



A Process and Strategy for Securing Long-term Alternative Funding

Wyoming Game and Fish Department
2012-2013 Leadership Development 1
Action Team Report

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Executive Summary

The mission of the Wyoming Game and Fish Department (Department) is “Conserving Wildlife—Serving People”. To accomplish this, the Department manages all wildlife with programs and services directed at wildlife management and conservation; law enforcement; education and outreach; habitat protection and enhancement; and access to hunting, fishing, and other forms of wildlife-related outdoor recreation.

Since its inception, the Department has operated almost entirely on funds generated through license and permit sales and an array of Federal grants, such as excise taxes on hunting, fishing, and boating equipment. Mounting operational costs, increasing demands on wildlife resources, and implementation of new programs and services to meet modern day management responsibilities challenge the traditional model of funding. It is clear that efforts to secure forms of alternative funding¹ are necessary for the Department to perform its statutory requirements to manage all fish and wildlife species in the State, and provide quality hunting, angling, and non-consumptive wildlife-related recreational opportunities—now and into the future.

The goal of this Leadership Development 1 Action Team report is to describe a strategic process and plan for achieving long-term alternative funding for the Wyoming Game and Fish Department by looking at historic efforts to fund the Department and ways to initiate new funding opportunities. We reviewed previous long-term alternative funding campaign successes and failures from other State agencies, and incorporated these into our process.

To achieve long-term alternative funding for the Department, we recommend meeting 7 key objectives: 1) identify funding needs, 2) demonstrate funding needs, 3) determine what the public will support, 4) plan an alternative funding campaign, 5) build support for a specific alternative funding campaign, 6) maintain support throughout the Legislative process, and 7) follow-up after the funding campaign.

We provide 34 Action Items within the 7 objectives to help guide the Department’s efforts to obtain long-term alternative funding, and present a timeline for the objectives to ensure that each can be successfully achieved (Figure 1).

The timing of this funding initiative must be strategic, and the Department must realize that failure is possible and multiple attempts may be necessary. Furthermore, the Department may need to pursue more than one long-term alternative funding mechanism (funding mechanism) to meet budgetary needs for programs and services. The Department must be persistent in the pursuit of alternative funding until success has been achieved.

¹ Throughout this report, the term “alternative funding” was chosen to avoid the possible negative connotation or confusion of the term “non-traditional funding”.

Synopsis of the Long-term Alternative Funding Goal, Objectives, and Action Items Presented in the Report

Goal: To develop a strategic process and plan for achieving long-term alternative funding for the Wyoming Game and Fish Department.

Objective 1: Identify the Department's Funding Needs

- Action Item 1:** Compile financial information, including budget and revenue projections, to identify the Department's fundamental funding needs.
- Action Item 2:** Identify Department programs and services that benefit a broad constituency and would be supported by an alternative source of funding.

Objective 2: Demonstrate the Department's Funding Needs

- Action Item 3:** Outline the Department's statutory requirements.
- Action Item 4:** Utilize outside sources to document the social, political, and economic importance of wildlife and wildlife-related recreation, and Department contributions to local economies in Wyoming.
- Action Item 5:** Continue to emphasize Department efforts in budget efficiencies and cost savings actions, and take measures to moderate the agency to counter negative public perception.
- Action Item 6:** Develop a communication plan for demonstrating the Department's funding need.

Objective 3: Determine What the Public Will Support

- Action Item 7:** Evaluate potential funding mechanisms for the Department.
- Action Item 8:** Organize an internal Department team to analyze past surveys and identify future survey needs.
- Action Item 9:** Conduct a public opinion survey to determine support for a funding mechanism and current attitudes toward alternative funding for wildlife conservation.
- Action Item 10:** Identify a potential funding mechanism(s) to pursue and determine support for or opposition against it.
- Action Item 11:** Conduct outreach to share survey results with the public.

Objective 4: Planning an Alternative Funding Campaign

- Action Item 12:** Develop a diverse external coalition group to lead the alternative funding campaign.
- Action Item 13:** Identify champions to lead the alternative funding campaign.
- Action Item 14:** Identify a funding mechanism that is acceptable to the public, the Legislature, and the Governor.
- Action Item 15:** Develop a campaign plan and budget for the selected funding mechanism, identify the appropriate campaign strategy and marketing message, and determine the best time to start and end the campaign.
- Action Item 16:** Draft plan for administrating and allocating funds for the selected funding mechanism.
- Action Item 17:** Develop an Internal Funding Team to advance the funding mechanism within the Department.
- Action Item 18:** Craft a communication plan for internal and external interactions that is specific to the funding mechanism campaign in order to convey a consistent message and demonstrate the Department's credibility for obtaining, administering, and being accountable for funding mechanism dollars.
- Action Item 19:** Communicate with stakeholders who will be impacted by the selected funding mechanism, and develop a strategy for keeping a constant pulse on influential stakeholders.
- Action Item 20:** Be vigilant of other revenue-generating bills in the Legislature, and be prepared to participate in an applicable alternative funding opportunity that arises.
- Action Item 21:** Follow local laws and regulations that pertain to the selected funding mechanism.

Objective 5: Building Support for a Specific Funding Mechanism

- Action Item 22:** Engage Department personnel in the funding mechanism campaign.
- Action Item 23:** Educate and engage Legislators, Wyoming Game and Fish Commissioners, and other influential stakeholders in the funding mechanism campaign.
- Action Item 24:** Educate and engage the public in the funding mechanism campaign.
- Action Item 25:** Encourage supporters to advocate for alternative funding while leading the opposition to neutral.

- Action Item 26:** Utilize media outlets to publicize positive Department work and to promote the campaign for alternative funding.

Objective 6: Maintain Support Throughout the Legislative Process

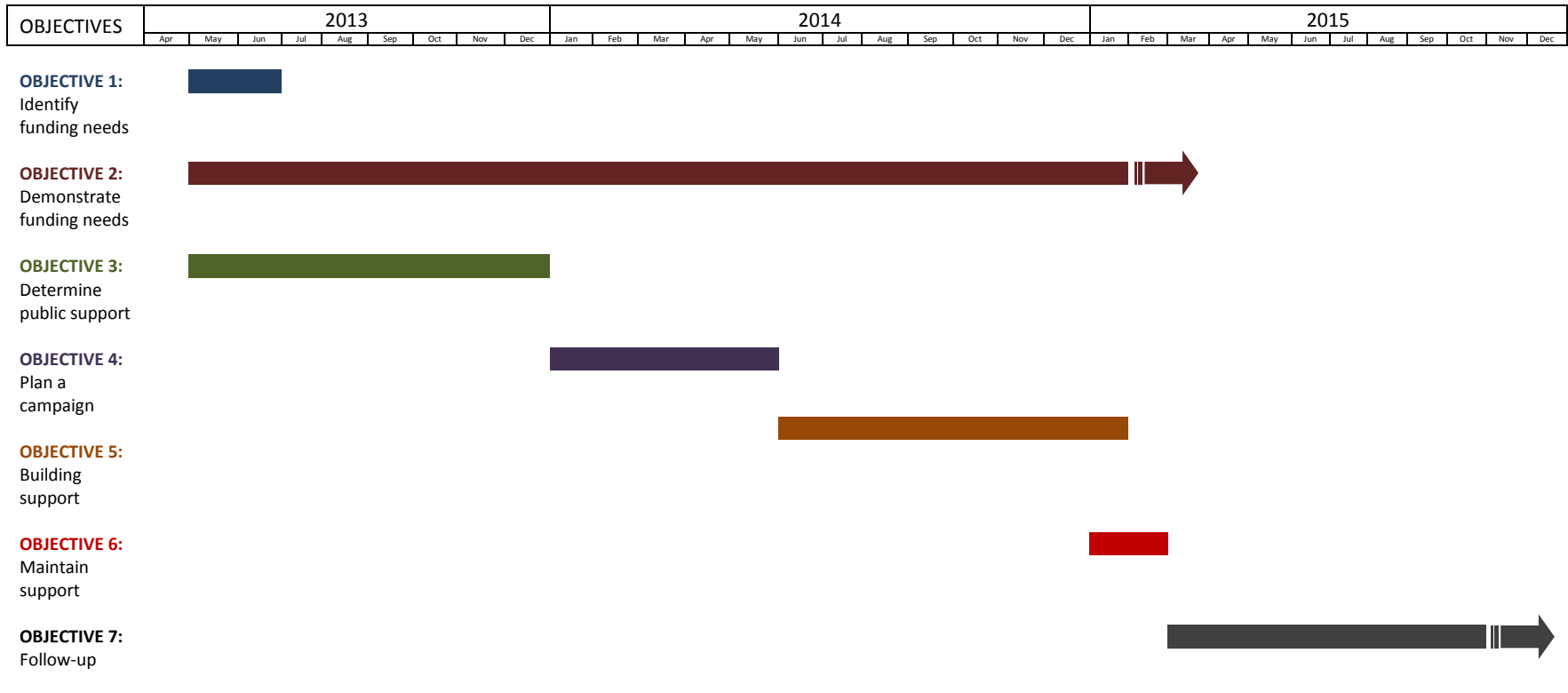
- Action Item 27:** Work with the Coalition to move the funding mechanism forward and ensure that support for the campaign does not wane.
- Action Item 28:** Strategically time collective support letters to Legislators, and publicize support for the funding mechanism campaign using printed media outlets.
- Action Item 29:** Maintain an active and positive presence during the legislative session, and ask credible stakeholders to offer testimony at the Legislature.

Objective 7: Follow-up After the Funding Mechanism Campaign

- Action Item 30:** Develop and maintain long-term relationships with supporters of alternative funding and the Department.
- Action Item 31:** If the funding mechanism campaign fails, identify campaign detractors.
- Action Item 32:** Maintain Department transparency and accountability with the approved spending plan.
- Action Item 33:** Defend the funding mechanism against competing needs.
- Action Item 34:** Re-evaluate the long-term plan and modify, as needed, to address any future Department funding needs.



Figure 1. Alternative funding timeline, from implementation through acquisition.



Brief Historical Perspective of Wyoming Game and Fish Department Funding

Since the early 1900s, the Wyoming Game and Fish Commission (Commission) and the Wyoming Game and Fish Department (Department) have operated almost entirely on funds generated through license and permit sales, as well as excise taxes on hunting, fishing, and boating equipment (i.e., funds derived under Pittman-Robertson, Dingell-Johnson, and Wallop-Breaux taxes). For most of the 20th Century, the Department was able to operate largely on these traditional sources of funding, and was able to address subtle increases in inflationary expenses through periodic license fee increases. However, mounting operational costs and increasing demands on wildlife resources are currently straining Department revenues. As the adequacy of the traditional funding model has decreased and the need for programs and services to meet modern day management responsibilities and challenges has increased, efforts to secure forms of alternative funding have occurred.

One of the first efforts to secure alternative funding for the Department came in 1976, shortly after legislation that created the Permanent Mineral Trust Fund in Wyoming. Citing a population boom, energy development, declines in hunters and anglers, increasing anti-hunting sentiment, and increased public interest in managing all resident species of wildlife, the Department launched an initiative to secure additional funding to meet growing wildlife management costs. In a report written to the Wyoming Legislature, the Department offered six funding alternatives for increased revenue, including two alternatives that did not tap the traditional sportsman and sportswoman (collectively referred to as sportsmen) user fees.² One alternative sought funding from the Federal government through contracts to conduct wildlife data collection, and another sought compensation and mitigation for habitat alteration, specifically targeting severance taxes and the Mineral Trust Fund. Despite several attempts to create a Wildlife Trust Fund, industry opposition and negative sentiment toward the Department led to a lack of success in the Legislature.³

In 1995, with the guidance of the Joint Interim Travel, Recreation, Wildlife, and Cultural Resources Committee (TRW) and the Commission, the Department launched a public process to identify future funding options for boosting revenue to meet increasing management responsibilities and challenges. The end result, a Stakeholder's Report dubbed the "Funding Dilemma", included a Commission resolution urging the TRW to consider legislation to increase funding for the Department using a combination of traditional funding mechanisms, as well as "other innovative funding initiatives that allow non-hunters and non-anglers to contribute to wildlife conservation efforts in Wyoming".⁴ In lieu of any innovative funding initiatives, the Legislature's only action was the approval of a 25% inflationary license fee increase to address rising operational costs.

² Wyoming Game and Fish Department. 1976. Wildlife Conservation and Management in Wyoming: Future Courses of Action and Alternative Strategies. Wyoming Game and Fish Department, Cheyenne.

³ John Emmerich, Deputy Director, Wyoming Game and Fish Department, personal communication, 10/9/2012.

⁴ Talbott, J. 1995. Funding Dilemma: A Summary of Statewide Public Meetings, Resident Telephone and Nonresident Mail Surveys, and Written Comments Concerning Future Funding for the Wyoming Game and Fish Department. Wyoming Game and Fish Department, Cheyenne.

A subsequent attempt by the Department and the TRW to generate funding strategies for wildlife management was launched in early 2000. The effort was largely undertaken to identify the level of public support for various legislative proposals to address the effects of inflation on the Department's budget. The end result, a special report titled "Game and Fish's Financial Situation in the Year 2000 and Beyond"⁵, included a list of long-term alternative funding sources and a survey of public support:

- Portion of the State's sales tax (80% supported)
- State-based outdoor gear tax (73% supported)
- Portion of the State's gasoline tax (62% supported)
- Legislatively established trust fund (56% supported)
- Commission authority to adjust fees for inflation (50% supported)

Efforts continued through 2001 and 2002 as the Department attempted to keep the public engaged in the alternative funding initiative. Follow-up surveys and statewide public meetings showed continued support for an alternative source of Department revenue. During the 2002 legislative session, TRW introduced the Wildlife Legacy Trust Act, which established a trust fund based on excise taxes to help fund sensitive species programs and native wildlife management. Despite broad appeal and support from the House, the act failed in the Senate by a single vote. Key opposition from the agricultural and mineral industries included concern that Department efforts to manage sensitive species would have negative economic consequences. Ultimately, the lack of organized support from conservation organizations, the Governor, and, to some extent, the Commission led to its failure.

Work to generate alternative funding for the Department culminated in 2005 with the passing of the Wyoming Wildlife and Natural Resource Trust, primarily funded by Legislative appropriation. The original legislation called for a minimum trust amount of \$200 million, with interest from the corpus to fund projects. Unprecedented support from the Governor and a strong relationship between the Commission and the Department Director helped carry the legislation. Although wildlife and wildlife habitat have benefited from projects funded by the Trust, a separate board administers the account with no funding specifically designated for Department programs. Even though this effort demonstrated that funding of an endowment was possible during prosperous economic times, it also confirmed the continued resistance of the Legislature to extend control of any fund to the Commission, and perhaps the perceived inability of the Department to manage and administer such funds.

In 2004, for the first time in 50 years, the Department was able to secure money from the General Fund for capital construction projects, veterinary services, and local sage-grouse working groups. Since FY05, the Department has received annual General Fund appropriations from the Legislature to help support additional capital construction, wolf management, and sensitive wildlife/nongame species management. This source of funding has been mostly successful when efforts are shown to have broad constituency appeal or benefit important industries such as agriculture or mineral extraction. Though these efforts have largely been viewed as a viable alternative in assisting the Department's revenue stream, they are

⁵ Wyoming Game and Fish Department. 2000. Game and Fish's Financial Situation in the Year 2000 and Beyond. Wyoming Game and Fish Department, Cheyenne.

also subject to biennial Legislative approval and may be affected by the volatility of a changing economic climate.



As the timeline in Table 1 shows, the Department has had a long history of traditional and alternative funding challenges and successes.

Table 1. Timeline of historic Wyoming Game and Fish Department funding initiatives.

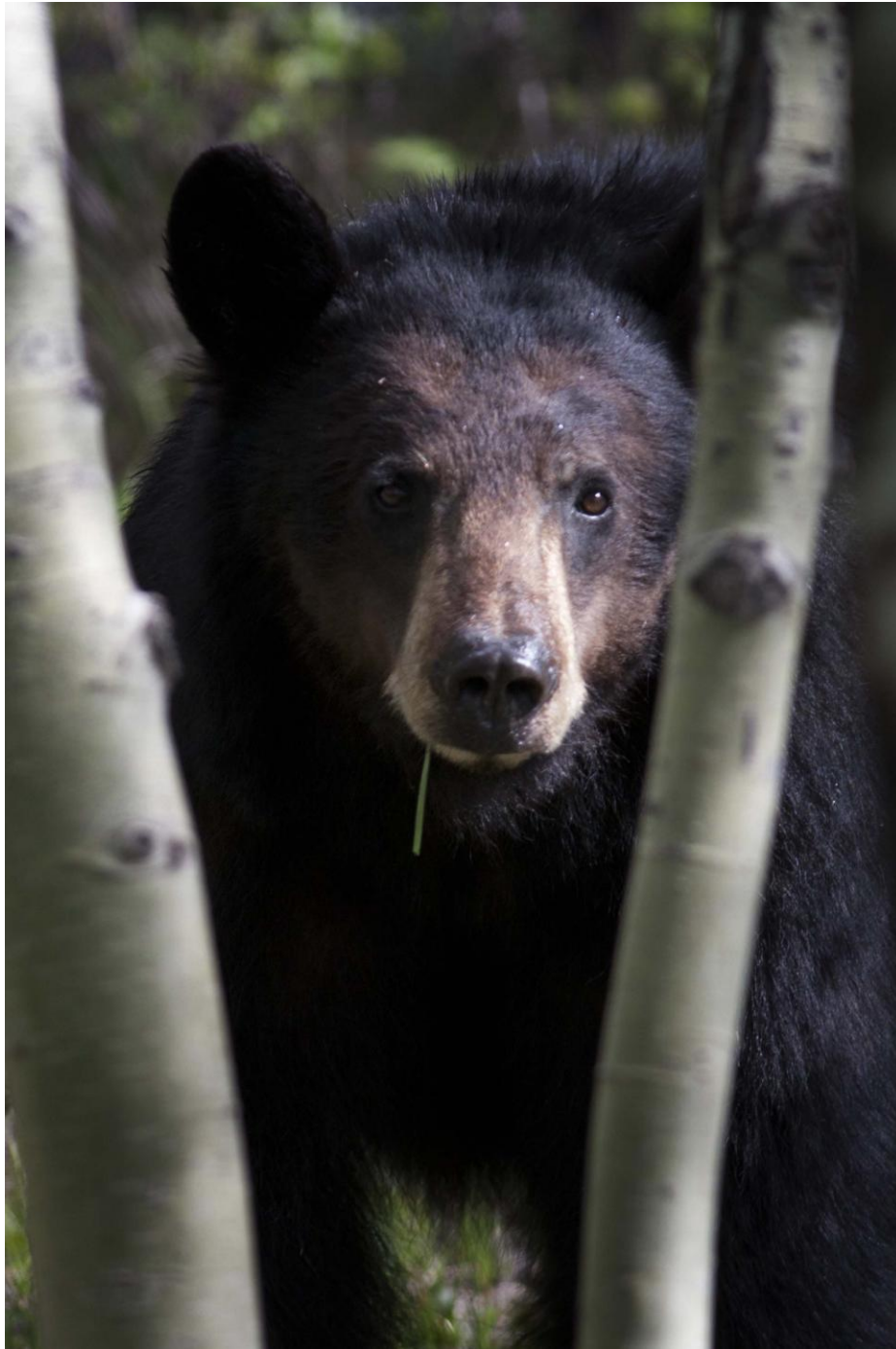
Year	Funding Initiative or Milestone
1899	Wyoming Legislature (Legislature) created the office of State Game Warden, considered the start of the Wyoming Game and Fish Department (Department).
1921	1 st Wyoming Game and Fish Commission (Commission) comprised of the Governor, Secretary of State, and State Auditor.
1925	Commission structure was revised to a 6-person, citizen-based Commission appointed by the Governor. Department's operating budget was approved by the Legislature.
1937	Congress passed the Federal Aid in Wildlife Restoration Act (aka Pittman-Robertson Act), which provides revenue for State management of wildlife. Legislature granted the Commission full executive power, including financial independence.
1950	Congress passed the Federal Sport Fish Restoration Act (aka Dingell-Johnson Act), which provides revenue for State management of fisheries.
1980	Legislature approved a major license fee increase.
1984	Congress passed the Wallop-Breaux amendment, which provides funds for sport fish restoration.
1991	Legislature approved a license fee increase less than recommended by the Department.
1996	Legislature approved a license fee increase with provisions for its sunset in 1999.
1999	Legislature removed the license fee sunset.
2000	Legislature adjusted the conservation stamp and license fees.
2002	Attempt to create the Wildlife Legacy Trust Fund failed in the Wyoming Senate.
2003	Legislature adjusted hunting and fishing license fees to offset inflation.
2004	Legislature provided \$4 million to the Department for capital construction.
2005	Legislature approved General Fund appropriations for sage-grouse conservation, fish hatchery restoration, and veterinary services. Wyoming Wildlife and Natural Resource Trust was created by the Legislature.
2006	Department received \$19.7 million from the Legislature for capital construction, expanded sage-grouse efforts, and wildlife diseases management.
2007	Legislature approved a significant license fee increase.
2008	Legislature approved General Fund appropriations for nongame and sensitive species programs and \$2.4 million for wolf management.
2013	Legislature denied the Department's proposal for a license fee increase. Legislature established a big game license raffle.

Previous efforts to generate long-term alternative forms of revenue for the Department have had limited success. Failure may be related to the absence of one or more important strategies that have proven to be effective parts of alternative funding initiatives in other States. Of particular importance, and in Wyoming especially, is the need to demonstrate a clear connection between the State’s wildlife resources and the continued course of social and economic development. Strong opposition from groups and industries has been the ultimate failure of most efforts. A lack of understanding of the role and responsibilities of the Department may be the leading cause of most opposition.

The need to secure long-term alternative funding for the Department has never been more critical. Increasing operational costs and demands for Department resources have put a strain on the traditional “user pay-user benefit” sportsmen-funded wildlife management model. These factors threaten the Department’s ability to continue current programs and services. Without the security of stable, alternative funding, it will likely become impossible for the Department to maintain existing programs and services while meeting new and increasing demands of evolving wildlife conservation dilemmas. Here, we offer a strategic process for the Department to obtain alternative funding via legislative action.



GOAL: TO DEVELOP A STRATEGIC PROCESS AND PLAN FOR ACHIEVING LONG-TERM ALTERNATIVE FUNDING FOR THE WYOMING GAME AND FISH DEPARTMENT



OBJECTIVE 1: IDENTIFY THE DEPARTMENT’S FUNDING NEEDS

The basic premise of this objective is to determine the approximate amount of money the Department needs to continue operating at its current level, and how additional funding can be applied. This can readily be accomplished by compiling budget and revenue projections to identify funding needs, and identifying programs and services that would be considered for alternative forms of funding.

Action Item 1: Compile financial information, including budget and revenue projections, to identify the Department’s fundamental funding needs.

Use basic financial information and long-term trends in revenue and expenses to help identify and demonstrate Department funding needs to State government, non-government entities, and the public. A top priority is to identify precisely what is needed in funding to maintain the current level of Department operations. By “opening the books”, the Department can use transparency as a tool to build equity in the proposal for additional funding.

Example 1.1: Figure 2 depicts Department revenue and expenses over a period of 20 years, demonstrating the dramatic increases in expenses and projected revenue shortfall.

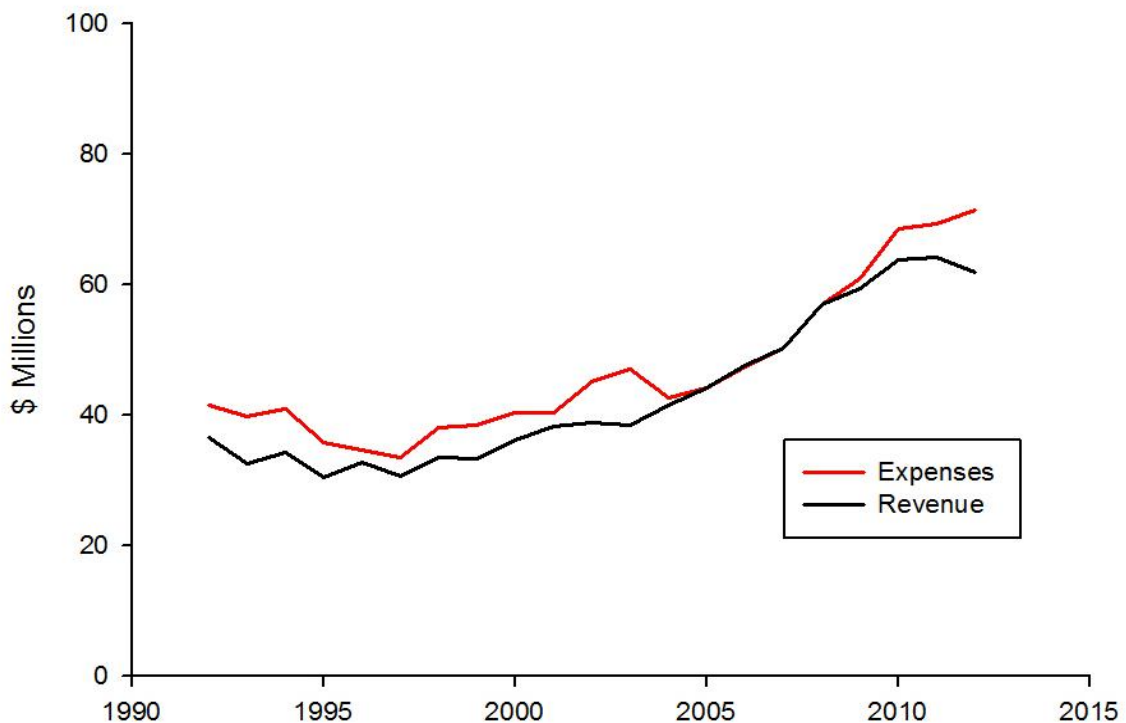


Figure 2. Wyoming Game and Fish Department revenue and expenses in \$ millions, 1992-2012.⁶

⁶ Adapted from Talbot, S. 2011. Wyoming Game and Fish Department Strategic Plan FY12-FY16. Wyoming Game and Fish Department, Cheyenne.

Action Item 2: Identify Department programs and services that benefit a broad constituency and would be supported by an alternative source of funding.

Efforts to obtain alternative funding must be focused on Department programs that currently rely on extensive funding from traditional sources, but provide benefits and services to a much broader constituency. Identify traditional services and programs that largely serve the conventional users and will continue to be funded through license and permit sales. In addition, identify those complementary programs and services that encompass a much broader constituency and would benefit from funding through alternative sources.



Example 1.2: Table 2 depicts Department costs for programs that are considered to provide primary traditional services to consumptive users and those complementary programs that benefit a much broader constituency.

Table 2. Program and sub-program costs based on their consideration as a traditional service to license users and those complementary services that benefit a broader constituency.⁷

Program	Sub-program	Traditional Services	Complementary Services
Aquatic Wildlife	Hatcheries	\$4,566,496	
	Regional Fish Mgmt.	\$3,065,988	
	Aquatic Invasive Species		\$217,251
	Statewide Aquatic		\$533,923
	Spawning	\$250,540	
	Fish Distribution	\$120,174	
Bird Farms		\$726,504	
Conservation Education	Hunter Education	\$140,802	
	Conservation Education		\$329,596
Conservation Engineering		\$663,965	
Customer Services		\$986,331	
Department Administration		\$3,980,288	
External Research			\$740,522
Feedgrounds		\$1,877,535	
Financial Mgmt.		\$2,891,250	
Habitat			\$3,780,842
Habitat and Access Mgmt.			\$3,246,663
Habitat Protection			\$499,375
Information			\$541,633
Information Technology		\$2,880,553	
Legislatively Mandated Expenses			\$1,635,469
Personnel Management		\$190,322	
Property Rights/Lands	Lands Administration		\$1,040,930
	Private Lands Public Wildlife	\$1,500,658	
Regional I & E			\$650,772
Regional Wildlife Mgmt./ Law Enforcement		\$11,933,010	
Statewide Law Enforcement		\$1,156,382	
Statewide Wildlife Mgmt.	Biological Services	\$954,370	
	Nongame/Sensitive Species		\$796,416
	Waterfowl	\$178,306	
	Trophy Game Mgmt.	\$516,855	
	Trophy Game Conflict		\$645,309
	Sage-Grouse		\$903,823
	Predator Mgmt.		\$100,000
Strategic Mgmt.			\$111,479
Facilities and Personnel		\$2,683,140	
Wildlife Health Laboratory			\$2,341,345
Total		\$41,263,469	\$18,115,348

⁷ Adapted from: Wyoming Game and Fish Department. 2011. 2011 Annual Report. Wyoming Game and Fish Department, Cheyenne.

Based on the assessment presented in Table 2, over \$18 million of the Department's FY11 funding was spent on programs that benefit groups and individuals who may not be contributing to Department revenue.



OBJECTIVE 2: DEMONSTRATE THE DEPARTMENT’S FUNDING NEEDS

To demonstrate funding needs, the Department must build a case for support through market validation, preparation of a needs statement, and definition of objectives. The Department must demonstrate its statutory requirements and the funding associated with those legislatively mandated costs. The Department must also utilize outside sources to demonstrate the importance of wildlife and wildlife-related recreation, and make clear the consequences of not maintaining current programs and services. There is a continued need to demonstrate efficiencies and cost savings while maintaining a level of transparency to the public, which needs to be adequately conveyed to the public and elected officials through an effective communication plan.

Action Item 3: Outline the Department’s statutory requirements.

The Department is statutorily required to manage all wildlife in Wyoming. Wyoming State Statute (W.S.) Title 23 establishes the Wyoming Game and Fish Commission and Game and Fish Department, defines their powers and responsibilities, and establishes their funding model through the Wyoming Game and Fish Fund.

Example 2.1: W.S. 23-1-103 states that:

“It is the purpose of this act and the policy of the State to provide an adequate and flexible system for control, propagation, management, protection, and regulation of all Wyoming wildlife.”⁸

By definition, wildlife includes all wild mammals, birds, fish, amphibians, reptiles, crustaceans, mollusks, and wild bison designated by the Wyoming Game and Fish Commission and the Wyoming Livestock Board within Wyoming [W.S. 23-1-101(a) xiii]. Based on the latest census of wildlife, this includes 120 species of mammals, 426 species of birds, 78 species of fish, 12 species of amphibians, 27 species of reptiles, 5 species of crustaceans, and 14 species of mollusks.⁹ Although approximately 800 species of wildlife fall under the jurisdictional management of the Department, only about 100 species generate funding through license and permit sales. Helping the public understand the extent and cost of the Department’s statutory requirements is a key component to this strategic process.

Action Item 4: Utilize outside sources to document the social, political, and economic importance of wildlife and wildlife-related recreation, and Department contributions to local economies in Wyoming.

Programs and services administered by the Department benefit a broad constituency of Wyoming citizens, businesses, industries, and organizations. Through the Department’s system of wildlife and habitat management, it provides benefits to many sectors of Wyoming’s economy and contributes

⁸ Wyoming Statutes. Online: <<http://legisweb.state.wy.us/statutes/statutes.aspx?file=titles/Title23/Title23.htm>>.

⁹ Wyoming Game and Fish Department. 2010. Wyoming State Wildlife Action Plan. Wyoming Game and Fish Department, Cheyenne. Online: <<http://wgfd.wyo.gov/web2011/wildlife-1000407.aspx>>.

to a growing travel and tourism industry. A lack of public understanding of how operations are funded and how programs serve the majority of Wyoming is a barrier to connecting the public and their values to the Department's need for an additional source of revenue. In addition, the Department directly contributes millions of dollars annually to local economies through operational expenditures (e.g., gasoline, tires, contract services, equipment purchases, etc.).

Wildlife management includes consideration of all wildlife communities and their habitats. Wildlife management cannot function solely to promote traditional consumptive types of recreation, nor can it rely solely on the traditional user-fee funding model. The conservation of all species and their habitats is paramount to the future of wildlife-related recreation, regardless of game status.

Example 2.2: Significant funding is invested in proactive sensitive species management to maintain viable wildlife communities and avoid species listings under the Federal Endangered Species Act (ESA). Proactive management, of sensitive species in particular, is extremely important to avoid potential listings and the economic and social costs associated with such listings. There are currently over 200 ESA proposed listings being reviewed by the United States Fish and Wildlife Service (USFWS), four of which affect Wyoming. Nearly \$2 million has been spent in the last 4 years investigating and defending ESA lawsuits (23 cases) in USFWS Region 6 alone. Direct costs increase when managing species classified as endangered or threatened. For example, the Government Accountability Office recently determined that the average cost for recovery of an endangered species is \$15.9 million.¹⁰ More importantly, indirect costs to industry or recreation and a State's economy can be profound, particularly if ESA listings result in additional land and water use restrictions. It is important to bridge the public knowledge gap of this particular Department program and its benefit to the State.

Investments in sensitive species management have proven effective at reducing the vulnerability of many species to endangered species listing. Sensitive species initiatives and the allocation of funding for nongame species research and monitoring helped reduce the number of Species of Greatest Conservation Need in Wyoming from 279 in 2005¹¹ to 180 in 2010.¹² The Department has invested significant amounts of funding and time toward sensitive species management. Since 2006, however, management of sensitive terrestrial nongame species has been funded by the Legislature through General Fund appropriations. Prior to 2006, large portions of management dollars for these sensitive species came from other funding sources (e.g., Federal grants, cooperative agreements, ESA dollars). Although sensitive fish species are not funded entirely through traditional hunter and angler dollars, these efforts have been partially funded by resources from other programs and services. Future efforts to manage all sensitive species and their habitats

¹⁰ Government Office of Accountability. 2011. GOA-06-463R Endangered Species Recovery. Government Office of Accountability, Washington, D.C.

¹¹ Wyoming Game and Fish Department. 2005. Comprehensive Wildlife Conservation Strategy. Wyoming Game and Fish Department, Cheyenne.

¹² Wyoming Game and Fish Department. 2010. Wyoming State Wildlife Action Plan. Wyoming Game and Fish Department, Cheyenne.

must to rely on a stable form of long-term alternative funding to maintain a sufficient level of conservation.

Wildlife-related recreation is among the most prominent economic industries in the State, and programs and services administered by the Department result in measurable positive impacts to many local economies. Wildlife-related recreation is a driving force behind Wyoming’s tourism industry, and helps generate billions of dollars annually for local economies.

Example 2.3: Travel and tourism spending by all domestic and international travelers in Wyoming totaled \$3.1 billion in 2012 (approximately \$8.5 million/day).¹³ A major component of this spending is wildlife-related recreation, including hunting, fishing, and other forms of wildlife watching. According to the 2011 National Survey of Fishing, Hunting, and Wildlife-Associated Recreation, wildlife-related recreation in Wyoming generated over \$1.1 billion (approximately \$3.1 million/day) in revenues in 2011¹⁴ and, based on a separate analysis by the World Wildlife Federation, supports as many as 16,000 jobs within the State.¹⁵

Approximately 775,000 people over the age of 16 participated in wildlife-related recreation in Wyoming in 2011; 518,000 people participated in non-consumptive wildlife watching activities, while 443,000 people participated in hunting and fishing (Table 3; total number of participants exceeds 775,000 due to participation in multiple activities). Despite being outnumbered by non-consumptive users in Wyoming, hunters and anglers continue to front the majority of the costs associated with wildlife management and conservation. However, significantly more people benefit from wildlife conservation efforts both directly (wildlife watching) and through indirect or induced impacts (expenditures/economic growth).

Table 3. Total number of participants, recreational days, and total trip expenditures for anglers, hunters, and non-consumptive wildlife watchers in Wyoming in 2011.

	Anglers	Hunters	Wildlife Watchers
Number of Participants	303,000	140,000	518,000
Recreational Days	5,340,000	1,726,000	3,125,000
Trip Expenditures	\$463,814,000	\$288,736,000	\$350,256,000

Based solely on the Department’s FY11 operating budget of \$65 million, every \$1 invested in wildlife conservation through programs and services administered by the Department results in a net return of \$17 to local economies through wildlife-related expenditures.

¹³ Dean Runyan Associates. 2013. The Economic Impact of Travel on Wyoming. Dean Runyan Associates, Portland, Oregon.

¹⁴ United States Fish and Wildlife Service [USFWS]. 2012. 2011 National Survey of Fishing, Hunting, and Wildlife-Associated Recreation: State Overview. United States Fish and Wildlife Service, Washington, D.C.

¹⁵ World Wildlife Federation. 2010. Online: <<http://www.nwf.org/Global-Warming/~/>>.

Action Item 5: Continue to emphasize Department efforts in budget efficiencies and cost savings actions, and take measures to moderate the agency to counter negative public perception.

Budget transparency and cost efficiencies will be among the opposition's major counterpoints. The Department must continue to make clear its efforts to reduce expenses and maintain programs and services, but also demonstrate the impacts to wildlife and people of further reductions in spending. Current sentiment among some members of the public is that reductions and efficiencies are the primary solution to funding shortfalls. The Department must demonstrate that it can sustain some level of budget efficiency; however, large reductions will have profound consequences for wildlife conservation and those who benefit from the wildlife resource.

In addition to creating positive communication and building positive relationships, the Department must counter negative public perception and comments pertaining to its management, expenditures, and personnel. Department personnel have likely heard the public express factually unfounded sentiments about species management and costs (e.g., "too many red shirts", "too many green trucks", "too much government"). Factual information must be provided to counter inaccurate claims about the Department's management and operations. The Department must develop ways to monitor popular media and immediately provide accurate information when false statements are made.

While engaging the public and demonstrating the need for alternative funding, the Department must moderate the presence of the agency to ease the perception of "too much government" and "too much spending". It is not necessary to actually reduce the number of personnel or equipment to achieve this goal. For instance, to effectively address the perception of costs associated with the Department's vehicle fleet, implement policies that reduce the number of Department vehicles with identifying emblems (e.g., limit Department decals to field vehicles, reserve some unmarked vehicles for non-field work travel, encourage carpooling to common destinations, etc.).

Communication involves not only highlighting what is positive about the Department, but also dispelling negative perceptions in a compelling, non-combative manner.

Action Item 6: Develop a communication plan for demonstrating the Department's funding need.

Develop and convey the funding message to constituents, and engage the public through outreach and education to highlight the Department's funding needs and the economic, social, and political importance of wildlife and wildlife-related recreation. The Department needs a clear plan for how to proceed with a "Demonstrate the Need" marketing effort.

Example 2.4: Engage media outlets to publicize positive agency work and incorporate the Department’s funding needs to continue such activities. During the 2012 short-term funding initiative, the Department developed printed materials, worked with local and regional media, and engaged elected officials and influential members of the public at a local level. Though the ultimate effort was unsuccessful, continuing and building upon these efforts are essential for any alternative funding effort.

The current funding model used by the Department does not adequately address its needs to uphold statutory requirements, sustain sensitive species and community-based wildlife conservation and management initiatives, address the economic impacts of non-consumptive wildlife uses, and maintain the current level of programs and services.

The majority of funding for the Department comes from the Wyoming Game and Fish Fund, supported almost entirely through revenue from the sale of hunting and fishing licenses (W.S. 23-1-501). Other income comes primarily through excise taxes on the sale of hunting, fishing, and boating equipment. Of the \$69,157,542 in revenue earned by the Department in FY11, \$43,639,175 (63%) came from the sale of hunting and fishing licenses and other fees, while another \$16,009,365 (23%) came from Federal aid and grant payments. General Fund appropriations and other non-Federal grants only account for approximately 12% of revenue.

Example 2.5. Figure 3 shows the sources and relative amounts of Department revenue.

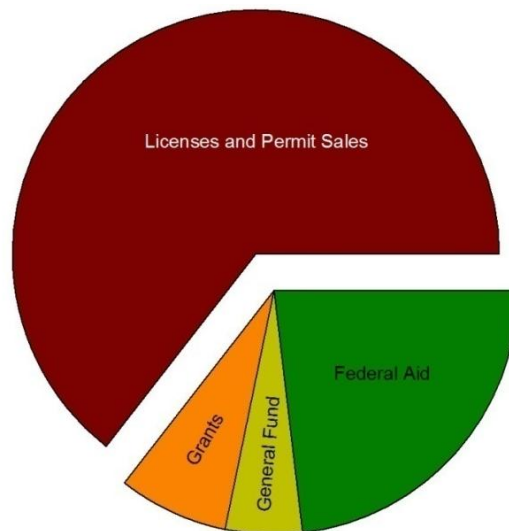


Figure 3. Proportion of funding received from various revenue sources and contributions to the Wyoming Game and Fish Department’s overall revenue.

Aside from the numbers, demonstrating the need for an additional revenue stream must involve connecting the public’s values with the Department’s programs and services, and providing the public with a reason to support the funding need or with an experience worth funding.

Example 2.6: Effective communication about the value of conservation involves providing the public with “examples of hope”.¹⁶ Communication should include both demonstrating to investors the successful outcomes of wildlife and habitat conservation expenditures, as well as emphasizing the long-term costs that are being avoided as a result of conservation.

Public understanding of what the Department does, how it benefits them by supporting their values, and the cost of losing those program and services is critical to the strategic process and may, in fact, be the key component. The Department must build equity in the proposal for additional long-term funding well in advance of proposing an actual funding mechanism and prior to seeking such funding through the Legislature.

States that have been successful in achieving alternative funding have used public involvement, which has been cited as a key component to success. The manner in which the public is polled or questioned is vital to obtaining meaningful results and participation. For example, if the public is asked “What should be the Department’s top priority?”, respondents may simply ask for more elk or deer. When broad ranging questions produce results and sentiment that are opposite of Department goals and tasks, it can be deleterious to obtaining desired output and meaningful information. Further, when agencies defy public opinion results, trust and transparency are destroyed, compromising the possible success in funding campaigns. For these reasons, it is imperative that there is a communication strategy and goal when engaging the public.

Example 2.7: Utilize the 2011-2012 Leadership Development 1 Action Team Project “Engaging the Public—Putting a Face to the Agency”.¹⁷

Moreover, the Department must realize that communication to “demonstrate the need”, or show the public why the Department’s work is important to them, must be an ongoing effort into the future, regardless of whether or not the Department is asking for specific funding. Regular and meaningful interaction with the public integrated into personnel work schedules is important and necessary to achieve the level of communication and commitment that should become a way of doing business for the Department and part of the Department’s culture.



¹⁶ Clark, S. 2013. Conservation Finance for Everyone. Conservation Finance Forum. Ruckelshaus Institute, Laramie, Wyoming.

¹⁷ Wyoming Game and Fish Department. 2012. Engaging the Public—Putting a Face to the Agency. 2011-2012 Leadership Development 1 Action Team Project. Wyoming Game and Fish Department, Cheyenne.

OBJECTIVE 3: DETERMINE WHAT THE PUBLIC WILL SUPPORT

Review results of past surveys conducted by the Department to determine public sentiments and determine potential long-term alternative funding mechanisms (hereafter referred to as 'funding mechanism'). Form an internal team to compile these results and move forward with future surveys. Surveys will narrow down funding mechanisms and determine what the public will support. Once this is determined, conduct outreach to share the results with the public.

Action Item 7: Evaluate potential funding mechanisms for the Department.

Several funding mechanisms have potential utility in Wyoming or have been successfully implemented in other States.¹⁸ Factors to consider in selecting a funding mechanism include the mechanism's constituency size, its level of appeal to a broad-based constituency across the State, and the ease of its administration after implementation. A broader constituency typically leads to increased support of a funding mechanism, and statewide appeal of a funding mechanism leads to an increased potential of it passing as a legislative initiative. In other States, funding mechanisms with broader constituencies have been implemented with more success, regardless of whether they required approval of the Legislature or the public in a ballot initiative. Many States chose funding mechanisms they believed would be easy to manage.¹⁹ The Department must consider the potential popularity of the funding mechanism, as well as likely opposition at all levels. The public, non-governmental organizations (NGOs), extractive mineral industries, businesses, the Legislature, the Governor, and many others need to be considered in order to select a funding mechanism with a high likelihood of passing in the State Legislature.

Example 3.1: Current alternative funding for the Department consists of Wyoming Wildlife and Natural Resource Trust Fund (WWNRT) and General Fund appropriations for the Nongame Program and sensitive species management, Aquatic Invasive Species monitoring program, and the wolf management program (the Department also receives federal monies for wolf management). Past alternative funding has included General Fund appropriations for capital construction (approximately \$41 million).

Action Item 8: Organize an internal Department team to analyze past surveys and identify future survey needs.

Survey design is a complex, specialized task that should be tackled primarily by the Department's Human Dimensions Coordinator, with assistance from others familiar with public polling and public opinion research. The Human Dimensions Coordinator will work closely with members of Department staff and the Internal Funding Team (identified in Objective 4) to address survey needs.

¹⁸ See Appendix 1: Funding mechanism background information.

¹⁹ McKinney, C., L. Ris, H. Rorer, and S. Williams. 2005. Investing in Wildlife: State Wildlife Funding Campaigns. Thesis. University of Michigan, School of Natural Resources and Environment.

Use past public opinion surveys on funding (2000 and 2005) as a template and reference for getting started in developing future survey needs. Repeat some questions from past surveys to track trends. For example, the 2000 survey found modest support for a tax on outdoor gear sold in the State (62%) and a portion of the State sales tax (53%). The 2005 survey indicated Wyoming residents did favor the use of line-item budgeting to fund wildlife management. Reducing the legislative influence on funding specific wildlife management programs was the stated reason for not supporting the line-item budget concept. Wyoming residents did favor the mechanism of a block grant. A block grant is simply a sum of money granted by the State to the Department, with general provisions as to the way it is to be spent. While block-grants have merit, the perception of inadequate legislative accountability has hindered acceptance of this funding mechanism in Wyoming. The Department should anticipate continued reluctance by the Legislature on the block grant concept.²⁰

The Internal Survey Team makes a request to an external survey company (e.g., Responsive Management) to perform the public opinion survey. Cost estimates for this survey can range up to \$70,000, but the information gathered is vital to understanding public values and to move forward with pursuing alternative funding.

Example 3.2: Use stated choice modeling as an option for framing the new public opinion survey. Stated choice modeling works differently than typical survey questions in that the question is actually the choice between scenarios, with characteristics of the scenarios outlined in their description. Conducting a stated choice analysis is also one way to explain tradeoffs inherent in situations. While analysis leads to discovering which scenario is preferred, it also identifies the underlying factors that are likely driving scenario preference. The survey is intensive, but has no more than 3-4 objectives. The results will “tell a story”, guide the Department in funding mechanism options, and show public support by identifying which factors are most important in determining public preferences for survey scenarios. Keep the end goals in mind to ensure the “story” is laid out within the scenario and question formation. By identifying preferences for attributes instead of programs or specific funding mechanisms, this technique will help the Department adapt to changing political needs without the effort of gathering new public information, at least in survey form. The final analysis will enable the Department to utilize the results to explain and support the chosen funding mechanism.

Include other forms of public input and engagement. When choosing a funding mechanism, incorporate public forums and other solicited public comment methods in the decision in order to broaden public buy-in.

²⁰ Wyoming Game and Fish Department. 2011. Alternative Funding Team Report. Wyoming Game and Fish Department, Cheyenne.

Action Item 9: Conduct a public opinion survey to determine support for a funding mechanism and current attitudes toward alternative funding for wildlife conservation.

One of the objectives of any public opinion research effort will be to determine which funding mechanisms are acceptable to and supported by the public and which ones are not. Design the survey to allow the public to generate ideas, rather than the Department providing ideas.

Determine what funding mechanisms receive the most support and opposition. Allow for input in the survey to help identify potential funding partners for the Department [e.g., Wyoming State Parks, Historic Sites, and Trails (State Parks); Wyoming Office of Tourism, etc.).

Design the survey to build buy-in from the public for alternative funding without losing Department budgetary or program control. Conserving wildlife is the Department's paramount mission, and conservation is achieved through various management practices. Framing the funding issue around alternative funding for "wildlife conservation" may improve positive response versus soliciting feedback on alternative funding for "wildlife management". As with any effort to build buy-in from the public, it is important to follow through on commitments to maintain credibility with the public.

Conduct the survey developed in Action Item 8 as soon as possible. Results of the public opinion research will help the Department determine feasible funding mechanisms to pursue.

Action Item 10: Identify a potential funding mechanism(s) to pursue and determine support for or opposition against it.

Use results from the public opinion survey to identify the top funding mechanism, and initiate dialogue with TRW and funding partners to determine support for and opposition against it. Be mindful that more than one funding mechanism may need to be selected depending on the type, degree of support, and level of funding generated. Utilize results from the survey to highlight and publicize supporting documentation that details what the public wants (e.g., in the 2005 survey, only 56% of Wyoming residents said they hunted or fished that year, which means 44% of residents are not contributing significantly to wildlife management). Present results in a timely manner to appropriately influence the selection of a funding mechanism.

Action Item 11: Conduct outreach to share survey results with the public.

Follow up with the public after survey results are compiled and specific feedback through other forums is obtained. Use the outreach process from the 2011-2012 Leadership Development 1 Action Team project "Engaging the Public—Putting a Face to the Agency"²¹ and other feedback methods to verify results, reaffirm public sentiment, and describe the programs that constituents expressed value and support for and that may benefit from alternative funding when it is obtained. As a matter of transparency, show the public what they indicated in their participation in the survey process.

²¹ Wyoming Game and Fish Department. 2012. Engaging the Public—Putting a Face to the Agency. 2011-2012 Leadership Development 1 Action Team Project. Wyoming Game and Fish Department, Cheyenne.

OBJECTIVE 4: PLANNING AN ALTERNATIVE FUNDING CAMPAIGN

A common thread in successful alternative funding campaigns from other States is how the effectiveness of the campaign depends on planning, regardless of the funding mechanism pursued. Thorough, comprehensive planning prior to launching the funding campaign will identify the internal funding team and external coalition group needed; a marketing message to develop to show the Department's need, credibility, and benefits to communities and the public; and how to effectively deliver the marketing message. Careful planning will use public opinion research to reveal which funding mechanisms are acceptable to the public, the level of existing support, and how to garner additional support. It will highlight budgeting and financial management needs, and legal concerns. Effective planning will identify campaign champions, and verify supporters; detractors; potential collaborators; elected officials; and affected individuals, businesses, industries, and groups (hereafter collectively referred to as 'stakeholders'). It will show how much campaign fundraising will be needed and the entity to pursue it. Successful planning will enable campaign supporters to think creatively, act strategically, and anticipate future needs and roadblocks. From start to finish, a funding campaign is a momentous logistical, political, and publicity challenge that requires a clear plan and careful execution to achieve a successful outcome.²²

Action Item 12: Develop a diverse external coalition group to lead the alternative funding campaign.

To develop a broad-based constituency, build support for and commitment to alternative funding at multiple levels—the Department, NGOs, the public, businesses, industry, the Legislature, and the Governor. Department staff meets initially with influential stakeholders supportive of the Department and the alternative funding concept to obtain their commitment to this effort.

To attain external commitment, utilize Tier I and Tier II contacts from the short-term funding initiative to garner verbal support for pursuing and developing an alternative funding mechanism for the Department. Tier I contacts are individuals and organizations with statewide political influence, and are considered critical to a successful funding campaign. Tier II contacts are more local in nature but are politically important, so they receive more detailed information than the general public. Emphasize the connection between Department funding to continue programs and services; the public's valuation of these programs and services; and the cost savings, taxes, and revenue they provide to counties and communities across Wyoming.

Using these contacts, develop a diverse external Alternative Funding Coalition (Coalition). The Coalition is comprised of key non-agency stakeholders to lead the funding mechanism campaign, disperse information, educate the public, lobby the Legislature, and dispel any mistruths regarding the Department's funding need and ability to effectively manage funds.

²² McKinney, C., L. Ris, H. Rorer, and S. Williams. 2005. Investing in Wildlife: State Wildlife Funding Campaigns. Thesis. University of Michigan, School of Natural Resources and Environment.

Action Item 13: Identify champions to lead the alternative funding campaign.

The Coalition identifies non-Department stakeholders as alternative funding campaign champions, who help develop a clear, concise, consistent message to present to the public.²³

Example 4.1: “Vick Thomas, the co-chair of the Virginia House Resources Committee, was an important champion for House Bill 38, a diversion of the sales tax on outdoor equipment. Thomas’ support helped to raise the Assembly’s awareness of the agency’s need and prompted increased support for the mechanism.”²⁴

The Coalition, Department, and champions will use survey results and previously collected public feedback to frame the message for the alternative funding campaign.

Action Item 14: Identify a funding mechanism that is acceptable to the public, the Legislature, and the Governor.

Use results from public opinion surveys, outreach, and feedback to identify a funding mechanism with broad-based support. Multiple alternative funding mechanisms may be needed, depending on the type and potential funds that each will yield, the support of the Legislature and the public’s overall acceptance of each mechanism, and the stability and longevity of the funds generated. Results will indicate how well each mechanism appeals to elected officials and diverse constituents. When choosing a funding mechanism, other States often preferred those that had a broad constituency base, as these had a higher level of support throughout the State, and an easier time passing.²⁵

Example 4.2: Collaboration and a broad-based constituency were the keys to Minnesota’s successful alternative funding campaign. By working together to promote a sales tax ballot initiative, monies generated benefit the Outdoor Heritage Fund, Clean Water Fund, Parks and Trails Fund, and Arts and Cultural Heritage Fund. A diversity of supporters—from traditional hunting groups to art and culture groups—not only supported the funding initiative, but campaigned on its behalf. This mixture of stakeholders had a wide range of influence and important political connections that proved to be extremely beneficial in passing the initiative.²⁶

Consider expanding and diversifying the support base for alternative funding by partnering with other agencies among whom the generated funds would be shared. Keep in mind that the trade-off of broader public support and a greater probability of Legislative approval of a shared funding mechanism must be balanced with the likelihood of decreased funds generated for the Department.

²³ See Appendix 2: Key stakeholders identified for the Wyoming Game and Fish Department’s effort to secure long-term alternative funding.

²⁴ McKinney, C., L. Ris, H. Rorer, and S. Williams. 2005. Investing in Wildlife: State Wildlife Funding Campaigns. Thesis. University of Michigan, School of Natural Resources and Environment.

²⁵ McKinney, C., L. Ris, H. Rorer, and S. Williams. 2005. Investing in Wildlife: State Wildlife Funding Campaigns. Thesis. University of Michigan, School of Natural Resources and Environment.

²⁶ See Appendix 3: Review of alternative funding mechanisms utilized by various State wildlife agencies.

Action Item 15: Develop a campaign plan and budget for the selected funding mechanism, identify the appropriate campaign strategy and marketing message, and determine the best time to start and end the campaign.

In both the campaign plan and budget, outline specific details of the selected funding mechanism strategy (e.g., campaign activities, timing, estimated costs, etc.), how the campaign will be funded, and how campaign funds will be raised. Use fundraising efforts to produce revenue for the campaign, raise awareness about the campaign, increase knowledge about the Department's need for funding, identify the benefits and cost savings of conservation, and connect the public's values with the Department's programs and services.

From start to finish, tailor the campaign to the chosen funding mechanism. Depending on which funding mechanism is selected, buy-in or support will likely be needed from the Governor, Legislature, and Commission, then worked down to the general public; or garnered from the public stakeholders and worked up to policy- and decision-makers. Executing a successful campaign must involve an understanding and organization of who needs to be on board with the funding mechanism, and at what time. The example below pertains to philanthropy and fundraising, but the principles of building support, for either a gift donation in the case of fundraising or among individuals and groups in the case of an alternative funding mechanism, are much the same.

Example 4.3: "The fundraising cycle illustrates the principle that it is possible to ask someone for a charitable gift too soon...the complexity of the fundraising process lies in part in the reality that various constituencies from whom gifts are sought will be at different stages in the process."²⁷

This example shows that asking for support from an individual or group without understanding their level of readiness to support a funding mechanism can lead to failure to secure their support. In Wyoming, the campaign for alternative funding will likely involve strategically working from both the top down and bottom up to achieve success. For proposals that will inevitably involve the Legislature, it is particularly important to involve them from the beginning and give them an opportunity for ownership in the alternative funding initiative.²⁸ In 2013, TRW adopted the Department's short- and long-term funding as an interim study topic. This affords the Department the opportunity to work with Legislators on the TRW committee to demonstrate the need and build support for a funding mechanism. Despite this opportunity, the Department must not lose focus on building trust and support for alternative funding among its many stakeholders.²⁹

²⁷ Seiler, T. L. 2013. Roadmap to Fundraising Success. The Center of Philanthropy at Indiana University. Online: <http://www.phildev.iupui.edu/TheFundRaisingSchool/PrecourseReadings/roadmap_to_fundraising_success.aspx>.

²⁸ McKinney, C., L. Ris, H. Rorer, and S. Williams. 2005. Investing in Wildlife: State Wildlife Funding Campaigns. Thesis. University of Michigan, School of Natural Resources and Environment.

²⁹ See Appendix 2: Key stakeholders identified for the Wyoming Game and Fish Department's effort to secure long-term alternative funding.

Develop ways to engage active public support in the campaign and attract a wide range of individuals from different factions in the State (e.g., forums, discussion groups, club meetings, special events). Determine how stakeholders can positively impact the campaign by building additional support within their families and communities, and with local leaders and decision-makers. It is not enough to have a public that supports the funding mechanism when asked; the supporting public must have a way to build additional support among their peers (e.g., petition drives, letter-writing forums, social media). Developing avenues for individuals to express their support for the proposal and subsequently getting their sentiments in the hands of key decision-makers could be the difference between a successful campaign and failure.

Encourage the Coalition and supporters to plan easy ways to mobilize the public to show support for the Department and the selected funding mechanism. Plan ways for individual stakeholders to voice support for the funding mechanism at TRW meetings and legislative hearings. Use the 2011-2012 Leadership Development 1 Action Team report “Engaging the Public—Putting a Face to the Agency”³⁰ to assist with this Action Item.

Develop a marketing message that will generate positive publicity, have statewide appeal, attract a broad constituency yet can be tailored to specific groups, show the connection between the funding need and intended use, and identify mutual benefits to the public and the Department to effectively link the funding need to the public’s value of wildlife. Utilize a variety of stakeholders who have strong public appeal and influence and will effectively carry the message.

Plan to spread the marketing message to the greatest number of people without sacrificing frequent communication with the targeted individuals and groups. Be mindful of “quality versus quantity” when delivering the marketing message. Ensure that the message contains the following components:

- State a clear goal of the funding campaign
- Affirm the benefits to the community that alternative funding will provide
- Include accountability elements to reassure the public that funds will be spent appropriately
- Advise the public of what the funding will provide and what will happen without it
- Incorporate what matters and moves the public (use language from public opinion research that achieved the best polling results)
- Connect with the public through common values and easily understood language—refrain from using technical terms, jargon, acronyms, complicated language, and vague wording

Start and end the campaign appropriately to increase the prospect of a successful outcome. Obtain a balance between campaign transparency and restricted publicity during the planning stages to keep the opposition from organizing early in the process.

³⁰ Wyoming Game and Fish Department. 2012. Engaging the Public—Putting a Face to the Agency. 2011-2012 Leadership Development 1 Action Team Project. Wyoming Game and Fish Department, Cheyenne.

Example 4.4: An extensive strategic planning process was beneficial in Colorado’s Great Outdoors Colorado (GOCO) amendment prior to the GOCO public campaign. The planning process included strategizing about how to divide the funding between collaborative programs, if a funding cap was needed, how to organize the public campaign, how to generate adequate funding for the public campaign, and how to create both political and public support. The strategic planning process took over 4 years, while the campaign began about 6 months prior to the ballot election. Amendment supporters helped ensure GOCO’s success by first laying the groundwork for a solid campaign.³¹

Action Item 16: Draft a plan for administrating and allocating funds for the selected funding mechanism.

Develop a plan for the chosen funding mechanism to define who has oversight of the funds, who will manage the funds and how they will be managed, how the funds will be allocated (both within the Department and between other potential partners included in the funding mechanism), and the level of Legislative involvement. Include in the allocation plan a way for all stakeholders to have buy-in (e.g., demonstrate that funds are being allocated to programs and services the public deemed important or valuable in the public opinion survey and feedback efforts). If more than one funding mechanism is selected, develop a separate plan for each.

Action Item 17: Develop an Internal Funding Team to advance the funding mechanism within the Department.

As soon as possible, consider hiring a Funding Coordinator with skills in political strategy and funding campaigns to direct the funding mechanism process. The Department will continually experience funding needs into the future that will require similar campaign efforts and dedicated personnel. The Funding Coordinator will lead the Internal Funding Team, comprised of the Chief Fiscal Officer, Human Dimensions Coordinator, a strategically selected representative from each Department Division, and key individuals identified as effective communicators or with relevant experience.

Action Item 18: Craft a communication plan for internal and external interactions that is specific to the funding mechanism campaign in order to convey a consistent message and demonstrate the Department’s credibility for obtaining, administering, and being accountable for funding mechanism dollars.

A communication plan was developed under Objective 2 to demonstrate the Department’s need for additional funding. To plan a campaign for a specific funding mechanism, enhance and expand the communication plan to include specific talking points regarding the funding mechanism. Continue to communicate and connect individual and group values to the Department’s mission and vision. Involve both the Department and the Coalition in the communication plan, and include a variety of

³¹ McKinney, C., L. Ris, H. Rorer, and S. Williams. 2005. Investing in Wildlife: State Wildlife Funding Campaigns. Thesis. University of Michigan, School of Natural Resources and Environment.

delivery methods (e.g., print, electronic, visual, audio) to widely convey the funding campaign message. Determine the method of communication that is most effective for each market.

Glean information generated from the short-term funding campaign to show the Department's transparency and credibility in budgeting, cost-savings measures, from where funding is generated, and how funding is allocated. Consolidate this information into the communication plan.

Example 4.5: Missouri Department of Conservation (MDC) created a campaign report titled "Design for Conservation". This easy to read and comprehend document outlined why the MDC needed additional funding and how it planned to spend the money. Knowledgeable MDC employees traveled the State explaining "Design for Conservation" to the public. This demonstration of need to the public was critical to the constitutional amendment's passage.³²

In addition to crafting a communication plan, the Department should plan public participation training for personnel. The last public participation training provided to Department personnel was in the mid-1990s. The majority of the Department's current personnel began employment after this training was conducted.³³ Offering this training again to a key portion of Department personnel would have an initial cost to the Department, but proper interaction with the public and constituents is critical to implementing a successful campaign.

Action Item 19: Communicate with stakeholders who will be impacted by the selected funding mechanism, and develop a strategy for keeping a constant pulse on influential stakeholders.

Know what influential individuals and groups are going to oppose the funding mechanism when it becomes public, and develop a plan for their inclusion. Consider how much influence the opposition has, how well organized they are, what their incentive may be for opposing the funding mechanism, if they are able to mount an opposition campaign, what their potential impacts may be, which individuals and groups are worth trying to sway (i.e., swing voters), and which individuals and groups should not consume time or resources because their views will not be changed. Determine how to prevent or deter the opposition from organizing. Develop and convey a positive impact message to deliver to the opposition. Plan how to actively counter misrepresentations to limit the influence of organized opposition, which may include monitoring popular media sites.

Create a database using formal membership/constituency software that allows the Department to more effectively manage important contacts and communicate with stakeholders to provide frequent campaign updates (e.g., GovDelivery). Develop a plan to bring stakeholders to the table early and often, ask for their input, involve them in decision-making, and collaborate with them to

³² McKinney, C., L. Ris, H. Rorer, and S. Williams. 2005. Investing in Wildlife: State Wildlife Funding Campaigns. Thesis. University of Michigan, School of Natural Resources and Environment.

³³ Wyoming Game and Fish Department. 2012. Engaging the Public—Putting a Face to the Agency. 2011-2012 Leadership Development 1 Action Team Project. Wyoming Game and Fish Department, Cheyenne.

minimize negative impacts and maximize the intended value of the funding. Remember to include traditional constituents so they do not feel alienated or forgotten.

Utilize the Coalition and Department personnel to keep in contact with influential stakeholders. Engage them in regular in-person meetings, telephone conversations, written correspondence, text messages, and e-mail posts to keep them abreast of the progress of the alternative funding campaign, reiterate the message, and provide relevant examples of benefit derived from dollars spent on wildlife and habitat conservation. Focus more on live communication, as electronic media messaging may appear impersonal to some and can easily be ignored or deleted.

Identify specific Legislators, by district, whom the Coalition and NGOs will lobby over the course of the funding campaign. Develop lobbying strategies that are specific to individual Legislators and lobbyists. Ensure that Coalition members and champions have experience in lobbying or have access to lobbying training to increase their effectiveness in conveying the Department's need and the corresponding funding mechanism to the Legislature. Engage Legislators and other key stakeholders in "boots-on-the-ground" field activities (e.g., fish and wildlife monitoring and classifications, habitat monitoring and enhancement projects, hunter and angler field checks, big and trophy game conflict investigations and resolutions, wildlife research activities, disease monitoring, youth and teacher camps, Expo, etc.). Consider assigning Department personnel to Legislators and other key individuals. Arrange opportunities for Department personnel to give simple, regular presentations to TRW that are unrelated to legislative bills.³⁴

Action Item 20: Be vigilant of other revenue-generating bills in the Legislature, and be prepared to participate in an applicable alternative funding opportunity that arises.

Develop a plan in advance that will allow the Department to swiftly become a partner on unforeseen or spontaneous bills introduced in the Legislature that would provide alternative funding. The Department should not miss out on alternative funding opportunities that were not expected or anticipated. The Department is not the only State agency that is experiencing increased operating costs with stagnant or decreasing funds, which also highlights the potential efficacy of pursuing alternative funding with one or more agency partners. Use the Coalition and other key contacts to track funding prospects.

Action Item 21: Follow local laws and regulations that pertain to the selected funding mechanism.

The Coalition will not have to register if it is developed in the context of a loose affiliation of NGOs, businesses, individuals, etc. coming together to support a specific cause. However, if the Coalition becomes its own non-profit organization or company, has its own bank account, raises its own funds, etc., then it must file through the Wyoming Secretary of State's Office, obtain a tax identification number from the Internal Revenue Service, and abide by other necessary legal requirements. A Coalition that is simply a loose affiliation of groups with no intent to form a new,

³⁴ Steve Kilpatrick, Executive Director, Wyoming Wildlife Federation, personal communication, 2/2013.

separate legal entity is subject to lobbying laws if it was to have someone lobbying on its behalf. However, if individual lobbyists from the various groups within the Coalition are conducting the lobbying on behalf of their group, but mention a broader alliance, then the lobbying laws will likely not apply to the Coalition, just the member groups.³⁵ More information on Wyoming's lobbying statutes can be found on the Wyoming State Legislature's web site at:

<<http://legisweb.state.wy.us/statutes/statutes.aspx?file=titles/Title28/T28CH7.htm>>.

Legal concerns will vary with the type of funding mechanism selected. Be prepared to address any concerns immediately as they arise to ensure that the campaign does not get derailed.

Example 4.6: The collaborative 1/8th cent sales tax alternative funding effort by Arkansas Game and Fish Commission, Arkansas Department of Parks and Tourism, Department of Arkansas Heritage, and the Keep Arkansas Beautiful Commission initially failed in 1976, 1984, and 1986. When reintroduced in 1994, the initiative was barred from the ballot due to improper advertising. The collaborators had to overcome this legal hurdle, and Arkansas voters finally passed the initiative by a narrow margin in 1996.³⁶

Example 4.7: In 2005, Colorado created a semi-voluntary habitat stamp that was required for sportsmen and non-consumptive users to access State wildlife areas. This approach was counter to Federal rules and regulations under the Pittman-Robertson and Dingell-Johnson Acts, and the State had to pay back large amounts of Federal funding in the first few years that the stamp was required. The purchase requirement was eventually ratified in 2010.³⁷



³⁵ David Willms, Senior Assistant Attorney, Wyoming Attorney General's Office, personal communication, 3/7/2013.

³⁶ See Appendix 3: Review of alternative funding mechanisms utilized by various State wildlife agencies.

³⁷ See Appendix 3: Review of alternative funding mechanisms utilized by various State wildlife agencies.

OBJECTIVE 5: BUILDING SUPPORT FOR A SPECIFIC FUNDING MECHANISM

The Action Items under Objective 5 involve strategically executing what was planned in Objective 4, including applying the communication plan at various levels; engaging, activating, and collaborating with stakeholders; and continuing to build public trust through positive interactions and publicity.

Action Item 22: Engage Department personnel in the funding mechanism campaign.

As noted by Department staff, Department personnel are a key component of implementing a funding mechanism campaign and building support for funding Department programs and services. No one is closer or more familiar with the benefits of programs and services than those who directly administer them. It is vital for the Department to engage and utilize its personnel as a primary public relations resource for connecting people's values with the programs and services the Department provides.

As was recommended under Action Item 18, provide public participation training to key Department personnel. It is particularly important for Department personnel to differentiate between building support and lobbying.

In addition to or in combination with public participation training, hold regional Department meetings regarding the selected funding mechanism. Personnel must have the opportunity to review, digest, and provide feedback on the funding mechanism, as well as have a firm understanding of why the specific funding mechanism was developed (i.e., what are all the factors that went into selecting the funding mechanism and the campaign strategy being pursued). Ensure that personnel understand and accept their roles in implementing the campaign to build support for the funding mechanism. Distribute the communication plan developed under Action Items 18 and 19, and thoroughly discuss it with Department personnel to ensure everyone is comfortable with the campaign message, particularly the funding need and "selling the problem". The example below refers to fundraising, but can be extrapolated to any effort to build support for a specific proposal. The example illustrates the importance of effective communication and connecting people's values with the Department's mission and work.

Example 5.1: "For effective fundraising, communication must go beyond the dissemination of information. Communication must stir the emotions and the intellects of those from whom gifts are being sought. Effective fundraising communication touches the heart and the head. The goal of fundraising communication is to lead prospective donors to an understanding and acceptance of the nonprofit and its purposes, and create a desire to share in seeing that the mission is fulfilled. Effective fundraising communication is a two-way interaction providing a

means for donors to express concerns. Effective communication creates an opportunity for the exchange of values, which is fundamental for successful fundraising.”³⁸

Encourage and support Department personnel who have existing relationships with key stakeholders to conduct individual outreach with those stakeholders. Personnel must engage stakeholders in-person and in the field in order for stakeholders to see and understand what the Department does and why the State’s wildlife and habitat resources are important to them.

Action Item 23: Educate and engage Legislators, Wyoming Game and Fish Commissioners, and other influential stakeholders in the funding mechanism campaign.

Implement the communication plan developed in Action Items 18 and 19 to engage in regular conversations with key individuals and voices, both in local communities and statewide. Regional Department personnel must be familiar with and understand the issues and concerns of local Legislators, newly elected officials, County Commissioners, and other local decision-makers, and communicate those issues to Department staff. Schedule regular meetings with regional Department personnel to discuss these relationships and how to manage them to benefit the funding mechanism campaign. Provide an update on relationships and issues at every Regional Leadership Team meeting. Building or improving relationships and keeping a pulse on local leaders is vital to the success of the campaign.

The importance of positive personal relationships between regional Department personnel and local constituents cannot be overstated. As was recommended under Action Item 19, assign Department personnel to specific Legislators and other influential individuals based on personality, compatibility, and shared outdoor interests. Every Legislator within a given Department region should have a Department employee assigned to them. It is then the responsibility of Department personnel to make their assigned Legislator or other individual aware of informative field activities and to invite them to participate as is appropriate (examples of activities are listed in Action Item 19). To accomplish this task, select Department personnel who are effective communicators. Build time into personnel work schedules to foster these relationships in order to achieve the level of commitment needed.³⁹

Action Item 24: Educate and engage the public in the funding mechanism campaign.

As with previous Department funding campaigns, concentrate significant effort on engaging stakeholders, including both specific and general publics.⁴⁰ When engaging the public or motivating individuals or groups to be involved in the funding mechanism campaign, include a component of education to ensure the public understands the Department’s mission, statutory obligations, and

³⁸ Seiler, T. L. 2013. Roadmap to Fundraising Success. The Center of Philanthropy at Indiana University. Online: <http://www.phildev.iupui.edu/TheFundRaisingSchool/PrecourseReadings/roadmap_to_fundraising_success.aspx>.

³⁹ Steve Kilpatrick, Executive Director, Wyoming Wildlife Federation, personal communication, 2/2013.

⁴⁰ See Appendix 2: Key stakeholders identified for the Wyoming Game and Fish Department’s effort to secure long-term alternative funding.

the costs and benefits of other programs and services the Department provides. It is evident that many people do not understand who the Department is, what the Department does, and why the Department is valuable to the public. The example below illustrates that a public that does not understand the role of the Department or how the Department's work supports their own values will not be willing or able to advocate for the funding mechanism campaign.

Example 5.2: "The nonprofit must test its mission as articulated through its case against the wants and needs of the market or gift sources from which it seeks charitable gifts. Only the marketplace is a true test of the validity of the nonprofit's proposed solution to the human or social problems it addresses. Such market validation is crucial to successful fundraising. If the markets do not understand or accept the importance of the needs being addressed by the nonprofit, fundraising faces a serious obstacle. Worse, if the markets do not even know of the nonprofit or the needs it addresses, fundraising is not possible. Donors will give to organizations they care about that address needs they care about."⁴¹

Reach out to those stakeholders who will be impacted by either the success or failure of the funding mechanism, and hold multiple statewide public meetings to meet face-to-face with constituents to discuss the Department's funding needs and the selected funding mechanism. Use the meeting forum to:

- 1) Reconnect with the public regarding the Department's mission and mandates,
- 2) Demonstrate the funding need to the public,
- 3) Connect public values and local economies to the Department's work,
- 4) Aid public understanding of the cost of Department programs and services that are used and enjoyed by the local public, and
- 5) Ask for feedback on the selected funding mechanism.

The example below speaks to the importance of maintaining a consistent message, while allowing it to be tailored to specific publics.

Example 5.3: "Target your message...It is important to be flexible in targeting the campaign message, as this targeting will help broaden the mechanism's appeal. For instance, in the Wyoming Department of Game and Fish's failed attempt to pass the Legacy Trust in 2000, agency official Chris Burkett wished they had kept the heart of the campaign consistent, while still allowing the message to vary from county to county. As Burkett said, 'What is important to someone in Jackson is different than what's important to someone in the Big Horn Basin.' Burkett felt that making an effort to tie the funding back to the difference it would make at an individual level would increase support among Wyoming residents."⁴²

⁴¹ Seiler, T. L. 2013. Roadmap to Fundraising Success. The Center of Philanthropy at Indiana University. Online: <http://www.phildev.iupui.edu/TheFundRaisingSchool/PrecourseReadings/roadmap_to_fundraising_success.aspx>.

⁴² McKinney, C., L. Ris, H. Rorer, and S. Williams. 2005. Investing in Wildlife: State Wildlife Funding Campaigns. Thesis. University of Michigan, School of Natural Resources and Environment.

Utilize recommendations set forth in the 2011-2012 Leadership Development 1 Action Team Project “Engaging the Public—Putting a Face to the Agency”⁴³ to improve advertising and attendance at meetings. In addition to public meetings, which have been cited as having limited efficacy, explore other ways of achieving the five goals listed above that may be more conducive to the technology users of today’s society.

When reaching out to stakeholders, include both traditional users and non-consumptive users. Traditional users, or sportsmen, are at the very core of the Department’s stakeholders, and this group can determine the success or failure of any funding campaign. Make sure that the voices and concerns of Wyoming’s hunters and anglers are not diminished, while ensuring that sportsmen understand the importance of their role in the Department’s work, and the mutual benefits that alternative funding will create. More and more, the need for support from non-consumptive users is becoming essential. The Department spends a great deal of economic and human resources on providing programs and services that support the activities and values of non-consumptive users. Historically, this group has been unorganized and disenfranchised and has not been invited to engage in traditional wildlife management conversations. Make special efforts to seek out individuals and groups in the non-consumptive user category and connect that faction of the public to the Department’s mission and work.

Action Item 25: Encourage supporters to advocate for alternative funding while leading the opposition to neutral.

It is essential to discover a means for all stakeholders to have buy-in to the funding mechanism. Once issues and concerns pertaining to the funding mechanism are heard and understood, seek ways to address them and provide the public and individuals with a sense that their concerns have been considered.

Engaging the public also entails mobilizing concerned stakeholders to become active supporters. Implement plans developed in Action Item 15 to develop a base of active supporters and engage campaign champions from Action Item 13 in the process to secure alternative funding.

While unanimous support for alternative funding would be ideal, the historic reality in Wyoming is that it will have plenty of opposition. Thus, managing opponents and detractors is equally as important as mobilizing supporters and champions. The importance of seeking involvement and feedback from the opposition or Department detractors cannot be overstated. Both the Department and Coalition must collaborate with everyone who will be impacted by the proposed funding mechanism.

Example 5.4: “Collaborate with the organizations that will be impacted...The best way to ensure that those impacted by the mechanism are supportive is to work collaboratively with them. For instance, Nevada’s Department of Wildlife’s (NDOW) rationalized that the best solution to the

⁴³ Wyoming Game and Fish Department. 2012. Engaging the Public—Putting a Face to the Agency. 2011-2012 Leadership Development 1 Action Team Project. Wyoming Game and Fish Department, Cheyenne.

State's mining-related wildlife mortalities would be to work with the Nevada Mining Association to collaboratively solve the problem. Consequently, rather than using enforcement as a means to solve the problem, joint legislation was drafted. Doug Hunt, Habitat Bureau Chief at NDOW, said, 'We have had an excellent working relationship with the Nevada Mining Association and have basically worked hand-in-hand to reduce wildlife mortalities associated with mining.' The trust that has been established between the two groups has ensured an effective and enduring program."⁴⁴

Typically, opposition does not dwindle when left unattended; in fact, it tends to grow and may escalate at a critical time. It is vital that the Coalition and Department personnel build relationships with opponents, insist in their involvement, and solicit their feedback throughout the campaign. This does not mean that every opponent or Department detractor will become a supporter. Past experience shows that spending excessive time trying to convince an opponent who will never be convinced is, indeed, a wasted effort. However, to minimize damage to a successful campaign, it is important to actively lead these stakeholders to a neutral position if support cannot be gained.

Example 5.5: "Actively countering misrepresentations will help to limit the influence of an organized opposition. For instance, the Wyoming Game and Fish Department struggled to communicate the idea that the Legacy Trust, by funding wildlife diversity programs, would also be beneficial to farmers and ranchers because it would help forestall potential listings under the Endangered Species Act. Walt Gasson, an agency official, explained, 'It looked to [the agricultural community] like we were going to fund this army of biologists to go out there and find new sensitive species, list more species, and make life harder for them.' Had the intent of the Legacy Trust been more clearly communicated or corroborated by a source trusted by agriculture organizations, misrepresentations may have been more effectively countered."⁴⁵

To realize a successful campaign for alternative funding, make a strategic effort to involve the opposition, hear and understand their concerns, and actively aid their understanding of the mutual benefits of securing alternative funding for Department programs and services. The public must comprehend either the benefit of securing the funding or the detriment of not doing so.

Action Item 26: Utilize media outlets to publicize positive Department work and to promote the campaign for alternative funding.

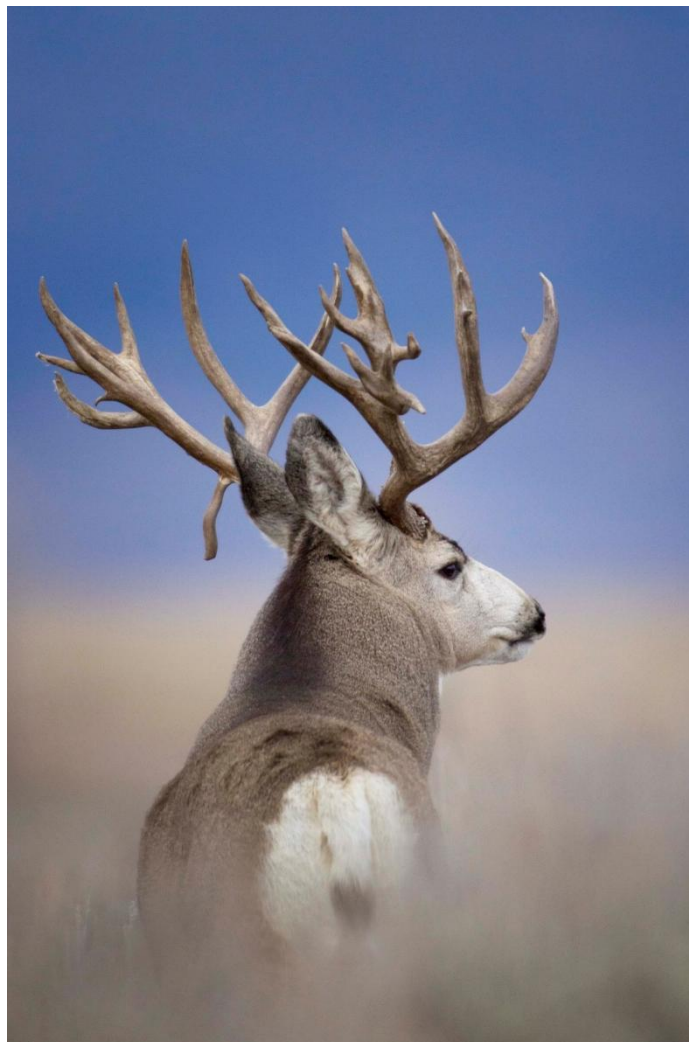
Clearly, a large part of the funding mechanism campaign must involve constantly seeking avenues to disperse information and audiences with which to engage. Make every effort to have a presence at local and statewide events that offer the opportunity for public interaction. Use the visual materials and the campaign message developed in Action Item 15. As stated in Action Item 6, communication pertaining to the alternative funding campaign must involve "examples of hope", or examples of

⁴⁴ McKinney, C., L. Ris, H. Rorer, and S. Williams. 2005. Investing in Wildlife: State Wildlife Funding Campaigns. Thesis. University of Michigan, School of Natural Resources and Environment.

⁴⁵ McKinney, C., L. Ris, H. Rorer, and S. Williams. 2005. Investing in Wildlife: State Wildlife Funding Campaigns. Thesis. University of Michigan, School of Natural Resources and Environment.

dollars spent that resulted in a conservation success. Communicate how current funding expenditures for wildlife and habitat conservation and management translate to future dollars saved or costs avoided.

The funding mechanism campaign cannot be a standalone effort. Continually seek positive publicity for Department personnel and their work, and build and maintain community trust. Again, it is essential to engage the public in on-the-ground projects and utilize all forms of media to promote the Department's work, as described in the 2011-2012 Leadership Development 1 Action Team Project "Engaging the Public—Putting a Face to the Agency".⁴⁶ During the campaign effort, the face of the Department should be seen by everyone.



⁴⁶ Wyoming Game and Fish Department. 2012. Engaging the Public—Putting a Face to the Agency. 2011-2012 Leadership Development 1 Action Team Project. Wyoming Game and Fish Department, Cheyenne.

OBJECTIVE 6: MAINTAIN SUPPORT THROUGHOUT THE LEGISLATIVE PROCESS

Maintaining support throughout the legislative process is a key component in the successful passage of any bill. Political tone can swing and change at any moment due to a variety of factors. While the fundamental principles of trust and cooperation are clearly built with Legislators early in the funding campaign, it is vital to maintain open interaction and participation throughout the legislative process. The Coalition and champions representing the Department's mission must be knowledgeable, involved, and active participants in this process.

Action Item 27: Work with the Coalition to move the funding mechanism forward and ensure that support for the campaign does not wane.

The groundwork for this Action Item was laid in Objective 5; however, it is vital for the Department, Coalition, and active supporters to maintain constant interaction with Legislators throughout the legislative process. Strongly consider and determine in what year a bill will be introduced, because short-term budget sessions and regular sessions both have advantages and disadvantages pertaining to timing.

Secure a sponsor for the bill and engage a Legislative champion(s). The Department and the Coalition need a strong representative and a host of political supporters to achieve success. Many States have found success in conservative anti-tax leaders pushing for increased funding. Individuals with agricultural backgrounds and conservative spending philosophies could be very valuable supporters to funding legislation for the Department, as these individuals may be perceived as allies with the Department's usual legislative opposition.

Communicate regularly with coalition representatives in order to immediately address communication issues, provide relevant and timely information, and seek outside support to counter opposition or misrepresentations. Department personnel must contact their assigned Legislator throughout the legislative session relative to bills of concern to provide information (not to give opinions or to lobby). Concise, precise, and courteous e-mails and text messages are effective. However, Legislators are extremely busy during the legislative session, so electronic communication must not be excessive.⁴⁷ Department personnel must be extremely careful not to make statements that would be considered lobbying during the session. Remember to thank Legislators for their work when the legislative session ends.

Example 6.1: "One theme across campaigns seemed to be that when the funding need, rather than the funding request, was presented to the Legislature, and the agency sought their input and guidance in remedying the problem, the Legislature was responsive. This level of participation and problem solving may have provided the Legislature with a sense of ownership over the funding shortfall and commitment to the resulting solution. This participation, of

⁴⁷ Steve Kilpatrick, Executive Director, Wyoming Wildlife Federation, personal communication, 2/2013.

course, must be precipitated by a collegial working relationship between the agency and legislature.”⁴⁸

Secure meetings with key Legislators in order to provide information, as needed, and dispel mistruths as they arise. Although an essential aspect of the campaign is to educate the public about the Department, simple or general information may be needed as a precursor to discussing the more complex issue of alternative funding with Legislators. Despite exhaustive attempts to educate the public, there will still be individuals with a poor understanding of how the Department functions, what the Department is statutorily mandated to accomplish, and what the Department does on a daily basis. The Department, the Coalition, and active supporters must bridge this informational gap whenever possible.

Action Item 28: Strategically time collective support letters to Legislators, and publicize support for the funding mechanism campaign using printed media outlets.

The days leading up to the legislative vote on the funding mechanism are critical, and it is risky to assume that support will not wane or the political climate will not change. Strategically plan and execute the timing of key support gestures and testimonials. A collective support letter to House Members and Senate Representatives may be effective, if timed appropriately. If a support letter is sent too soon, the issue at hand may fade prior to the vote. Conversely, if a support letter is sent too late, it may not bring the issue to the forefront in enough time prior to the vote.



⁴⁸ McKinney, C., L. Ris, H. Rorer, and S. Williams. 2005. Investing in Wildlife: State Wildlife Funding Campaigns. Thesis. University of Michigan, School of Natural Resources and Environment.

Example 6.2: Figure 4 depicts a letter written to TRW committee members on behalf of multiple wildlife organizations in support of the Department's 2013 House and Senate funding bills. While this type of written support is always welcome and beneficial, the timing of its receipt by key Legislators can be part of a larger strategy to emphasize overwhelming organizational support for a funding mechanism initiative in the days prior to the legislative vote.



Figure 4. Wildlife NGO letter of support for HB 37 and SF 32 sent to the members of the Joint Travel, Recreation, Wildlife, and Cultural Resources Committee, 20 December 2012.

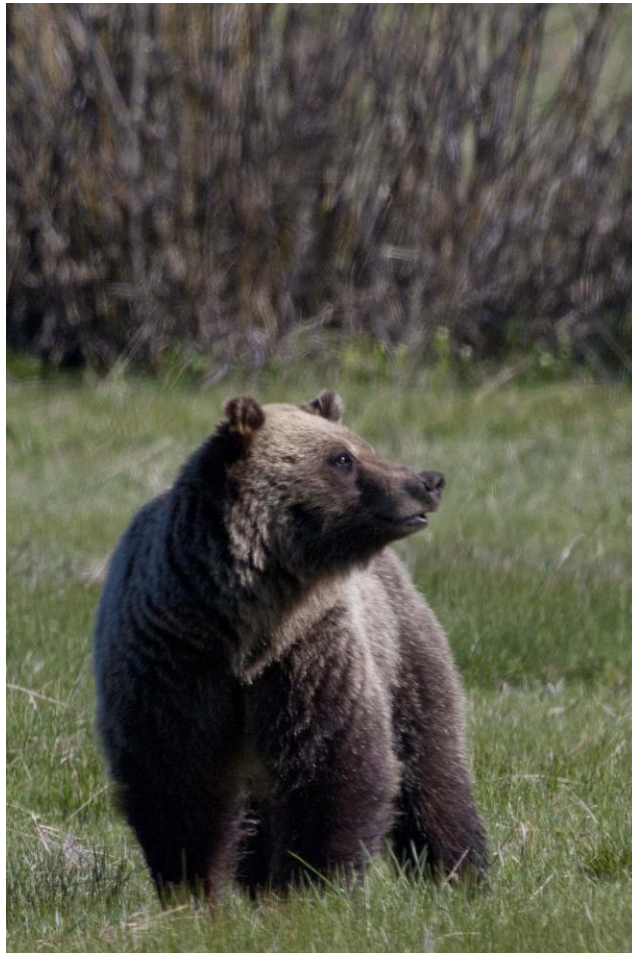
Similarly, printed media (e.g., newspapers, periodicals) may be used as a tool to advertise collective support for the funding mechanism during the legislative session. Advertising explicit and unified support for the funding mechanism to a broad public through various printed media outlets may aid the Department and Coalition in keeping the funding issue as a key topic of conversation leading up to the vote.

Action Item 29: Maintain an active and positive presence during the legislative session, and ask credible stakeholders to offer testimony at the Legislature.

Even stronger than printed words are words spoken in-person by supporters in committee and on the legislative floor. Testimony from hunters and anglers, conservation groups, and non-consumptive users pertaining to the value of Department programs and services and the need to fund them is invaluable. During the 2013 legislative session, it was noted that there was a lack of

positive testimony from “average sportsmen” at the Capitol, and also noted that Legislators responded to negative testimony given by individuals on the Department’s short-term funding bill.⁴⁹ Encourage Coalition members and supportive stakeholders, including both traditional users and non-consumptive users, identified as good communicators to attend and participate in the legislative session at key times. Keep in mind that Department employees are not allowed to lobby at any time once the legislative session has started.

Champions and well-spoken supporters are a key component in this endeavor, and it is vital that they spend time at the Capitol during the legislative session talking to anyone and everyone. Nearly every successful campaign of similar magnitude has had a non-agency leader pushing the cause. A successful campaign champion is an individual or group that is passionate about the Department’s work and its benefits to the State, and can effectively articulate the importance of securing alternative funding in terms that are understood by people with varied backgrounds and values.



⁴⁹ John Emmerich, Deputy Director, Wyoming Game and Fish Department, personal communication, 10/9/2012.

OBJECTIVE 7: FOLLOW-UP AFTER THE FUNDING MECHANISM CAMPAIGN

Once long-term alternative funding is established, the work is not over. Efforts must be made to keep promises on funding mechanism implementation. During implementation, the Department must maintain long-term relationships with supporters, identify and communicate with detractors, remain transparent and provide accountability, defend the funding mechanism against competing needs, and evaluate (and modify, if necessary) the funding mechanism to address future funding needs. In States that have obtained alternative funding, a new campaign-like process has typically been instituted that constantly reminds constituents and the public of the funding mechanism's results.⁵⁰ Examples of State's efforts to remind the public include published annual reports that outline how funds are being spent, decals given out to supporters, annual retreats for stakeholders, and logos that associate the funding mechanism with new on-the-ground projects.

Action Item 30: Develop and maintain long-term relationships with supporters of alternative funding and the Department.

Communication lines must remain intact and open with all stakeholders. Highlight common goals and frequently remind stakeholders of these goals. The Department must prove to all stakeholders that they appreciate past support, are willing to listen to future suggestions, and will not exclude non-supporters. This will allow for continued engagement and information exchange among all parties; they will remain involved and updated. Use various forms of communication (e.g., letters, e-mail updates, news releases) and target messages to queried parties. Last but not least, send Legislators a written letter of thanks for their support of alternative funding and the Department or, in the case of non-supporters, a letter to express the mutual benefit the funds will bring and a desire to share the benefits with all parties into the future.

Example 7.1: The Illinois Department of Natural Resources implemented a Conservation Congress (a mock Congress of 118 regional and State constituents) that provide recommendations to the agency and are typically implemented. This Congress helped pass Illinois' C2000 initiative—a 6-year, \$100 million program from the General Fund. This relationship between the agency and constituents promotes public participation, partnerships, and multi-user benefits. To maintain positive relationships with supporters, the C2000 program makes sure to complete projects in all regions of the State.⁵¹

⁵⁰ Kolus, C., D. Zimmerman, V. Ebert, and D. Guynn. 1999. A How-To Guide on Broadening Agency Constituencies. Technical Report. United States Fish and Wildlife Service, Fort Collins, Colorado.

⁵¹ Kolus, C., D. Zimmerman, V. Ebert, and D. Guynn. 1999. A How-To Guide on Broadening Agency Constituencies. Technical Report. United States Fish and Wildlife Service, Fort Collins, Colorado.

Action Item 31: *If the funding mechanism campaign fails, identify campaign detractors.*

Identify detractors in order to understand why they did not support the alternative funding campaign. At the very least, this allows the Department to attempt to neutralize the opposition and then try to garner support. Be tenacious and continue to pursue alternative funding until success is achieved.

Action Item 32: *Maintain Department transparency and accountability with the approved spending plan.*

Once alternative funding is secured, the Department must follow the approved spending plan, keep its promises, provide reporting documents that illustrate where funds are being used, highlight results of funding, and explain achievements or failures. Use the Department website, public meetings, tours, news releases, and videos to achieve necessary outreach.

Example 7.2: In Arkansas, the Arkansas Game and Fish Commission publishes the “Plan for Conservation” annually to describe how revenues from their conservation tax are being spent and how closely they are meeting the original goals.⁵²

Action Item 33: *Defend the funding mechanism against competing needs.*

Alternative funding must be guaranteed into the future, and the funding mechanism’s existence must be assured into perpetuity. With developed long-term relationships, supporters must significantly defend funding over the long-term.

Example 7.3: Virginia’s House Bill 38 (2% of State sales tax revenue collected on hunting, fishing, and wildlife watching equipment) depends on legislative appropriation and depends on an annual groundswell of support. Generating support and defending their funding from other competing programs is an immense challenge.⁵³

Example 7.4: Arkansas’ Conservation Sales Tax is a constitutional amendment, has very little organized opposition, and does not require administration.⁵⁴

Example 7.5: The Missouri Department of Conservation (MDC) has a legislative liaison within the agency that keeps staff informed of relevant political dealings and addresses legislative concerns if their Conservation Tax is being threatened. Additionally, the MDC wards off threats

⁵² McKinney, C., L. Ris, H. Rorer, and S. Williams. 2005. Investing in Wildlife: State Wildlife Funding Campaigns. Thesis. University of Michigan, School of Natural Resources and Environment.

⁵³ McKinney, C., L. Ris, H. Rorer, and S. Williams. 2005. Investing in Wildlife: State Wildlife Funding Campaigns. Thesis. University of Michigan, School of Natural Resources and Environment.

⁵⁴ McKinney, C., L. Ris, H. Rorer, and S. Williams. 2005. Investing in Wildlife: State Wildlife Funding Campaigns. Thesis. University of Michigan, School of Natural Resources and Environment.

by respectfully addressing the concerns of opposing groups early on, and works with an ally (Conservation Federation of Missouri) to rally support when needed.⁵⁵

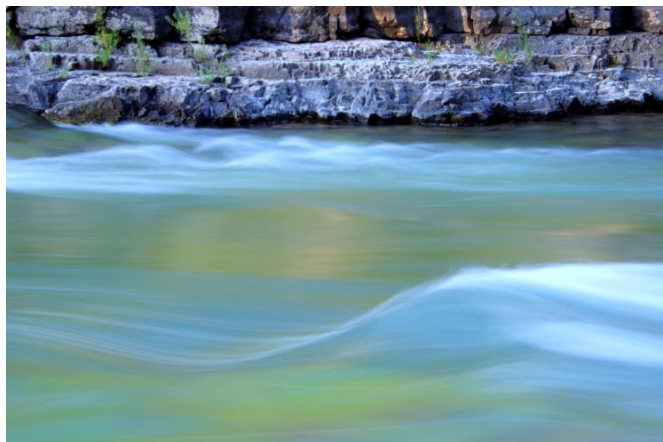
Example 7.6: In Arizona, political powers and Legislators have attempted to take, remove, or destroy funding sources derived from the Heritage Fund. This Fund, passed in 1990, generates \$6-10 million annually for the Arizona Game and Fish Department. To defend against the opposition, Arizona has created the Arizona Heritage Fund Alliance to protect the income and assets of the Fund, which is now a powerful lobbying tool.⁵⁶

If a change in the allocation of funds is needed or anticipated, take it to the stakeholders as soon as possible to show transparency and maintain credibility.

Action Item 34: Re-evaluate the long-term plan and modify, as needed, to address any future Department funding needs.

Lessons learned over the last century since the Department was formed show that the nature of the Department’s duties and funding sources is dynamic. It is possible that the proposed funding mechanism may satisfy the Department’s operating costs for years or decades, but may not be the definitive solution. Funding sources must be evaluated annually and the Department must be proactive so future funding crises can be mitigated.

As stated under Action Item 5, communicating with and engaging the public must be an ongoing activity that is prioritized in personnel work schedules and daily activities. The Department must focus on continuing to build good credit with the public in anticipation of future funding efforts that may need to be pursued. The Department and its stakeholders will be better served in the long-run if commitment to high levels of communication and interaction continue to occur and become an integral part of the Department’s culture; moving away from a “trust us” mentality to a “join us” way of doing business.



⁵⁵ Kolus, C., D. Zimmerman, V. Ebert, and D. Guynn. 1999. A How-To Guide on Broadening Agency Constituencies. Technical Report. United States Fish and Wildlife Service, Fort Collins, Colorado.

⁵⁶ See Appendix 3: Review of alternative funding mechanisms utilized by various State wildlife agencies.

Appendix 1. Funding mechanism background information.

Many States have been successful in their attempts to acquire alternative sources of long-term funding for wildlife conservation and management. A selection of funding mechanisms pursued and specific examples from other States are summarized in Table 4 and presented below.

Table 4. Alternative funding mechanisms, respective annual generation, and the stable or volatile nature of the funding.

Funding Mechanism	Annual Generation	Stable or Volatile
State Sales Tax	\$58-120 million	Fairly stable
State Teaming with Wildlife	Up to \$13 million (VA)	Fairly stable
Wildlife Trust Fund	Variable/unknown	Volatile
Fuel Tax	\$99 million	Intermediate
Lottery	\$8-10 million	Stable with new games
Lodging Tax	Variable/unknown	Intermediate
Super Raffle	\$750,000-\$1 million	Stable
Access Fees on Commission Lands and Easements	\$1.12-1.3 million	Volatile
Severance Tax	\$600 million +	Fairly stable

State Sales Tax

Primary obstacles and opposition: The Legislature, public, and implication of a tax increase during a weak economy.

Primary partners and allies: Wyoming Department of Transportation (WYDOT), Wyoming Department of Environmental Quality, State Parks, cultural and heritage programs, Rocky Mountain Elk Foundation, Ducks Unlimited, Trout Unlimited, etc.

Long-term sustainability: The tax will vary from year to year based on the current economy. The State sales tax had a 9.7% increase from FY10 to FY11, but has experienced as much as a 20% decrease in the last 10 years.

Expected implementation strategy: A ballot initiative would be necessary, if approved by the Legislature.

Other comments and notes: Annual generation was based on a 0.5% sales tax increase and a 1% increase. The last increase occurred in 1993, as it went from 3 to 4%, and it is currently at 4%. Approximately 67% of the tax goes to the State of Wyoming, and the rest goes to the appropriate county.

State Teaming with Wildlife

Primary obstacles and opposition: Taxes on fishing and hunting equipment may be perceived by traditional users as another way for them to fund programs other than hunting and fishing. Taxes on equipment used primarily for wildlife watching and other non-consumptive uses (e.g., binoculars, bird feeders, bird seed, field guides) may be more palatable to the consumptive public, but there is not a distinct line between all equipment (e.g., binoculars are also used for hunting). An additional tax of any kind is unpalatable to some individuals, regardless of what those tax dollars are used for and who benefits from them. Without support from the Legislature, it will be impossible to pass a bill to implement this source of alternative funding.

Primary partners and allies: Wildlife biologists, hunters, anglers, birdwatchers, hikers, nature-based businesses and NGOs, and other conservationists interested in finding new and greater funding to prevent wildlife from becoming endangered. In Virginia, a State Legislator who co-chaired the House Conservation and Natural Resources Committee saw the funding need of the Virginia Department of Game and Inland Fisheries (VDGIF), and acted as a champion for the bill (House Bill 38; HB 38) and for the VDGIF.

Long-term sustainability: Although implementation of an additional tax may take time up-front, once enacted, this type of alternative funding does not depend on volunteer participation for a single funding entity of choice (e.g., tax check-off, vanity license plates) and, depending on how the legislation is written, may not be subjected to annual or bi-annual (budget year) legislative approval.

In Virginia, this funding source depends on allocation from the General Assembly, so appropriations can fluctuate annually, the funding mechanism must be championed and defended against appropriation redistribution every year, and the funding level is susceptible to unpredictable annual fluctuations. In Texas, a similar funding and delivery mechanism is in place. Although the Legislature cannot re-allocate the funds elsewhere, the Texas Parks and Wildlife Department must submit a budget request for review, and the Legislature can decline to allocate the funds entirely. If enacted in Wyoming, it is imperative that legislation is written to ensure that up to a certain percentage is dedicated to the Department without interference or annual scrutiny from the Legislature, which would make this source of alternative funding relatively stable, but very challenging to pass.

Based on 2011 regional participation figures from the USFWS “National Survey of Fishing, Hunting, and Wildlife-Associated Recreation”⁵⁷, 15% of the mountain region population fished and 6% hunted, while 28% watched wildlife around the home and 13% watched wildlife away from home. In Wyoming, 59% of the resident population 16 years old and above participated in wildlife-associated recreation, both within and outside of the State (sportsmen=34%, wildlife watching participants=43%; >100% total includes multiple responses). When considering both residents and nonresidents in Wyoming (775,000 participants), 100% participated in wildlife-associated recreation (sportsmen=50%, wildlife watching

⁵⁷ United States Fish and Wildlife Service [USFWS]. 2012. 2011 National Survey of Fishing, Hunting, and Wildlife-Associated Recreation: State Overview. United States Department of the Interior, United States Fish and Wildlife Service, Washington, D.C.

participants=67%; >100% total includes multiple responses), indicating that the source for funding this mechanism is viable.

Expected implementation strategy: In Virginia, qualifying purchases and figures used to determine the 2% allocation are based on information from the USFWS “National Survey of Fishing, Hunting, and Wildlife-Associated Recreation”⁵⁸, which would also be the source to determine allocation in Wyoming. Implementation would occur through successful legislative passage.

Other comments and notes: Like Wyoming’s need, this funding effort in Virginia kept the agency solvent. Without HB 38, according to a legislative auditor’s report, the VDGIF would exhaust its cash reserves and be unable to maintain its programs at their current levels. However, HB 38 does not provide a long-term solution for the VDGIF’s financial situation, and inflation and other legislatively mandated financial commitments will likely have a considerable impact on the new revenues generated by this funding source. For the first time, HB 38 provides the VDGIF with significant funding based on wildlife-associated recreation other than hunting, fishing, or boating; thus, all Virginians who have an interest in wildlife are now paying constituents of the VDGIF. Historically, all but a small fraction of the VDGIF’s funding was derived from traditional resource users—hunters, anglers, and boaters. This change in status among the VDGIF’s constituents creates an interesting dilemma—how to address the needs of a broader constituency without diminishing the importance of the traditional constituents who have been instrumental in supporting wildlife conservation for over 60 years.

The VDGIF’s leaders recognized that a comprehensive plan, based on input from all constituents, was needed as a result of the new funds provided by HB 38. The study was conducted in three phases. Phase 1: VDGIF conducted internal scoping meetings in every administrative region of the Commonwealth and in headquarters. They asked employees to identify issues of importance within the four major categories of the VDGIF’s programmatic budget (Capital Improvements, Recreation, Environmental Diversity, and Education), and asked them to specify information that they would like to see collected from external constituents by way of their surveys. Phase 2: VDGIF conducted surveys of both internal and external constituents. A mail survey had questions designed to determine which programs they thought the VDGIF should spend more, less, or about the same amount of time and money on. They also rated the VDGIF’s performance on existing programs. A telephone survey was conducted of the following external constituent groups: 1) the general population, anglers, and non-consumptive wildlife enthusiasts, 2) VA landowners, 3) VA hunters, and 4) VA boaters. The survey instruments were designed to assess VA’s residents’ and constituents’ attitudes and opinions toward the VDGIF, awareness of the VDGIF, agency and program ratings, attitudes toward various programs and program emphases, opinions on law enforcement, attitudes toward consumptive and non-consumptive wildlife-related recreational activities, sources of information, and many other issues. Phase 3: analysis of the survey data, generation of recommendations to the VDGIF, and incorporation of feedback on those recommendations into a final report.

⁵⁸ United States Fish and Wildlife Service [USWS]. 2012. 2011 National Survey of Fishing, Hunting, and Wildlife-Associated Recreation: State Overview. United States Department of the Interior, United States Fish and Wildlife Service, Washington, D.C.

Finally, five highest priority recommendations and five additional recommendations were developed to: 1) justify the need for expanded funding beyond the traditional source; 2) ensure stakeholders are aware of the benefits of HB 38; 3) develop a systematic plan for increasing information dissemination to constituents; 4) ensure HB 38 funds are used to address the highest priority items identified by both internal and external constituents; 5) address access, deer abundance, and recreation on private land liability issues; 6) recognize the importance of education for all stakeholders; 7) develop education that addresses conflicting boating uses; 8) separate wildlife viewing from wildlife management; 9) address the different needs of suburban/urban residents; and 10) develop a long-term plan to address needs for additional funding.

Wildlife Trust Fund (funded by extractive industries and earmarked for the Department)

Primary obstacles and opposition: Given the Department's run at a Natural Resource Trust Fund in the past, and most recently in 2005 when the WWNRT was established but not administered by the Commission or dedicated to Department projects, the Department may find it difficult to garner support for an additional trust fund, particularly during a relatively stagnant energy development period, although there are several large natural gas projects in various stages of the National Environmental Protection Act process.

If funds are generated directly from the extractive industries, it may be perceived that these funds should go directly toward habitat restoration and enhancement work post-energy development, and may limit the Department's ability to use the funds for a wide variety of programs. Additionally, extractive industries may request that the Department relax other development-related stipulations or that other State agencies relax permitting and reclamation requirements given their contributions (voluntary or not) to the trust account. In other words, contributing to a trust fund would likely be seen as an additional burden to what are viewed by industry as already burdensome development and reclamation standards. The idea of a trust fund sourced by extractive industries is not part of the Governor's 2012 Wyoming Energy Strategy⁵⁹ as it relates to conservation, reclamation, mitigation, or bonding.

Primary partners and allies: Environmental NGOs and citizens whose land has been adversely impacted by energy development could prove to be strong allies. Partnering with the agricultural community (i.e., large landowners) that is impacted by energy development could be an opportunity. The Governor's Office is a potential proponent if the fund could be melded into the Wyoming Energy Strategy reclamation and mitigation categories. The public expressed modest support for a trust fund in the past.

Long-term sustainability: A wildlife trust fund that is in some way sourced by extractive industries in the State would vary in sustainability based on the means for acquiring the fund's money. In other words, deposits into the fund could occur in a number of different ways, causing variance in the annual yielded amount. For example, the fund could be sourced by a portion of the State's mineral severance

⁵⁹ Wyoming Energy Strategy. 2012. Online: <http://governor.wy.gov/Energy%20Related%20Documents/Wyoming%20Energy%20Strategy.pdf>.

tax, federal mineral royalties, or could be funded by voluntary (or compensatory) “mitigation” dollars provided by industry. Different industries (e.g., oil and gas, mining, etc.) would likely contribute different amounts based on production and/or amount of surface disturbance. Annual revenues to the trust account would also likely mirror the boom and bust cycles experienced by the State as the willingness of industry to contribute voluntarily (i.e., mitigation dollars) or the involuntary contributions (i.e., severance tax, federal mineral royalties) waxed and waned.

Expected implementation strategy: Implementation would occur through the Legislature.

Other comments and notes: A trust fund sourced from a portion of the severance tax or federal mineral royalties would likely be administered through the General Fund, and not the Commission, unless the Commission can demonstrate its ability to administer such funds.

Fuel Tax

Primary obstacles and opposition: Due to WYDOT’s budget shortfall, a bill (HB 69) was supported and introduced by a Legislator and passed in 2013, which increases the State fuel tax by \$0.10. WYDOT has been attempting this for 8-10 years. The bill also increases distributions of gasoline tax revenues to State Parks in an equivalent amount based on the increase to the gasoline tax. The primary obstacle for a Department fuel tax bill would be competition with the recently passed WYDOT fuel tax bill. Additionally, the overall anti-tax sentiment from Wyoming citizens could make bill passage challenging.

Primary partners and allies: If the Department attempts to pass a fuel tax bill alone, its allies would be the coalition of partners established. The likely partners would be hunters and anglers, non-consumptive users, NGOs, outfitters, outdoor clubs, and Legislators the Department convinces to support the bill. Unfortunately, the Department missed the opportunity to team up with WYDOT in a bill that would split revenue between the two agencies.

Long-term sustainability: According to the United States Energy Information Administration, Wyoming motor gasoline purchase volume has decreased annually since 1994 (data available from 1994-2011).⁶⁰ With a peak in 2006 (27,995,500 gallons sold), gasoline sales have decreased dramatically to 5,219,500 gallons in 2011. This trend indicates that gasoline sales are volatile and will probably either stay at current levels or decrease, with improved fuel efficiencies in newer vehicles. It is unclear if a fuel tax will stabilize the Department’s budget over the next 50-100 years, because gasoline usage may dramatically change in the future. For the short-term, it is probable that a fuel tax would benefit the Department.

Expected implementation strategy: Implementation would occur through successful legislative passage.

⁶⁰ United States Energy Information Administration. Online: <<http://www.eia.gov/>>.

Other comments and notes: The current State tax on gasoline, undyed diesel, kerosene, and biodiesel is \$0.14 (to increase by \$0.10 on 1 July 2013); aviation gas and jet fuel is \$0.05, and dyed diesel is \$0.01. A WYDOT employee estimated that those taxes generate approximately \$8-10 million a month in revenue, and that approximately \$99 million was collected in fuel revenue in 2012.⁶¹ Through a complex formula outlined in the Wyoming State Statute law book, money is distributed among Wyoming counties, cities and towns, and the highway fund. All money is used on roads. WYDOT oversees the highway fund, and money is used to maintain Wyoming's highways. Like the Department, the WYDOT budget is struggling and they expect a \$135 million shortfall annually to maintain roads at the current level. Wyoming's State fuel tax was the second lowest fuel tax in the United States (Alaska is the lowest), and will be comparable to other neighboring States when increased.

Lottery

Primary obstacles and opposition: Although there is significant opposition to legislation enabling a lottery in the State, a bill was passed (HB 77) in 2013 to create the Wyoming Lottery. Religion and public welfare are stated as reasons for this opposition. One major belief is that the lottery can have significant impacts on low income families or individuals who should be saving money instead of wasting it on gambling.

Primary partners and allies: Because a bill was passed in 2013, the Department has presently lost out on partnering opportunities for this funding mechanism.

Long-term sustainability: Lottery earnings typically stagnate over time. To counteract this affect, most States and the Multi State Lottery Association (MUSL) introduce new games annually. Keno and video lottery have also shown the most significant gains and participation. Unfortunately, such "live gambling" games are the most disfavored by those opposing lotteries and gambling. These forms of gambling are illegal in the recently passed bill.

Expected implementation strategy: Implementation occurred through successful legislative passage.

Other comments and notes: In recent history, three attempts have been made in the Legislature to pass a lottery. The last was in 2011 with HB 77, which failed in the House by a vote of 33-27, making Wyoming one of only seven States without a lottery. The 2013 Legislature passed HB 77, which becomes effective on 1 July 2013. This bill authorizes the lottery corporation (a board of directors appointed by the Governor) to operate a State lottery and enter into agreements with other States for a joint lottery. The bill specifies that 45% of the proceeds shall be available as prize money and the distribution of the State portion of the proceeds until 30 June 2019 as the first \$6 million to cities, towns, and counties. Any amount over that sum goes to the common school account within the permanent land fund. The Department will not be able to use any of the lottery funds at this time. It is possible that lottery funds may be reallocated after 30 June 2019.

⁶¹ Jaron Curylea, Senior Fuel Tax Examiner, Wyoming Department of Transportation, personal communication, 2012.

Lodging Tax

Primary obstacles and opposition: As with any new tax, the standard opposition applies and there will be public opposition, particularly in a conservative State like Wyoming. One of the most organized groups is the Wyoming Taxpayers Association. They are not opposed to new taxes, but they are certainly prepared to mount an opposition, as they are already against the new WYDOT fuel tax. They could conceivably become an ally if the Department was able to make a convincing enough case. Another likely opponent would be the Wyoming Lodging and Restaurant Association, a group of member hotels, motels, and restaurants that work together to improve the industry. They are quite active in government and politics, and would likely mount an opposition if they felt they were being unfairly targeted.

Primary partners and allies: A unique quality of the lodging tax is that it is often touted as the tax that we do not pay. That is, unlike other forms of taxable revenue, it targets nonresident visitors. This is why it has been so successfully implemented throughout the State (18 counties and 11 cities, all by ballot initiative). It does have somewhat broad appeal and a large constituency; in this case, Wyoming residents who benefit from a tax that they do not pay. It also has a variety of interest; essentially the entire tourism industry in Wyoming stands to benefit and could be relied on as potential partners. There has already been some discussion between the Department, State Parks, and the Wyoming Office of Tourism.

Long-term sustainability: Revenue from the lodging tax has steadily increased since its inception, and it would generally be considered a steady form of income. However, it is largely driven by tourism, which can fluctuate from year to year based on economic stability, weather, natural disasters, and public perceptions and desires.

Expected implementation strategy: Implementation would occur through successful legislative passage.

Other comments and notes: Voters may approve a lodging tax of up to 4% in any city, town, or county in Wyoming through a ballot initiative. It includes all sleeping accommodations for guests staying less than 30 days and includes everything from hotel and motel rooms to campsites for tents and campers. All lodging tax revenues (minus small administrative costs) are returned to the city, town, or county of origin, and at least 90% of the revenue must be used to promote travel and tourism within the area it was collected. The remaining amount, up to 10%, can be used for general revenue by the entity imposing the tax.

Current statewide revenue for lodging tax is approximately \$8.2 million per year; however, this is based on city and county rates that vary from 2-4%. Basically, there is not a consistent rate to base any revenue projections off of for Department purposes (i.e., a statewide lodging tax). However, in 2011, the amount of money spent on overnight accommodations was approximately \$523 million. The amount of revenue that would be generated by a statewide tax can be calculated based on that amount (e.g., 1% would be 5.2 million, 2% would be \$10.4 million, etc.).

Super Raffle

Primary obstacles and opposition: Opposition may come from localized hunting groups (i.e., Mountain View) or from Legislators who are very anti-gambling or anti-tax (e.g., Liberty Group) and feel it preys on lower income people.

Primary partners and allies: TRW committee members, Wyoming Wildlife Federation, and most sportsmen groups (so they do not lose their voice in wildlife management), the general hunting public, and potentially the restaurant and lodging industry, simply because it is not a lodging tax.

Long-term sustainability: The super raffle should be sustainable over the long term, but it will need to be marketed.

Expected implementation strategy: The bill (HB 37) was proposed to TRW in 2013 and passed. HB 37 will be effective 1 July 2013. This bill is exempted from the Gaming Laws and Commission and their rules and regulations, and gives the Department rulemaking authority. It will allow the Department the authority to implement it by FY14.

Other comments and notes: It is expected to generate approximately \$750,000-1 million annually.

Access Fees on Commission Lands and Easements

Primary obstacles and opposition: Enforcement of paying fees and compliance, as well as Federal aid restrictions, would be the primary obstacles. Colorado has stopped enforcing this fee requirement, and Idaho is waiting to see how Colorado's enforcement obstacle plays out before they move forward. The primary opposition could be commercial float companies, fishing guides, and recreational campers who use these lands.

Primary partners and allies: Possible partners and allies may include hunters, anglers, and NGOs.

Long-term sustainability: Initially, it would be very difficult to get compliance from all users. An effort to educate users through publications, radio, and signage would be needed. It may take several years and intense enforcement to ensure sustainability.

Expected implementation strategy: There would have to be Department staff and Commission approval. Implementation would occur through successful legislative passage. It may be possible through the Commission and W.S. Chapter 23 to bypass the Legislature. The next step would be the education process. Finally, the Department would need to enforce the law. It is possible that law enforcement commissioning or partial commissioning would be required for Department Habitat and Access personnel.

Other comments and notes: This may be a very difficult funding mechanism to advance because of what has happened in Colorado and their problems enforcing fee collection.

Severance Tax

Primary obstacles and opposition: The mineral and energy industries, Legislators, and the public who believes the tax would be passed on to them, and a general anti-tax sentiment in Wyoming.

Primary partners and allies: Sportsmen groups, NGOs, environmental entities, and other entities and businesses that would not be affected by other funding options.

Long-term sustainability: Even though mineral prices and severance taxes fluctuate on an annual basis, this would be a large, fairly stable amount of funding. Current severance taxes are raising \$600 million annually, but it has been as much as \$1.2 billion in recent years. A simple 1% of these taxes would raise \$6-8 million per year.

Expected implementation strategy: Implementation would occur through successful legislative passage.

Other comments and notes: Any form of severance tax earmarked for the Department would almost certainly have extensive legislative oversight and limit the Department's flexibility in fund appropriations.



Appendix 2. Key stakeholders identified for the Wyoming Game and Fish Department's effort to secure long-term alternative funding.

A stakeholder is an individual or entity that is affected by the Department's management, programs, and services and, consequently, is affected by the Department's long-term funding challenge. The Department has a wide variety of stakeholders across the State whose interests and values are impacted by its management of resources and fulfillment of statutory requirements. Stakeholders' support or opposition to Department management actions, programs, services, or needs may change according to the issue at hand. Thus, the Department's key stakeholders include both support and opposition entities. In moving forward with building a case for alternative funding and eventually a proposal to obtain that funding, the Department must consider, include, and bring along all of its key stakeholders in order to realize success. Examples of key stakeholder groups and specific entities are presented below.

General Public

Members of the general public are key stakeholders in the Department's effort to secure a source of long-term alternative funding. People from whom the Department may garner support could include:

- Families that have participated in Department wildlife education and conservation programs, such as Forever Wild and the various conservation camps
- Unaffiliated sportsmen
- Non-consumptive access area users

Engaging those who have benefited from Department programs and services is one way to build a broader support base. Additionally, targeting the outdoors values of individuals and families and connecting those values to the benefits and costs of Department programs and services is a key component of the long-term alternative funding effort. The Department's Tier I and Tier II contacts are also members of the general public. Tier I contacts are individuals and organizations with statewide political influence, and are considered critical to a successful funding campaign. Tier II contacts are more local in nature but are politically important, so they receive more detailed information than the general public. Utilizing these contacts to demonstrate the funding need and build support is another way to broaden the support base.

Sportsmen Groups and Species-specific NGOs

Sportsmen groups are perhaps the stakeholders most familiar to the Department. In Wyoming, the list of these organized entities is long, sometimes general, and sometimes species-specific. Examples include:

- Big Game Forever
- Bowhunters of Wyoming
- Ducks Unlimited
- Muley Fanatics

- North American Grouse Partnership
- North Platte Walleyes
- Pheasants Forever
- Rocky Mountain Elk Foundation
- Safari Club International
- Sportsmen for Fish and Wildlife
- Trout Unlimited
- Wild Sheep Foundation
- Wyoming Federation of Union Sportsmen
- Wyoming Outfitters and Guides Association

The Department is statutorily mandated to manage all wildlife species in the State. The Department's ability to fulfill that requirement with regard to individual species necessarily impacts these groups. Leaders and members of these groups are passionate about the conservation of a particular species or species group and their habitats, as well as harvesting those species. The Department should utilize and direct this passion toward the support of alternative funding because it will impact the continuation of successful management and conservation of a group's focal species in the State.

The Department must continue its efforts to communicate its needs and proposals for sources of long-term alternative funding to these groups, as they can be highly influential to the Department's traditional support base, and the groups' many members supply a traditional source of revenue to the Department through hunting and fishing license fees. Additionally, sportsmen groups fund a number of grants for Department wildlife and habitat projects. As the Department seeks alternative sources of funding, the Department must convey the message that the interests of Wyoming's sportsmen remain at the forefront.

Agriculture

Historically, the agricultural community has been one of the Department's biggest stakeholders. This stakeholder group includes unaffiliated landowners and members of groups such as:

- Wyoming Wool Growers Association
- Cattleman's and Grazing Associations
- Wyoming Stock Growers Association

Wildlife management has an impact on private and leased lands, and vice versa. Leadership in agricultural groups has also been one of the Department's most vocal opponents on various past funding proposals. Opponents are key stakeholders because it will be difficult to successfully move forward with an alternative funding proposal without moving organized opposition to neutral or supporting roles. The Department should target a specific message to the agricultural community concerning the mutual goals and benefits that additional funding would bring.

Broad-based Conservation NGOs

Broad-based conservation NGOs are stakeholder groups that focus on statewide, regional, and sometimes nationwide conservation and protection efforts. These groups may have local member chapters or initiatives, or may be entirely based in Wyoming. Examples include:

- The Nature Conservancy
- Wyoming Outdoor Council
- Wyoming Wildlife Federation
- Theodore Roosevelt Conservation Partnership
- National Audubon Society

While the mission statements of each of these groups may vary, resource conservation and protection are at the core, and each has an interest in the long-term success of the Department's management, programs, and services. Maintaining support and advocacy for the Department among these groups is important to the pursuit of sources of long-term alternative funding.

Non-consumptive NGOs

Non-consumptive NGOs include groups such as:

- Audubon Rockies
- Outdoor Writers Association
- North American Association for Environmental Education

These groups have a membership base with interests in non-consumptive enjoyment of the outdoors. Their missions are tied to connecting the public to nature and the outdoors through activities and experiences that are not necessarily hunting and fishing related. With the Department's funding need being generated, in part, as a result of an increase in demand for such non-consumptive opportunities, it should prioritize tapping into these groups and building support among the local memberships.

Economic

Department management, programs, and services result in hundreds of millions of dollars in wildlife-related expenditures in Wyoming generating significant revenues for State and local economies. The Department's fish and wildlife management also provides a resource for various forms of outdoor and recreation media. Economic stakeholders include State and local groups such as:

- County Commissioners
- Wyoming Restaurant and Lodging Association
- Local Chambers of Commerce
- Wyoming Business Council
- Wyoming Office of Tourism
- Outdoor recreation media companies (e.g., television and magazines)

- Nature-based tourism companies
- Local businesses where the Department purchases supplies

These groups derive economic benefit from the Department's management of fish, wildlife, and habitat resources and the funds spent across the State by the Department in pursuit of fulfilling its mandates (e.g., gas, tires, vehicle services, equipment, tools, etc.). Healthy resources coupled with healthy local economies are statewide values that the Department should capitalize on when pursuing an alternative source of long-term funding.

Energy Industry

Wyoming is one of the nation's leading energy producers. The State is home to local, regional, national, and international companies, and leases federally managed and State-owned lands and minerals for energy extraction and production to the economic gain of both private companies and the State.

Wyoming's energy industry includes companies in resources such as:

- Oil and Natural Gas
- Coal-bed Methane
- Coal
- Trona
- Bentonite
- Uranium
- Rare Earth Minerals
- Precious Metals
- Wind

All forms of energy development have surface impacts and, thus, affect wildlife and habitat both directly and indirectly. The energy industry is a stakeholder because the Department works closely with the industry whenever possible to avoid and mitigate impacts where practicable, apply protective stipulations, and improve reclamation. The energy industry interfaces with the Department primarily during the leasing and/or project development and planning phases of their work under either a Federal or State regulatory framework. Generally speaking, healthy wildlife populations and habitats benefit industry because they absorb and rebound from development-related impacts more readily than populations and habitats in poor condition. Historically, it has not been uncommon for the Department's other stakeholder groups to unite in opposition to leasing and development decisions in sensitive or highly valued areas of the State, creating difficult public relations situations for industry. It is important to remember that the energy industry invests significant resources in conservation and reclamation initiatives in Wyoming, and funds many wildlife-related research efforts. Politically speaking, the energy industry wields a lot of power in Wyoming. The Department must take steps to ensure key industry-related individuals (e.g., industry leaders and lobbyists) are, at the very least, not opposed to a proposal for long-term alternative funding. The Department may even benefit from garnering industry's support for this effort by carefully crafting a targeted message pertaining to the mutual benefits alternative funding would bring.

Educators

Educators are a general group of stakeholders who have access to many audiences of various ages, interests, and values. Educator groups may include:

- Primary and secondary school teachers
- College and university faculty
- Coaches and recreation instructors
- Adult and continuing education instructors
- Hunter education and conservation education instructors

Educators have the ability to inspire both children and adults with a sense of pride and ownership in Wyoming's wildlife and habitat resources. Although not all educational experiences are directly related to wildlife and habitat, many topics can be linked back to the outdoors and Wyoming's landscapes and culture, which includes a strong tradition of hunting, fishing, and trapping, as well as wildlife watching. Seeking opportunities to work with educators and their respective students to bring focus and emphasis to relevant topics and issues affecting the Department is a worthy avenue for educating the public by connecting their educational experiences and values to the Department's work.

Individual Champions

The Department has many outspoken individual supporters, some of whom are past directors or political figures, as well as current political office-holders. These individual champions are stakeholders the Department should utilize to build its case for support and spread its message regarding funding needs and proposals, because they have a passionate advocacy for Department programs and services and can eloquently convey that message to a broad range of people. Mobilizing individuals with "name draw" may help build credibility in a proposal for a source of long-term alternative funding among constituents across the State. Additionally, the Department should engage these individuals in Cheyenne during the legislative session when a proposal is being considered to keep the issue positive, factual, and at the forefront of Legislators' minds.



Appendix 3. Review of alternative funding mechanisms utilized by various State wildlife agencies.

Arizona Game and Fish Department

The Arizona Game and Fish Commission (AGFC) Heritage Fund was established in 1990, funded by monies derived from the State lottery fund. The Fund was enacted through a voter-passed initiative that earmarks approximately \$20 million to be split between the Arizona Game and Fish Department and the Arizona Parks Department. Since 1992, the AGFC has received annually between \$6-10 million in funding through the program. Funding was used mainly to finance endangered species work, urban wildlife work, and education programs, and to create new outdoor recreation opportunities. The AGFC also sets aside a portion of funds and administers them through a grants program.

Legislators and politicians have made some successful and some unsuccessful attempts to eliminate or drastically alter the Heritage Fund. To reduce threats to the program, the Arizona Heritage Fund Alliance was established to monitor legislative activity and political uprisings.

The Arizona Wildlife Conservation Fund is another voter-approved act that distributes a portion of Arizona tribal gaming revenue. The fund was also designed so it is not subject to appropriation, and administrations of funds within the Department are not typically subject to any outside influences. This program supports conservation and restoration of habitat, and the purchase of habitat. The Fund is solely administered by the AGFC. Revenue has averaged approximately \$5.3 million annually the last 5 years.⁶²

Another proposed program in Arizona was the “Arizona Wild Card Package”. This program was not funded, with one of the main reasons being a lack of ability to generate real funds. The program was pitched to be a voluntary wildlife viewing membership that would offer various discounts to members. The funding was to be used to increase recreational opportunity and recreational lands. Costs to administer the program and salaries overrode the perceived benefits of the program.

Key Lessons Learned

At some point, political powers and Legislators will attempt to take, remove, or destroy funding sources. This is never more the case than in Arizona, and if anything is learned from this State’s trials it would be to plan ahead for the protection of income and assets. Arizona has gone so far as to create the Arizona Heritage Fund Alliance to do so. An alliance such as this is a powerful lobbying tool. The Alliance has also aided the State in attaining other, more diversified funding sources.

⁶² Edelson, N. International Association of Fish and Wildlife Agencies. 2005. Investing in Wildlife: State Wildlife Funding Campaigns, Summary of Findings. Washington, D.C.

Arkansas Game and Fish Commission

Similar to Missouri's Conservation Sales tax, the voters of Arkansas passed Amendment 75 on the 1996 ballot, creating additional revenue for the Arkansas Game and Fish Commission (AGFC), Arkansas Department of Parks and Tourism, Department of Arkansas Heritage, and the Keep Arkansas Beautiful Commission. AGFC initially sought funding in 1976 with a 1/8th cent sales tax. This effort failed, with similar efforts in 1984 and 1986 also meeting the same fate. In 1994, the above mentioned partner agencies lobbied for a 1/8th cent sales tax, but the initiative was barred from the ballot due to "improper advertising". Finally, in 1996, Arkansas voters narrowly passed the initiative. Revenue was allocated to AGFC (45%) and State Parks (45%), with the other partners receiving the remainder. Effectively, the AGFC receives 1/16th of a cent on all taxable items sold in the State.

Arkansas' successful campaign was an exhaustive grassroots effort actively supported by then-Governor Mike Huckabee. Mr. Huckabee's support was noteworthy, as he was labeled an anti-tax, fiscally conservative leader. The Governor made well publicized float trips down the Arkansas River and spoke favorably about the need for increased AGFC funding. The public was surveyed to document attitudes and opinions on AGFC's performance and public priorities. Survey results and input from public meetings were compiled into a "Plan for Conservation", which detailed how funding would be allocated and spent. Several conservation groups worked tirelessly to promote the campaign, and leaders within the Funding Study Subcommittee of the Arkansas Legislature ultimately approved and proposed the amendment to voters in 1996.⁶³

Timing of the campaign was critical. In 1992, State Parks needed \$120 million just to maintain basic infrastructure and repairs. By 1997, the shortfall had grown to \$177 million. The AGFC promised the public that, with increased funding, it would: strengthen law enforcement, acquire and improve wildlife habitat, promote conservation education, upgrade fish and wildlife management efforts, create habitat for threatened and endangered species, and bolster support services and agency administration. If legislation was not passed in 1996, a 30% reduction in public access and a severely reduced fish stocking program in lakes and rivers were expected.

Since 1996, the AGFC has largely met these goals with additional law enforcement in each county, overhauls of the information and education program, additional fishing and hunting programs for youth and families, and improvements to capital facilities to better serve the public. All this has been accomplished while keeping license costs at 1986 levels.⁶⁴ In 2000, Arkansas began a Conservation License Plate program. The AGFC Conservation Scholarship Fund receives \$25 and the Department of Finance and Administration receives \$10 from each Conservation License Plate sold.

⁶³ Arkansas Game and Fish Commission. 2006. Conservation Sales Tax: A Little Help from Nature's Friends. Arkansas Game and Fish Commission, Little Rock.

⁶⁴ Arkansas Game and Fish Commission. 2006. Conservation Sales Tax: A Little Help from Nature's Friends. Arkansas Game and Fish Commission, Little Rock.

Key Lessons Learned

Like other States, Arkansas failed several times before successfully securing long-term funding. Failures occurred due to lack of support and planning, and also due to an “improperly conducted” advertising campaign and subsequent appeal.

The final campaign succeeded due to many factors, including support from the Governor’s office, a blatant need to maintain and improve services and facilities, and a strong grassroots effort that garnered support from sportsmen and non-sportsmen alike. Improving services and recreational opportunities, while maintaining fixed license and permit fees, was a key component to success.

Colorado Parks and Wildlife

In addition to traditional license and permit dollars, Colorado Parks and Wildlife (CPW) receives funding from several other avenues. Great Outdoors Colorado (GOCO) is a 1992 voter-passed initiative that amended the State Constitution to allocate 50% of lottery funds to CPW to support habitat protection, species conservation, wildlife education, and wildlife viewing. Funding also supports nongame and nonsport fish work and activities. Annually, CPW receives about \$8-9 million of funding from GOCO.

The Colorado Legislature also created a Species Conservation Trust Fund, utilizing the State mineral severance tax to support at-risk native species in the State. Agencies in Colorado prioritize programs on an annual basis and the Legislature then appropriates funds based upon said list. This program also funds part of the State’s “Aquatic Nuisance Species Fund”.

Similar to many other States, residents of Colorado have the option to make voluntary donations to wildlife conservation through a tax check-off program. As many other States have found, participation and revenues decrease over time with such a program. CPW received about \$175,000 in FY12 from the program.

A “semi-voluntary” habitat stamp was also created in 2005. Originally, this stamp was to be required by sportsmen but also required to access State wildlife areas, thus tapping into the non-consumptive user groups. Very few people voluntarily purchased the stamp and the State ran into issues with Pittman-Robertson/Dingell-Johnson rules and regulations, forcing the State to actually pay back large amounts of Federal dollars in the first few years. Due to continual problems and little support, habitat stamp requirements were ratified in 2010, eliminating the requirement to purchase the stamp to access State lands. Approximately \$6 million was raised in FY12 through the habitat stamp; however, hunters and anglers make up the bulk of this revenue, as the stamp is required for those activities.

Key Lessons Learned

Aside from many of the lessons or key comments already mentioned, it is important to note that Colorado has seen a stagnation or lack of support for many of their smaller funding sources. Voluntary non-consumptive support often diminishes over time, with some programs barely managing to support themselves.

Idaho Department of Fish and Game

The Idaho Department of Fish and Game (IDFG) utilizes several mechanisms to derive funding for nongame species management and protection. While these mechanisms are designed, in large part, to tax non-consumptive users, the State feels strongly that a large portion of support in these voluntary programs comes from traditional consumptive users. The Idaho Fish and Wildlife Foundation sponsored legislation creating a specialty license plate. The plate carries extra fees that go to the previously mentioned nongame set-aside account. Small portions of license plate purchases are also directed to Idaho Department of Parks and Recreation and various disease control programs, based upon the type of license. Idaho also offers a voluntary tax check-off.⁶⁵

Idaho has attempted to enact additional legislation to provide long-term alternative funding, but these efforts have all ultimately failed. In 2012, the State held a “Wildlife Summit” to facilitate conversation among residents concerning the current funding situation of the IDFG and to discuss its changing requirements and needs.

Key Lessons Learned

A portion of Idaho’s traditional sportsmen were very vocal and adamantly opposed the Summit, declaring Idaho was going “non-consumptive”. In hindsight, some felt they should have better prepared Idaho sportsmen on the intent and purpose of the Summit. Idaho has struggled with support for increasing taxes or support from non-consumptive user groups.

Minnesota Department of Natural Resources

Minnesota voters approved a Clean Water, Land, and Legacy Amendment Act on the November ballot in 2008. The tax placed a 3/8th of 1% tax on all taxable sales until 2034. Monies are dedicated to a newly created Outdoor Heritage Fund (33%), Clean Water Fund (33%), Parks and Trails Fund (14.25%), and an Arts and Cultural Heritage Fund (19.75%), with specific guidelines on how funds are spent. In FY10, these programs received approximately \$243 million of funding from the amendment.⁶⁶ It is important to note that monies generated are specifically earmarked for certain programs and uses within each fund.

Minnesota was largely successful due to the scale of their campaign. Individuals and organizations ranging from traditional hunting groups to art and culture groups supported and campaigned for the cause. The arts community was very critical to the amendment’s success, as the community had huge political connections and an already established citizen coalition that rallied in a grassroots effort to support the bill. After sportsmen groups pitched the funding bill and garnered support from the arts community, national level conservation organizations began to offer support, realizing the monumental importance of the bill. All of these levels of support were organized into a “Vote Yes” campaign.

⁶⁵ Edelson, N. International Association of Fish and Wildlife Agencies. 2005. Investing in Wildlife: State Wildlife Funding Campaigns, Summary of Findings. Washington, D.C.

⁶⁶ Minnesota Department of Natural Resources. 2013. Online: <http://www.dnr.state.mn.us/news/features/amendment.html>.

Interestingly, supporters of the bill heavily advertised that increased funding would be used to supplement rather than supplant programs and activities. Since passage, affected organizations have been very open and transparent about the utilization of funds. Budgets and project overviews are available to the public electronically.

Key Lessons Learned

Collaboration was the key to Minnesota's success. Minnesota has a good-sized affluent and educated population in their large cities that was likely to support the arts and education; tying into this support was critical. The campaign did not focus on maintenance of services; it focused on improved service and opportunity. This is noteworthy, as many States seeking funding have done so in the vein of maintaining services and status quo. Minnesota, like many other States mentioned in this appendix, draws from a much larger population than Wyoming, which is important to consider when assessing funding mechanisms. A similar tax in Wyoming would not generate anywhere near the income due to a limited number of taxpayers and residents.

Missouri Department of Conservation

In 1976, Missouri voters approved a Constitutional amendment creating a 1/8th cent sales tax to be solely managed by, and dedicated to, the Missouri Department of Conservation (MDC). This monumental accomplishment was realized by a voter-passed initiative. Today, MDC's conservation tax produces nearly \$90 million per year. The State also has an additional 1/10th cent sales tax dedicated to State parks and soil and water conservation. MDC's funding model is the envy of all other fish and wildlife management agencies. The support and organization of Missouri's residents were the major components in passing this key referendum. Without huge public support and an intact voter initiative system, this success would likely not have been possible.

One of the first steps Missouri took in their push for additional funding was an outside review by well known expert—Starker Leupold (son of Aldo Leupold), Charles Fox (water expert from Wisconsin), and Charles Callison (Executive Secretary of the National Audubon Society and native of Missouri).⁶⁷ The review found the MDC was doing little for the non-consumptive user group and the MDC faced stagnation or degradation of their programs without additional funding.⁶⁸

Missouri's first attempt to generate additional funding came in 1969, in the form of a one cent sales tax on all soda bottles. The tax was to generate over \$20 million annually. The attempt failed on two major points; namely Seven Up headquarters was located in St. Louis, and the petition lacked the words "Be it hereby enacted", prompting a review and invalidation ruling by the State Supreme Court. The Conservation Federation of Missouri (who led funding efforts) pushed on, looking for alternative funding sources and sound legal advice to avoid similar blunders. The result was the 1976 voter-passed sales tax that now generates over \$90 million dollars and 60% of MDC's annual funding.

⁶⁷ Missourians 'Show Us' How to Protect Habitat. 2007. Delta Waterfowl, Jefferson City, Missouri.

⁶⁸ Missouri Department of Conservation. 2008. Conservation Facts Handbook. Missouri Department of Conservation, Jefferson City.

Key Lessons Learned

Several things can be learned from Missouri's successes and mistakes. Top priorities in a campaign include proper legal review of all legislation or initiatives, consideration of key stakeholders in planning, and using a strong group representing a wide variety of constituents to push funding. How funds are allocated and controlled is a key component of any funding mechanism. Missouri's funds are solely administered by the MDC. While other States have passed taxes or created other sources of alternative funding, few States have as much control and oversight of funding appropriations. Every State reviewed in this appendix that has developed a large scale, long-term alternative funding mechanism has done so through a vote of the people. This sort of action is highly unlikely in Wyoming due to the State's voter-initiative rules and statutes.

Nevada Department of Wildlife

The Nevada Department of Wildlife (NDOW) has taken a slightly dissimilar approach to alternative funding when compared to other States. Recent legislation (AB 307) created language that forces energy developers to pay for proper review of impacts to wildlife and habitat, creating a "cost-recovery" for NDOW's review. The bill was supported by nearly all affected parties, including the conservation community, Governor's office, and the extractive industry. Additional funds created from the bill will be utilized by the NDOW to support conservation projects in accordance with the Nevada State Wildlife Action Plan.⁶⁹

Nevada also has a Habitat Conservation Fee similar to other States. Recently, a bill (AB 503) proposed by the conservation community provided an opportunity for the non-consumptive user to help fund species monitoring.

Similar to other States, Nevada has a "Dream Tag Raffle Program". While not unique or noteworthy, this raffle program requires the purchase of a \$10 Resource Enhancement Stamp (similar to a conservation stamp) prior to entering the raffle.

Key Lessons Learned

Nevada has largely focused efforts on making user groups pay for services, be it the energy industry or non-consumptive user groups. Recent bills aimed at charging fees for non-consumptive users have been successful due to support from the groups, but overall revenue from the efforts has been small. NDOW's Dream Tag Raffle is slightly unique in that it mandates that applicants first purchase a Resource Enhancement Stamp (similar to Wyoming's Conservation Stamp). This model could possibly be incorporated into Wyoming's new raffle program.

⁶⁹ Edelson, N. International Association of Fish and Wildlife Agencies. 2005. Investing in Wildlife: State Wildlife Funding Campaigns, Summary of Findings. Washington, D.C.

Oregon Department of Fish and Wildlife

The Oregon Department of Fish and Wildlife (ODFW) has two similar programs that aim to capture funds from non-consumptive users. One program created a voluntary Habitat Protection Stamp. The Habitat Protection Stamp program saw very little participation until the State required a Stamp or a parking permit to access wildlife areas. Basically, individuals accessing State wildlife areas have the choice of purchasing an annual parking permit or a Habitat Protection Stamp (which includes an annual parking permit) for a similar price, although those purchasing a stamp can receive an actual collectable stamp. Habitat Stamps and parking permits generate very little revenue but help cover some costs associated with maintaining user facilities at popular wildlife areas. Bird watching is the most common non-consumptive use at most of the State wildlife areas.⁷⁰

Key Lessons Learned

Oregon's voluntary Habitat Protection Stamp generated very little funding. Until the stamp or a permit was required for parking on Department lands, even less revenue was generated. It is important to note that Federal Pittman-Robertson and Dingell-Johnson dollars contain language that makes charging access fees to areas supported by Federal dollars tenuous.



All photographs provided by Mark Gocke

⁷⁰ Edelson, N. International Association of Fish and Wildlife Agencies. 2005. Investing in Wildlife: State Wildlife Funding Campaigns, Summary of Findings. Washington, D.C.