
Research - Animal and Fish Studies				
Game assessments	1,869,608	-	1,869,608	3.7
Fish Habitat Development				
Creating and restoring fish habitat	434,752	1,070,044	1,504,796	3.0
Bureau Administration				
Overhead for Fisheries, Wildlife, and Law Enforcement	1,182,125	30,670	1,212,795	2.4
Animal Habitat Development				
Wetlands restoration and maintenance	274,016	222,655	496,671	1.0
Grasslands restoration and maintenance	51,895	227,653	279,548	0.6
Forest restoration and maintenance	11,775	-	11,775	<0.1
Subtotal	337,686	450,308	787,994	1.6

Description	SEG	Stamp	Total Expenditures	Percentage of Total Expenditures
Education and Safety Programs				
Hunter education	698,352	-	698,352	1.4
Aquatic education	63,330	-	63,330	0.1
Subtotal	761,682	-	761,682	1.5
Ecological Assessment and Evaluation				
Habitat studies	228,265	78,169	306,434	0.6
Population surveys	19,748	-	19,748	<0.1
Subtotal	248,013	78,169	326,182	0.6
Public Access				
Hunting-related public access	144,272	-	144,272	0.3
Boating access	112,932	-	112,932	0.2
Fishing piers	22,629	-	22,629	<0.1
Other fishing-related public access	15,571	-	15,571	<0.1
Subtotal	295,404	-	295,404	0.6
Activities Benefiting Multiple Users				
Basic Program Services				
Fisheries management	4,189,149	-	4,189,149	8.3
Law enforcement	2,538,002	-	2,538,002	5.0
Wildlife management	2,259,874	-	2,259,874	4.5
Subtotal	8,987,025	-	8,987,025	17.8
Facilities and Lands Maintenance				
General facilities and lands maintenance	2,456,965	-	2,456,965	4.9
Land-related	782,647	-	782,647	1.5
Water-related	260,038	4,177	264,215	0.5
Subtotal	3,499,650	4,177	3,503,827	6.9
Multi-purpose Projects				
Public safety enforcement	1,726,390	-	1,726,390	3.4
Integrated ecosystem and other similar projects	936,200	-	936,200	1.9
Payments to counties in lieu of property taxes	280,057	-	280,057	0.6
Grants to communities and organizations	124,583	-	124,583	0.2
Subtotal	3,067,230	-	3,067,230	6.1
Marketing and Staff Training				
Cost for marketing, training, and similar activities	744,006	16,074	760,080	1.5
Debt Service				
Repayment of principal on bonds	304,310	-	304,310	0.6
Payment of interest on bonds	255,558	-	255,558	0.5
Subtotal	559,868	-	559,868	1.1
Wildlife Education				
Education programs for youth and adults	391,536	-	391,536	0.8

Description	SEG	Stamp	Total Expenditures	Percentage of Total Expenditures
Equipment Maintenance				
Water-related maintenance	274,389	2,216	276,605	0.5
Land-related maintenance	10,528	-	10,528	<0.1
Subtotal	284,917	2,216	287,133	0.6
Capital Development				
Facilities development projects	155,010	-	155,010	0.3
Land Acquisition				
Fisheries management	49,165	-	49,165	0.1
Wildlife management	48,441	-	48,441	0.1
Subtotal	97,606	-	97,606	0.2
Department Overhead				
Department Administration and Support Services				
Department overhead and administrative support	7,903,164	-	7,903,164	15.7
Division Administration	2,500,342	-	2,500,342	4.9
Licensing Administration	1,213,097	-	1,213,097	2.4
Subtotal	11,616,603	-	11,616,603	23.0
Activities Not Directly Supporting Hunting or Fishing Opportunities				
Recreational boating activities				
Boating enforcement	550,037	-	550,037	1.1
Boat facility development	16,922	-	16,922	<0.1
Subtotal	566,959	-	566,959	1.1
Assistance to Other Bureaus				
Forestry	96,501	-	96,501	0.2
Water Regulation and Zoning	66,990	-	66,990	0.1
Parks	14,144	-	14,144	<0.1
Water Resources	11,853	-	11,853	<0.1
Solid and Hazardous Waste	7,492	-	7,492	<0.1
Wastewater	5,240	-	5,240	<0.1
Water Supply	3,191	-	3,191	<0.1
Air Management	1,745	-	1,745	<0.1
Subtotal	207,156	-	207,156	0.4

Description		SEG	Stamp	Total Expenditures	Percentage of Total Expenditures
Endangered resources					
	Prairie chicken	148,113	-	148,113	0.3
	Other endangered resources	19,727	-	19,727	<0.1
	Butterfly	6,437	-	6,437	<0.1
	Wolf	3,783	-	3,783	<0.1
	Swan	2,147	-	2,147	<0.1
	Tern	482	-	482	<0.1
	Eagle	434	-	434	<0.1
Subtotal		181,123	-	181,123	0.4
Special Wildlife Activities					
	Captive wildlife	10,814	-	10,814	<0.1
	Watchable wildlife	7,107	-	7,107	<0.1
	Relocation, pollution, and other special projects	6,649	-	6,649	<0.1
	Urban wildlife	1,069	-	1,069	<0.1
Subtotal		25,639	-	25,639	0.1
Total		\$47,432,153	\$2,994,036	\$50,426,189	100.0%

Appendix IV

SUMMARY OF STATE GOVERNMENT FISH AND WILDLIFE BUDGETS

In addition to reviewing information on Wisconsin, we conducted a survey of the 49 other states to determine the size of their fish and wildlife budgets, as well as the sources of revenue that contributed to their budgets. The information presented is based on each state's reported budget in fall 1997. Because state governments operate on a variety of different financial calendars, beginning their fiscal years in April, July, September, or October, the information shown does not represent the identical 12-month period for all states surveyed.

User Fees—includes budget estimates of revenue generated from the sale of fishing and hunting licenses to residents and non-residents. This also includes revenue generated from the sale any specialized permits or stamps hunters and anglers purchase.

Federal Aid—includes estimated revenue from the federal Sports Fish Restoration Program, the federal Wildlife Restoration Program, and other federal grants related directly to recreational fishing and hunting. Survey respondents were asked to exclude non-game or endangered species grants.

General Revenue—includes the primary revenue base for states that is typically composed of state income and sales tax revenue.

Other Revenue—includes all other types of revenue states report using to fund fish and wildlife programs such as:

- fines collected from persons violating hunting and fishing laws;
- mitigation revenue associated with repairing or replacing damaged wetlands;
- state fuel tax revenue associated with recreational boating and all-terrain vehicle use;
- boat registration fees; and
- grants from private non-profit conservation organizations.

State Government Fish and Wildlife Budgets
Current Operating Budgets

<u>State</u>	<u>Budget</u>	<u>User Fees</u>	<u>Percentage of Budget</u>	<u>Federal Aid</u>	<u>Percentage of Budget</u>	<u>General Revenue</u>	<u>Percentage of Budget</u>	<u>Other Revenue</u>	<u>Percentage of Budget</u>
Alabama	\$18,369,408	\$12,187,010	66.3%	\$ 2,840,000	15.5%			\$ 3,342,398	18.2%
Alaska	41,601,700	17,751,500	42.7	23,502,100	56.5			348,100	0.8
Arizona	34,896,520	14,564,700	41.7	15,663,400	44.9	\$16,718,000	35.4%	4,668,420	13.4
Arkansas	47,178,000	17,690,000	37.5	8,470,000	18.0			4,300,000	9.1
California	92,370,000	68,867,000	74.6	15,641,000	16.9			7,862,000	8.5
Colorado	71,505,699	55,050,099	77.0	7,100,000	9.9			9,355,600	13.1
Connecticut	7,725,000	4,000,000	51.8	3,600,000	46.6			125,000	1.6
Delaware	10,605,653	4,557,000	43.0	3,830,443	36.1	2,218,210	20.9		
Florida	54,502,356	12,000,000	22.0	13,000,000	23.9	22,885,976	42.0	6,616,380	12.1
Georgia	44,048,633	17,807,927	40.4	8,855,091	20.1	9,553,406	21.7	7,832,209	17.8
Hawaii	5,984,632	1,567,261	26.2	2,268,816	37.9	2,143,816	35.8	4,739	0.1
Idaho	61,774,975	27,318,386	44.2	22,327,011	36.2			12,129,578	19.6
Illinois	22,294,735	11,468,830	51.4	6,042,000	27.1	3,721,200	16.7	1,062,705	4.8
Indiana	30,900,000	14,700,000	47.5	5,000,000	16.2	8,800,000	28.5	2,400,000	7.8
Iowa	28,148,919	17,475,000	62.1	7,200,000	25.6			3,473,919	12.3
Kansas	32,013,680	19,244,190	60.1	7,900,000	24.7	3,004,412	9.4	1,865,078	5.8
Kentucky	29,067,931	16,400,202	56.4	7,796,568	26.8			4,871,161	16.8
Louisiana	49,634,590	31,900,132	64.3	10,983,879	22.1	35,000	0.1	6,715,579	13.5
Maine	21,815,992	13,937,313	63.9	4,700,000	21.5			3,178,679	14.6
Maryland	15,102,616	9,365,046	62.0	4,400,000	29.1			1,337,570	8.9
Massachusetts	7,800,000	4,200,000	53.9	2,000,000	25.6			1,600,000	20.5
Michigan	63,221,500	45,020,000	71.2	12,663,900	20.0	514,600	0.8	5,023,000	8.0
Minnesota	52,172,172	25,424,835	48.7	10,289,712	19.7	5,372,727	10.3	11,084,898	21.3
Mississippi	27,041,028	11,761,525	43.5	5,739,000	21.2			9,540,503	35.3
Missouri	67,393,941	20,865,941	31.0	14,900,000	22.1	23,728,000	35.2	7,900,000	11.7
Montana	43,000,044	34,618,327	80.5	7,818,801	18.2			562,916	1.3
Nebraska	16,825,860	10,661,797	63.4	3,529,251	21.0			2,634,812	15.6
Nevada	13,597,407	5,551,213	40.8	6,360,327	46.8	498,426	3.7	1,187,441	8.7
New Hampshire	12,145,540	7,201,305	59.3	2,840,949	23.4			2,103,286	17.3
New Jersey	19,937,000	10,945,000	54.9	7,000,000	35.1	1,200,000	6.0	792,000	4.0

State	Budget	User Fees	Percentage of Budget	Federal Aid	Percentage of Budget	General Revenue	Percentage of Budget	Other Revenue	Percentage of Budget
New Mexico	20,206,200	11,635,700	57.6	7,693,600	38.1	343,800	1.7	533,100	2.6
New York	46,847,400	31,197,700	66.6	14,225,000	30.4			1,424,700	3.0
North Carolina	39,781,731	14,478,554	36.4	6,573,502	16.5	7,649,271	19.2	11,080,404	27.9
North Dakota	12,175,000	7,225,000	59.4	4,300,000	35.3			650,000	5.3
Ohio	41,566,214	30,136,325	72.5	6,990,000	16.8	1,000,000	2.4	3,439,889	8.3
Oklahoma	23,218,556	10,095,000	43.5	8,011,556	34.5			5,112,000	22.0
Oregon	80,176,467	30,745,725	38.3	44,008,093	54.9			5,422,649	6.8
Pennsylvania	79,303,517	46,142,500	58.2	13,847,000	17.5			19,314,017	24.3
Rhode Island	5,525,000	1,500,000	27.2	3,500,000	63.3	475,000	8.6	50,000	0.9
South Carolina	13,722,000	7,300,000	53.2	3,800,000	27.7	722,000	5.3	1,900,000	13.8
South Dakota	17,518,925	12,398,925	70.8	4,500,000	25.7			620,000	3.5
Tennessee	38,330,361	25,705,499	67.0	10,530,600	27.5			2,094,262	5.5
Texas	83,720,000	56,120,000	67.0	22,100,000	26.4			5,500,000	6.6
Utah	47,158,865	24,010,865	50.9	18,817,400	39.9	3,436,600	7.3	894,000	1.9
Vermont	10,128,637	5,050,000	49.9	3,125,000	30.8			1,953,637	19.3
Virginia	28,350,000	18,900,000	66.7	7,000,000	24.7			2,450,000	8.6
Washington	39,113,858	24,851,515	63.5	11,900,000	30.4			2,362,343	6.1
West Virginia	9,650,000	1,800,000	18.7	4,500,000	46.6	1,200,000	12.4	2,150,000	22.3
Wisconsin	70,588,147	54,496,944	77.2	14,919,067	21.1	714,200	1.0	457,936	0.7
Wyoming	33,675,000	22,350,000	66.4	7,900,000	23.4			3,425,000	10.2
Mean	\$35,668,628	\$20,004,836	56.1%	\$9,450,061	26.5%	\$2,318,693	6.5%	\$3,895,038	10.9%
Median	31,456,840	15,550,101		7,446,800		0		2,450,000	
Wisconsin	70,588,147	54,496,944	77.2	14,919,067	21.1	714,200	1.0	457,936	0.7

Note: Excludes amounts budgeted for large capital expenditures.

Appendix V

SUMMARY OF OTHER STATES' ALTERNATIVE FUNDING SOURCES FOR FISH AND WILDLIFE PROGRAMS

In addition to reviewing information on Wisconsin, we surveyed the other 49 states to determine the sources of revenue they use to support fish and wildlife programs. The information presented is based on each state's current budget reported when the survey was conducted in fall 1997. Most states have traditionally relied upon license fees and federal aid to support fish and wildlife programs. However, we identified a total of 28 states that report using 15 alternative funding sources. We did not include those additional revenue sources common to most states, including Wisconsin, such as fines from hunting and fishing violations and grants from local or national organizations.

The alternative funding sources we found currently in use can be divided into four categories:

General sales taxes: Three states allocate part of their general sales tax revenue to hunting and fishing programs, averaging \$16 million in contributions.

State lottery profits: Four states allocate lottery profits to hunting and fishing programs, contributing an average of \$3.4 million.

Transportation-related funding sources: Twenty-one states use one or more transportation-related fees to support hunting and fishing programs. Specifically:

- 13 states use boat or automobile fuel taxes, which raised an average of \$1.2 million;
- 12 states use boat registration fees, providing an average of \$1.1 million;
- 5 states use off-road or snowmobile vehicle registration fees, generating an average of \$0.9 million; and
- 1 state allocated \$8,000 of its motor boat dealer registration fees.

Other fees and taxes: We also identified ten states that use one or more other miscellaneous fees or taxes to fund their hunting and fishing programs. However, the revenue generated from these endeavors generates a fairly small percentage of these states' fish and wildlife budgets.

Summary of Other States' Alternative Funding Sources for Fish and Wildlife Programs

Revenue source	States Using Revenue Source	Contributions to Fish and Wildlife Budget	Percentage of Current Fish and Wildlife Budget	Notes	
Boat registration fees	Georgia	\$ 2,829,141	6.4%		
	Iowa	1,300,000	4.6		
	Kansas	1,044,627	3.3		
	Kentucky	2,308,855	7.9		
	Maine	929,075	4.3		
	Minnesota	545,000	1.0		
	Nebraska	656,548	3.9		
	North Carolina	2,731,086	6.9		
	Oklahoma	150,000	0.6		
	South Dakota	70,000	0.4		
	Vermont	400,000	3.9		
	Wyoming	300,000	0.9		
	Fuel taxes	Arkansas	1,400,000	3.0	Portion of estimated fuel taxes from boating.
		Arizona	634,000	1.8	Portion of estimated amount spent on off-highway vehicles.
Connecticut		125,000	1.6	Portion of estimated fuel taxes from boating.	
Florida		1,250,000	2.3	Portion of general gas taxes.	
Maine		61,000	0.3	Portion of estimated fuel taxes from boating.	
Maryland		1,293,626	8.6	Portion of general gas taxes.	
Massachusetts		2,000,000	21.1	Portion of general gas taxes.	
Minnesota		545,000	1.0	Portion of estimated fuel taxes from boating.	
Mississippi		5,000,000	25.1	Portion of estimated fuel taxes from boating.	
New Hampshire		639,997	0.9	Portion of estimated fuel taxes from boating.	
North Carolina		1,237,306	3.1	Portion of general gas taxes.	
Vermont		693,000	6.8	Portion of general gas taxes.	
West Virginia		1,200,000	12.4	Portion of estimated fuel taxes from boating.	
Vehicle registration fees		Iowa	400,000	1.4	All-terrain vehicles.
	Maine	210,405	1.0	All-terrain vehicles.	
	New Hampshire	1,194,000	1.8	Off-highway vehicles.	
	Washington	2,000,000	5.1	Off-road vehicles.	
State lottery profits	Arizona	3,608,000	10.3	Competitive grants awarded by the lottery-funded Heritage Fund.	
	Colorado	3,500,000	4.9	Fish and wildlife program allocation by the lottery-funded Great Outdoors Colorado Trust Fund.	
	Maine	500,000	2.3	Competitive grants awarded by the lottery-funded Maine Outdoor Heritage Fund.	
	Minnesota	5,966,088	11.4	Competitive grants awarded by the lottery-funded Environment and Natural Resources Trust Fund.	

Revenue source	Contributions to		Percentage of Current		Notes
	States Using Revenue Source	Budget	Fish and Wildlife	Budget	
Public access fees	Alabama	50,000		0.3	Collected for state wilderness areas. Collected for state hunting grounds.
	Kentucky	146,070		0.4	
	Oklahoma	90,000		0.4	
State sales tax	Arkansas	16,718,000		35.4	Portion of one-eighth of 1 percent sales tax earmarked for conservation purposes. Portion of one-eighth of 1 percent sales tax earmarked for conservation purposes. Based on estimated sales of firearms and hunting and fishing equipment.
	Missouri	23,728,000		35.2	
	North Carolina	7,649,271		19.2	
State hotel room tax	Nevada	200,000		1.5	
	Vermont	225,000		2.2	
Document recording fees	North Carolina	2,272,814		5.7	Applied only to transfers of titles. Applied to all legal documents.
	South Carolina	1,900,000		13.8	
Auto registration fees	North Carolina	21,635		0.1	
Building safety inspection fees	Arkansas	450,000		0.9	
Cigarette tax	Minnesota	662,746		1.3	
Dog license fee	Vermont	26,000		0.3	Earmarked for rabies eradication efforts.
Motor boat dealer license	Kentucky	7,843		<0.1	
Solid waste tipping fee	West Virginia	600,000		6.2	
Snowmobile registration	Maine	637,849		2.9	

Appendix VI

SUMMARY OF SUGGESTED ALTERNATIVE FUNDING SOURCES FOR STATE FISH AND WILDLIFE BUDGETS

There is interest, both nationally and among some groups in Wisconsin, in developing new, alternative revenue sources to help fund state fish and wildlife programs. To identify alternative revenue sources that have been proposed but not implemented, we:

- reviewed the Wisconsin Department of Natural Resources' January 1998 report to the Legislature on alternative funding sources for the Fish and Wildlife Account;
- reviewed an October 1997 Kentucky task force report concerning wildlife conservation funding; and
- interviewed fish and wildlife program managers in 48 other states.

Although we did not find any states currently using these strategies, the following proposed fees have been identified as possible sources of funding for state conservation programs, including fish and wildlife programs.

Suggested transportation-related fees and taxes:

Automobile title fee surcharge—Officials in California, Florida, and Idaho have proposed a \$1 to \$4 surcharge on title fees for automobiles.

Speeding violation surcharge—Officials in Tennessee have proposed a \$5 surcharge on motor vehicle speeding violations.

Driver license fee surcharge—Officials in Texas have proposed a \$0.50 surcharge on driver license fees.

Motor vehicle registration—Officials in California have proposed a \$1 surcharge on motor vehicle registrations. Although the Department's January 1998, report did not recommend such a fee, DNR officials estimate a \$1 surcharge on current Wisconsin vehicle registrations would generate \$3 million annually.

Suggested environmental-related fees and taxes:

Nonpoint pollution discharge fees—Kentucky officials have proposed fees charged against pesticide/fertilizer dealers, commercial pesticide and fertilizer applicators, and stormwater discharge permit holders.

Water use and water discharge fees—Kentucky officials have proposed water use and water discharge fees.

Land development fees—Idaho, South Carolina, and Virginia officials have proposed fees associated with development of land, based on the effect of the development upon wildlife habitat conditions.

Other types of fees and taxes proposed in Wisconsin:

Beer tax—In its January 1998 report, the Department estimates a tax of 60 cents on each barrel of beer sold in Wisconsin would generate \$2.76 million annually.

Gambling Compacts—In its January 1998 report, the Department proposes using proceeds from Tribal-State gaming compacts.

Non-metallic mining tax—In its January 1998 report, the Department estimates a tax of 1 percent on the net proceeds of non-metallic mining in Wisconsin would generate \$4.40 million annually.

Other types of fees and taxes proposed outside of Wisconsin:

Real estate property tax—South Carolina officials have proposed creating a statewide real estate property tax earmarked for conservation. Although the Department's January 1998 report did not recommend such a fee, DNR officials estimate a 2/10 of a mil increase in Wisconsin's current state forestry property tax would generate \$23 million annually.

Wildlife Watching Licenses—Idaho officials have proposed requiring patrons of state wilderness areas who wish to view wildlife to purchase Wildlife Watching Licenses.

Pari-mutuel horse racing—Virginia officials have proposed using revenue generated by pari-mutuel horse racing.

Electric bill surtax—Texas officials have proposed a \$0.50 surtax for all electric bills.

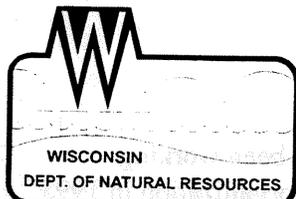
Dedicated percentage of state park entrance fees—Maryland and Texas have proposed dedicating a percentage of existing state park entrance fees to fish and wildlife programs.

Hypothetical suggestions for raising fish and wildlife revenue:

In addition to the previous suggestions that have been proposed, the following could also be considered as supplemental fish and wildlife program funding alternatives in Wisconsin.

- establishing a general purpose revenue appropriation directly to the Fish and Wildlife Account;
- increasing the current \$134 cost of nonresident annual deer-hunting licenses and \$34 cost of nonresident annual fishing licenses;
- increasing the current \$3 cost of department-approved hunter education courses;
- establishing a state income tax check-off line earmarked for game animal and fish management, similar to the existing endangered species check-off line;
- requiring all users of state wilderness areas, including hunters, hikers, cross-country skiers, and snowmobile users, to purchase habitat conservation stamps;
- merging the fish and wildlife accounts and forestry accounts of the Conservation Fund to allow forestry account revenue to fund fish and wildlife programs;
- increasing fund-raising efforts of the Department's Natural Resources Foundation by hiring professional fund-raising staff;
- creating a new Department of Natural Resources Foundation to raise funds specifically for fish and wildlife programs;
- selling advertising in the Department's paid subscription magazine, *Wisconsin Natural Resources*;
- establishing additional license surcharges for hunting or fishing in higher-use geographic regions of the state;
- increasing efforts to sell turkeys and pheasants raised on state game farms;
- selling high-priced lifetime hunting and fishing licenses to create an endowment fund for fish and wildlife programs;

- transferring state sales tax revenues equal to estimated sales taxes collected on camping gear, other outdoor recreation gear, photographic film and cameras, and other items associated with non-hunting and fishing use of wilderness areas to the Fish and Wildlife Account;
- creating premium license plates or decals for off-road vehicles and trucks that are used to fund the fish and wildlife programs; or
- creating license plate and registration fee requirements for boat trailers owned by Wisconsin residents to fund fish and wildlife programs.



State of Wisconsin \ DEPARTMENT OF NATURAL RESOURCES

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June 26, 1998

Ms. Janice Mueller, State Auditor
Legislative Audit Bureau
131 West Wilson Street, Suite 402
Madison, WI 53703

Subject: Legislative Audit Bureau Audit of the Fish and Wildlife Account of the Conservation Fund

Jan
Dear Ms. Mueller:

Thank you for the opportunity to comment on the audit report addressing the Fish and Wildlife Account of the Conservation Account. The report presents an extensive amount of financial and expenditure analysis which is of great interest. We believe the report furthers our mutual goal of increased understanding about the funding of fish and wildlife programs and related policy issues. We greatly appreciate the thoughtful and careful analysis your staff put into the report and the professional manner in which the audit was conducted by your staff.

I especially want to compliment you on the section presenting a state-by-state summary of fish and wildlife program funding mechanisms. As you know, this issue is very important to the Legislature and our constituents in the conservation community, like the Wisconsin Conservation Congress, who are anxious to discuss revenue alternatives for fish and wildlife programs that are more broad-based than the current fish and game license users fees. This section is a nice complement to the information presented in the Department of Natural Resources' report on alternative funding which was submitted to the Legislature last December, pursuant to 1997 Wisconsin Act 1.

Report Recommendations

We agree with recommendations made in the report and offer the following comments on each.

1. In regard to the use of the basic program services category for time reporting, we intend to analyze our time-reporting patterns in this category and make time-reporting process and category changes necessary to identify and report specific activities more discretely.
2. In regard to the proportional allocation of basic program services costs, the recommendation should be workable once our analysis of the basic program services category has been completed.
3. In regard to improved tracking of funding sources and specific types of fish and wildlife activities, the performance recommendations are consistent with existing agency direction.
4. In regard to improved tracking of project costs, the recommendation is consistent with our current direction, and we are actively working to improve project cost-tracking tools for our program managers.

Quality Natural Resources Management
Through Excellent Customer Service



As for the recommendations on development of performance measures, we have been working intensely on outcome-based performance measures since the beginning of our reorganization in 1995 and have made performance measurement a foundation of our agency management system. For example, during fiscal year 1997-98, all major programs had identified outcome-based performance measures within their annual work plans. These measures will be refined for fiscal year 1998-99 based on this year's experience. As the report points out, we need to improve how we link our performance measures to established long-range plans and we intend to do so. We will share our most current plans for implementing performance measures for our fish and wildlife activities with the Joint Audit Committee by December 31, 1998, and we appreciate and welcome the Committee's interest in this topic.

Putting Certain Audit Issues in Context

There are several issues on which we would like to provide comment which should serve to provide more complete context for readers of the report. These issues were discussed in our audit exit conference with Legislative Audit Bureau staff, but were not resolved in the final draft.

Overall Success of Our Fisheries, Wildlife and Law Enforcement Programs.

The audit report emphasizes in several places that the department has significant flexibility in how it allocates and spends the funds appropriated to it by the Legislature. While I believe our flexibility in spending is probably less than what other state agencies enjoy (which is discussed in greater detail below), the funding flexibility assigned to us has yielded a great pay-off and impressive results—in short, Wisconsin has great hunting and fishing opportunities and programs that are the envy of the country.

Through the funds appropriated to DNR in recent years, we have greatly enhanced hunting opportunities for white-tailed deer, wild turkey, black bear and waterfowl, and fishing opportunities for bass, walleye pike, trout and muskellunge. The impacts of this are felt in the state's tourism and resort industries and by all who hunt, fish and observe our state's fish and wildlife resources. Under the leadership of our Conservation Warden force and the superb efforts of thousands of hunter education volunteers, we have instilled a strong hunting safety and responsibility ethic in the many hunters that harvest our wild-game resources. The result of this effort is a 90 percent drop in hunting accidents since the hunter education program began in 1967. The last deer hunting season in Wisconsin was the safest in the state's history.

Activities Benefiting Hunters, Anglers and Other Users.

We realize that a significant amount of thought was invested by your staff on how to fairly characterize activities and illustrate which user groups "benefit" from these activities. As was reiterated in our most recent discussions with your staff, we feel that the category "Activities Benefiting Multiple Users" is not as complete as the full definition that is used in Appendix III of the report. We feel the report should have used the category "Activities Benefiting Hunters, Anglers, and Other Users of Natural Resources." We feel the "multiple users" term used in the final report understates the benefits derived by our key hunting and angling constituents who pay the user fees used to support our fisheries, wildlife and law enforcement programs.

Flexibility and Restrictions on Fish and Wildlife Spending.

The report states in several places that the department has considerable flexibility and wide latitude in allocating funds and establishing priorities and cites s. 29.174 (13), Wis. Stats. as the only restriction.

We think this is not the case. Our flexibility is certainly no greater than that delegated to other state agencies by the Governor and the Legislature. In fact, we believe that our spending authority is far more restricted than most other agencies.

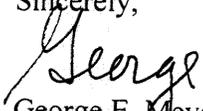
1. Under state statutory provisions in Chapters 16 and 20, the department can only spend legislatively-appropriated funds for authorized programmatic purposes. For example, the department cannot unilaterally move appropriated expenditure authority from Wildlife Management to Law Enforcement or any other program appropriation without approval of the Department of Administration and the Legislature.
2. Since the Fish and Wildlife Account is part of the Conservation Fund, expenditures made by the department are subject to restrictions cited in s. 25.29 (3), (4) and (4m), Wis. Stats. The provision under s. 25.29 (4) is especially pertinent here because it ties to appropriation language under s. 20.370, Wis. Stats., governing our agency and states: "No money shall be expended from the conservation fund except in pursuance of an appropriation by law."
3. As a recipient of federal grant funds awarded by the U.S. Department of Interior for fisheries and wildlife management and law enforcement, we are required to abide by restrictions in federal regulations. The pertinent federal regulation, 50 CFR 80.3 provides, in part:

A State may participate in the Act (s) only after it has passed legislation which assents to the provision of the Acts and has passed laws for the conservation of fish and wildlife including a prohibition against a diversion of license fees paid by hunters and sport fisherman to purchases other than administration of the fish and game agency." (Emphasis not in the original.)

The points made above are intended to clarify the restrictions placed on agency spending for fish and wildlife activities, and to alleviate possible misconceptions readers of the report may have about any extraordinary flexibility enjoyed by the department.

Thank you again for the opportunity to review and comment on the final report draft. I understand that this letter will be included in the Appendix of the published final report. As mentioned above, I think the report will serve as an excellent public resource on revenues collected and expenditures made in our fish and wildlife programs during fiscal year 1996-97. I look forward to a thoughtful discussion with the Joint Audit Committee should it choose to hold a public hearing on the report.

Sincerely,


George E. Meyer,
Secretary