

**Wyoming Game & Fish Department:  
Private Lands Public Wildlife  
Access Program**

**Management Audit Committee  
December 2002**

**Management Audit Committee**

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## Wyoming Legislative Service Office

# EXECUTIVE SUMMARY

## Wyoming Game & Fish Department: Private Lands Public Wildlife Access Program

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Program Evaluation Division

December 2002

### Purpose

The Management Audit Committee directed staff to undertake a review of the Game & Fish Department's Private Lands Public Wildlife Access program (PLPW). The Committee requested basic information explaining PLPW objectives and progress, and an analysis of operational and policy challenges faced by the Game and Fish Department (WG&F) in managing the program.

### Background

The Game and Fish Commission developed PLPW to enhance public access to wildlife, and to maintain and enhance wildlife habitat on private lands. Its four component programs, Walk-in Area, Hunter Management, AccessYes, and Habitat Enhancement (a pilot program), engage important WG&F constituents: sportsmen and landowners.

In exchange for allowing hunters and anglers access to their land, participating landowners receive modest financial or in-kind compensation. As of November 2002, PLPW had enrolled nearly one million acres of land for hunting access, and hundreds of lake acres and stream miles for fishing access. These areas are found in 22 of Wyoming's 23 counties.

In FY '02, the cost of operating the program was nearly \$970,000. One-third of PLPW expenditures were covered by a dedicated

portion of Conservation Stamp proceeds, direct donations, and interest earnings. The WG&F operating fund supplied the bulk of funding for PLPW, \$656,515.

### Results in Brief

PLPW became a permanent program in July 2001. Because staff is still defining program scope, direction, and procedures, extensive evaluation at this time would be premature. However, our review suggests two areas in need of attention at this early stage. We found that WG&F needs to improve its information tracking and reporting systems to address stakeholder concerns about the value of PLPW. Also, the long-term success of PLPW may be affected by the lack of statewide consensus or policy with regard to the value of wildlife resources. We suggest collaborative efforts to build consensus.

### Principal Findings

PLPW is not currently reporting results in ways that clearly inform stakeholders of progress towards program goals. Good reporting of program information can demonstrate success to stakeholders and policy makers. We recommend that PLPW expand and improve its reporting of program performance.

In Wyoming, where over fifty percent of wildlife habitat is on private lands, deeply-held values regarding the rights of private land ownership can conflict with values regarding public ownership of wildlife.

These issues extend far beyond the scope of the PLPW program, but this review can serve as an impetus to begin developing statewide accord. We recommend that the Commission request the Institute for Environment and Natural Resources (IENR) at the University of Wyoming to bring together the diverse groups and interests surrounding wildlife issues.

### **Agency Comments**

WG&F agrees with the report's recommendation that PLPW should expand and improve its reporting of program performance. They note they are in the process of developing the first PLPW annual report. WG&F partially agrees with the report's recommendation that the Commission request IENR to bring together the diverse groups and interests surrounding wildlife issues. Instead, WG&F suggests working with IENR on a case-by-case basis as IENR's abilities and resources allow.

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*Copies of the full report are available from the Wyoming Legislative Service Office. If you would like to receive the full report, please fill out the enclosed response card or phone 307-777-7881. The report is also available on the Wyoming Legislature's website a legisweb.state.wy.us*

# Recommendation Locator

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<b>Page Number</b>	<b>Recommendation Summary</b>	<b>Party Addressed</b>	<b>Agency Response</b>
22	<b>Recommendation:</b> PLPW should expand and improve its reporting of program performance.	WG&F Department	Agree
27	<b>Recommendation:</b> The Commission should request IENR to bring together the diverse groups and interests surrounding wildlife issues.	WG&F Commission	Partially Agree

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# INTRODUCTION

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## Scope and Acknowledgements

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### Scope

W.S. 28-8-107(b) authorizes the Legislative Service Office to conduct program evaluations, performance audits, and analyses of policy alternatives. Generally, the purpose of such research is to provide a base of knowledge from which policymakers can make informed decisions.

In May 2002, the Management Audit Committee directed staff to undertake a review of the Game & Fish Department's Private Lands Public Wildlife Access Program (PLPW). PLPW consists of four programs: the Walk-in Area, Hunter Management, AccessYes, and Habitat Enhancement programs. The Committee requested an assessment of basic information explaining PLPW's history, performance, and accountability. The Committee also requested an evaluation of operational and policy challenges the program faces.

### Acknowledgements

The Legislative Service Office expresses appreciation to those who assisted in this research, especially the Wyoming Game and Fish Department staff at all levels of the organization, and current and former Commission members.

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# CHAPTER 1

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## PLPW Shows Initial Success, But Due to WG&F's Funding Shortfall, Its Future May Be Uncertain

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***PLPW increases recreational opportunities while helping WG&F manage wildlife.***

The Game and Fish Commission developed the Private Lands Public Wildlife Access Program (PLPW) to enhance public access to wildlife, and to maintain and enhance wildlife habitat on private lands. PLPW's four programs reward landowners who allow public access to their lands for hunting and fishing; the different programs offer incentives such as modest financial support, small habitat improvement projects, and hunter management (law enforcement) assistance. By addressing private land issues in conjunction with access, PLPW actively engages three of the Wyoming Game and Fish Department's (WG&F) primary constituents: hunters, anglers, and landowners.

### PLPW Is the Umbrella for Four Programs

PLPW consists of four programs: the Walk-in Area Program with hunting, fishing, or hunting and fishing areas; the Hunter Management Program; the AccessYes Program; and the pilot Habitat Enhancement Program. The four programs were phased in between 1999 and 2002.

***WG&F manages hunters on certain privately-owned lands enrolled in PLPW.***

**Hunter Management Program.** The Hunter Management Program applies to large tracts of private land, or a combination of private and public land accessible through private land, on which WG&F leases access and manages hunters in exchange for public access to hunt. Access is restricted to hunters who have obtained written permission from WG&F. Hunters are expected to abide by ranch rules while on private land; landowners retain the right to impose certain conditions on the use of their land, such as forbidding campfires or requiring vehicles to stay on designated roads.

Landowners or associations of landowners qualify to participate if they provide approximately 1,000 hunter days of recreation<sup>1</sup>, or if they are in associations in which one ranch owns at least 10,000 acres. Landowners are not paid for public land within Hunter Management Area borders, only for deeded land. (*See Appendix B for compensation rates for all programs.*)

***Walk-in areas open private lands to all licensed hunters and anglers.***

**Walk-in Area Program.** Walk-in areas are tracts of private land on which the Game and Fish Commission (Commission) leases access for hunting, fishing, or both. Access is open to all sportsmen with valid licenses; they can drive to the borders of the property, but not within the boundaries unless PLPW signs designate roads for use.

Landowners qualify to participate if they own: at least 80 contiguous acres of land; 40 acres where waterfowl hunting is available; fishable ponds; or ¼ mile or more of running water. Participants receive compensation according to the number of acres enrolled in the program, with a maximum of \$1,200 per year per contiguous parcel. However, a landowner may enroll in both hunting and fishing walk-in programs and receive double compensation, and may enroll multiple non-contiguous parcels.

***Donations from sportsmen, plus ¼ of Conservation Stamp proceeds, fund access purchases.***

**AccessYes.** AccessYes refers only to the voluntary funding component of the PLPW program. In 1999, the Legislature authorized, in W.S. 23-1-501(e), creation of a fund to collect donations, the proceeds of which can be used only to purchase access to private and public lands. Sportsmen have three ways of indicating they wish to donate a whole-dollar amount to the program: by marking a check-off box on license applications or when they receive their licenses, or by donating through license agents. In 2000, the Legislature directed that \$2.50 of the mandatory \$10 Conservation Stamp fee be deposited in the AccessYes Fund; these funds can be used to purchase access. (*See Appendix A for statutes.*)

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<sup>1</sup> Calculation of recreation days is based on a combination of factors including the length of the season, the average length of the hunting or fishing trip in the area in question, and the number of permits available for area use.

***Small grants fund habitat projects on private land.***

**Habitat Enhancement Program.** The Habitat Enhancement Program was introduced as a pilot in July 2002, with the Commission allocating \$25,000 from the Wildlife Trust Account for the program’s first year of operation. Future allocations will be determined through Commission action each year. Under this program, WG&F can allocate up to \$1,500 per project for a variety of small projects designed to enhance wildlife habitat. These projects require minimal paper work and are intended to provide landowners and WG&F with maximum flexibility.

**PLPW Is Active Throughout the State**

As of November 2002, PLPW had enrolled nearly one million acres of land for hunting, plus hundreds of lake acres and stream miles for fishing, as illustrated in Table 1. Enrolled lands are located throughout the state and are managed in three PLPW regions. *(See Appendix C for county-level detail, and Appendix D for statewide map.)*

**Table 1.**

**PLPW Areas and Acreage by Region  
FY '02**

***Nearly one million acres of private lands have been enrolled in three PLPW regions covering the state.***

<b>PLPW Region</b>	<b>Areas</b>	<b>Acres</b>	<b>Lake acres</b>	<b>Stream miles</b>
<b>Casper</b>				
Hunter Management	3	148,834	0.0	0.0
Hunter Walk-in	58	111,745	0.0	5.1
Fishing Walk-in	20	0	76.5	20.1
<b>Total</b>	<b>81</b>	<b>260,579</b>	<b>76.5</b>	<b>25.16</b>
<b>Cody</b>				
Hunter Management	6	223,394	0.0	0.0
Hunter Walk-in	87	107,856	0.0	18.3
Fishing Walk-in	34	0	118.9	35.3
<b>Total</b>	<b>127</b>	<b>331,250</b>	<b>118.9</b>	<b>53.61</b>
<b>Laramie</b>				
Hunter Management	7	186,402	0.0	0.0
Hunter Walk-in	152	200,090	80.0	6.8
Fishing Walk-in	4	0	0.0	11.8
<b>Total</b>	<b>163</b>	<b>386,492</b>	<b>80</b>	<b>18.5</b>
<b>All Regions</b>				
Hunter Management	16	558,630	0.0	0.0
Hunter Walk-in	297	419,691	80.0	30.2
Fishing Walk-in	58	0	195.4	67.2
<b>Total</b>	<b>371</b>	<b>978,321</b>	<b>275.4</b>	<b>97.4</b>

Source: LSO analysis of WG&F data

***PLPW is only one of several WG&F programs addressing access and habitat issues.***

### **PLPW Differs From Other WG&F Habitat Programs**

PLPW, with its four components, is only one of many programs developed by WG&F to address access and habitat issues. It is designed to appeal to willing landowners who are predisposed to allow access for hunting and fishing. With its modest compensation rates and small habitat projects, it aims to develop further support among landowners for more comprehensive WG&F habitat programs.

Other WG&F programs such as the Habitat Grants Program, Habitat Trust Fund Projects, and the Aquatic Habitat Program encompass a wider range of habitat issues. They also require a larger commitment on the part of landowners, who often provide matching funds, whereas conservation easement or fee simple purchases require greater financial commitment on the part of the agency.

***WG&F manages Wyoming's wildlife for the benefit of all the state's citizens.***

### **PLPW Contributes to the WG&F Mission**

As the steward of the state's wildlife resources, WG&F is responsible for managing all the state's wildlife and conserving its habitat; controlling hunting and fishing and enforcing applicable laws; serving as an advocate for wildlife, wildlife habitat, and all wildlife users; and expanding opportunities for the public to enjoy wildlife. Its mission is to manage wildlife for public benefits, and in cooperation with private landowners and land management agencies, to advocate habitat conservation that provides a wildlife legacy for the future. The primary tool for carrying out and funding this mission is the sale of hunting and fishing licenses.

***PLPW helps WG&F manage game animals and educate constituents.***

PLPW contributes to the agency's mission in several ways. Increasing access helps WG&F meet management objectives and harvest levels for big game. Small habitat programs provide WG&F with an opportunity to support landowner efforts to maintain wildlife habitat that is compatible with other agricultural uses. These small programs demonstrate to landowners the value of having wildlife on their lands. They also educate sportsmen about the contributions private landowners make to wildlife, including the extent to which landowner goodwill is essential to maintaining hunting and angling opportunities.

***The WG&F Commission sets policies for the Department.***

**WG&F Structure**

The Commission is the policy-making body of the Game and Fish Department. Commissioners are appointed by the Governor, subject to Senate approval, and serve for six-year terms. The Commission is a bipartisan body whose members are required by statute to have a general knowledge of wildlife, wildlife propagation, management, and control. The Department Director is also appointed by the Governor and is responsible to the Commission. Major operational changes or decisions are subject to approval by the Director and the Commission.

***PLPW staff work with employees throughout the Department's regions and divisions.***

The Department's 355 employees are organized in an Office of the Director and four divisions: Wildlife, Fish, Fiscal Services, and Services. WG&F headquarters are in Cheyenne, with eight regional offices located in seven regions around the state.

PLPW has five dedicated positions: a statewide coordinator who reports to the assistant chief of the Wildlife Division, three regional coordinators, and an administrative assistant. PLPW employees work with regional personnel and the four divisions at headquarters to carry out program objectives. (*See Appendix D for statewide map.*)

***WG&F is facing a budget deficit.***

**As WG&F Seeks to Resolve Its Fiscal Shortfall, Future Funding for PLPW Is Uncertain**

WG&F is facing a financial crisis: Its deficit for FY '02 alone was \$4.6 million dollars. At a time when hunting licenses are declining and causing license fee income (the agency's primary revenue source) to drop, federal regulations have expanded WG&F management responsibilities and their costs. Drought conditions have further contributed not only to loss of income but also to increased costs due to loss and degradation of habitat.

WG&F receives no General Fund appropriation and relies on license revenues for an average of 70 percent of its income. The Commission cannot independently increase license prices; it must have statutory authorization to adjust fees. WG&F administrators say they have an immediate need for a funding increase and furthermore, adjustments in license fees are needed every three to five years in order to maintain present services. The Legislature's Joint Interim Travel, Recreation, and Wildlife

Committee is sponsoring several bills in the 2003 Session that would increase funding for WG&F.

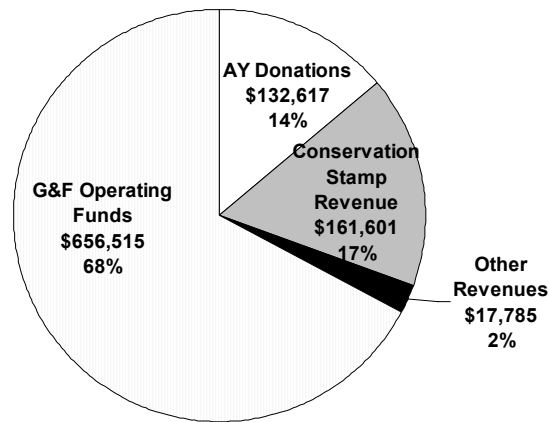
### PLPW Donations and Earmarked Funds Cover a Small Portion of Program Expenses

**The majority of PLPW expenditures are covered by WG&F operating funds.**

Donations and earmarked funds covered only 32 percent of PLPW’s FY ’02 expenditures. As illustrated in Figure 1, AccessYes donations raised \$132,617 for the program, Conservation Stamp sales provided \$161,601, and additional direct donations and interest on funds added another \$17,785. These sources added up to \$312,003. An additional \$656,515 came from WG&F operating funds, for a total expenditure of \$968,518.

Figure 1.

PLPW Expenditures by Revenue Source  
FY '02



Source: LSO analysis of WG&F data

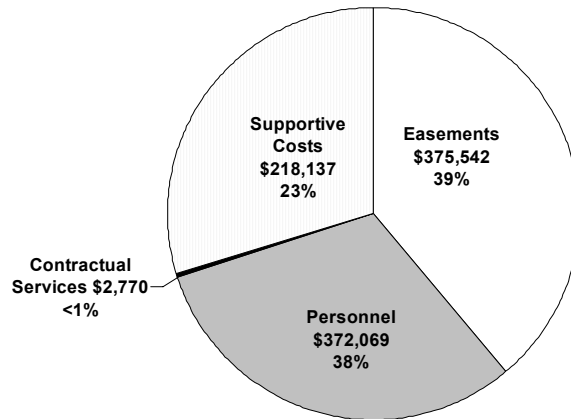
**Donations cover only a portion of access costs.**

PLPW expenditures for FY ’02 were for easements, personnel, and support and contractual services. AccessYes donations and the Conservation Stamp earmark would have been sufficient to fund only 78 percent of easement purchases. WG&F operating funds cover the remaining 22 percent of easement costs plus all other program costs. Figure 2 illustrates program expenditures for FY ’02.

Figure 2.

**PLPW Expenditures By Category  
FY '02**

***Most expenditures are for administrative costs and other services.***



Source: LSO analysis of WG&F data

***WG&F funding problems could limit program expansion.***

Because PLPW funding relies so heavily on the WG&F general operating fund to cover administrative costs, its future is uncertain. When made a permanent program in December 2001, PLPW became subject to the same budget considerations as other WG&F programs. Department officials state that PLPW has high priority but its chances for expansion are slim, given the agency’s current financial status.

**Historical Development of PLPW**

***Access to the state’s wildlife has been a growing concern.***

In 1993, WG&F began a process of gathering public input on what the Department should be doing in 2010. One of the most prevalent concerns expressed was that access to both public and private land for wildlife recreational purposes, which already had decreased dramatically, seemed likely to continue to decline. Access to private land is important because half of the state’s land is privately owned. About 40 percent of winter habitat and yearlong habitat for elk, and more than 50 percent of winter and yearlong habitat for deer and antelope, is on private land. To carry out its mission, WG&F needs the support and cooperation of private landowners whose land either includes critical wildlife habitat or harbors game populations during the hunting season.

***PLPW was created  
after previous  
attempts to address  
access issues failed.***

Also in 1993, the Governor requested that the Commission work with all interested parties to evaluate the allocation of non-resident hunting licenses. Over the course of the next five years, because of the contentious nature of underlying issues such as access, this work was taken on first by a task force, and then by WG&F staff. Finally, when no consensus could be reached, the Commission hired a consultant. These efforts culminated in Commission approval in 1998 of a pilot program, the Private Lands Public Wildlife Conservation Initiative.

In 2001, the consultant evaluated the pilot program and, stressing the importance of linking habitat and access, recommended that WG&F develop mechanisms to track the use of the Hunter Management and Walk-in Areas. He also stressed that WG&F needed to account for PLPW's contributions to meeting wildlife management objectives. This accounting would ensure the program's development as an integrated habitat and access approach, and thus would meet the needs and interests of landowners and sportsmen alike.

Altering the thrust of the recommendation, the Commission shifted program focus from an integrated approach to conservation, to one that would concentrate primarily on sportsmen access. At this point, the Commission changed the program's name to the Private Lands Public Wildlife Access Program.

## **PLPW Program Performance**

### **Acreage**

**Hunter Management Program.** Figure 3 shows that almost five times more acreage was enrolled in the Hunter Management Program in 2002 than in its initial year of enrollment.

Enrollment grew from 123,522 to 558,630 acres,<sup>1</sup> and the

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<sup>1</sup> The graph does not show information for intervening years because acreage for those years was recorded in an incompatible format, and we were unable to ascertain the number of private acres enrolled during that time.

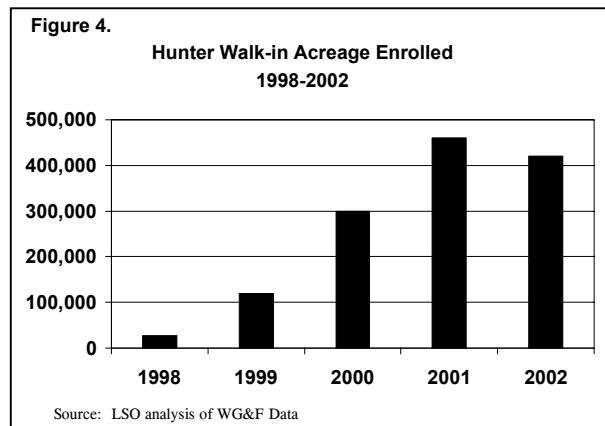
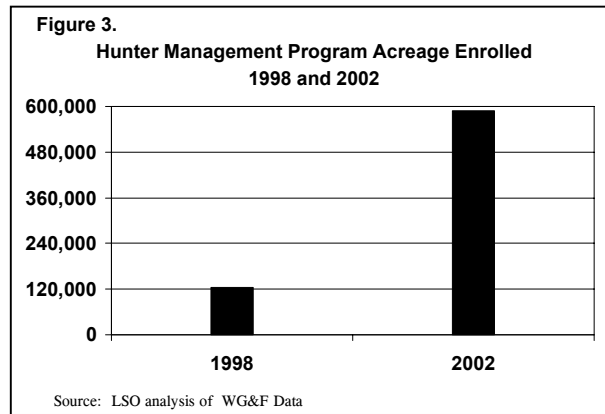


number of hunter management areas increased from 2 to 16. In 2002, the average parcel size is 8,096 acres, with a range of 80 to 70,000 acres. Of participants, 59 percent received the maximum payment for lands enrolled.

***Enrollment in the Hunter Management and Walk-in Area Programs has increased.***

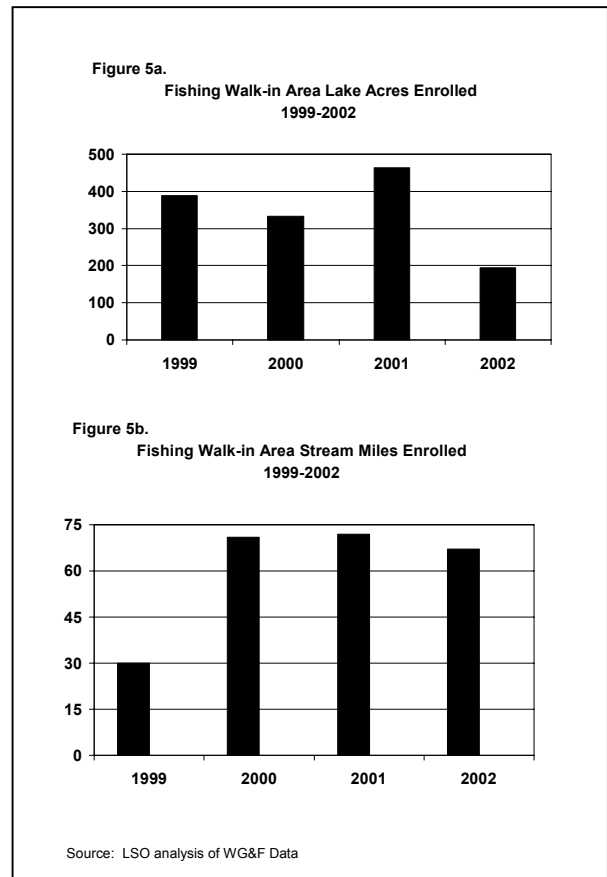
**Hunter Walk-in Program.** Figure 3 shows that 16 times more acreage was enrolled in the Hunter Walk-in Program in 2002 than in its initial year of enrollment. Acreage grew from 27,000 to 419,691 acres; the slight decrease in acreage in 2002 reflects PLPW’s change in focus that year from quantity to quality of lands enrolled. The number of parcels enrolled

increased from 114 to 410. In 2002, the average parcel size is 1,418 acres; parcels range in size from 80 to 20,800 acres. Of participating landowners, 55 percent received the maximum payment for lands enrolled.



***Drought conditions complicate the enrollment of Fishing Walk-in areas.***

**Fishing Walk-in Program.** Participants in the Fishing Walk-in Program can enroll either lake acres or stream miles. Figure 5a shows a decrease of 49 percent in the number of lake acres enrolled since the initial year of enrollment. Figure 5b shows that over two times more stream miles were enrolled in 2002 than in the initial year of enrollment. The Fishing Walk-in Program is a much smaller scale program with enrollment depending on environmental factors such as drought. Such factors account for fluctuation in the number of lake acres enrolled from year to year. However, the stream miles increased after the first year and have remained fairly constant since that time. The number of parcels enrolled increased from 38 to 58. In 2002, ten participants enrolled lake acreage. The average size of lakes is 19.5 acres ranging from 2 to 50.5 acres. Fifty participants enrolled stream miles. The average number of stream miles enrolled is 1.3, with a range from 0.25 to 2.46 miles.

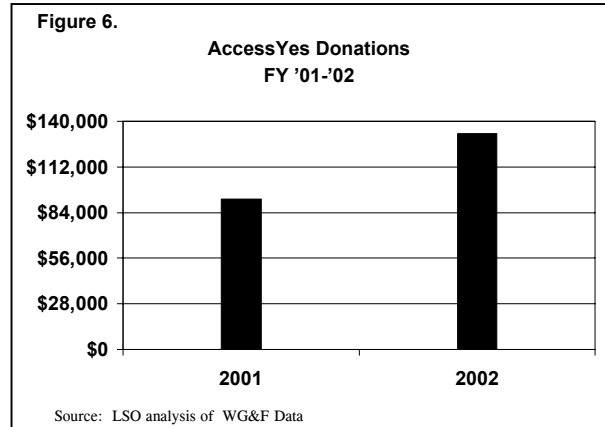


**Donations from sportsmen have increased.**

**Donations**

AccessYes donations have been collected since January 2000.

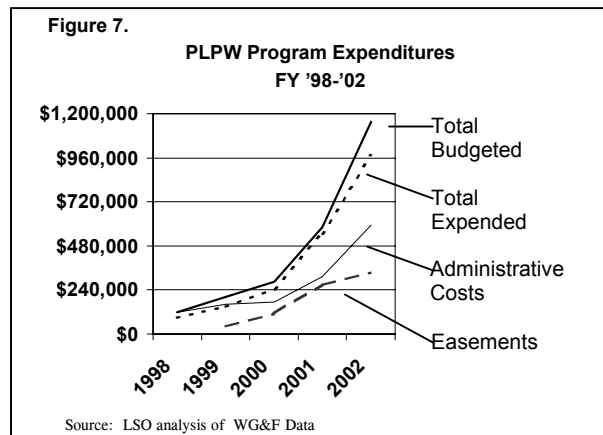
Figure 6 shows the amount raised through sportsmen donations in FY '01-'02. Donations increased 43 percent, from \$92,488 to \$132,617.



**Program Expenditures**

Figure 7 shows the changes in program expenditures from FY '98 to '02. The PLPW budget increased 880 percent, from \$117,781 in FY '98 to \$1,154,658 in FY '02. In FY '02, PLPW's administrative costs rose as it transitioned from a pilot to a permanent program and added full-time and contract staff.

**Program costs have also increased.**



**As A New Program, PLPW Continues to Evolve**

In each of its four years of operation, PLPW has undergone major changes in funding, location, or focus. As of this writing, it has been a permanent program for less than one full year, and the fourth of its components began as a pilot program less than six months ago.

***PLPW directly engages two important stakeholders, landowners and sportsmen.***

PLPW addresses problems of great importance to WG&F with respect to its stewardship and management of the state's wildlife resources. It does this by engaging the two groups that most directly affect WG&F's ability to do its job: private landowners, who determine the use of critical wildlife habitat and access to game populations; and sportsmen, who fund WG&F programs and whose sport provides the most efficient means of managing game populations.

***Assessing this program's success will take many years.***

As requested by the Management Audit Committee, this chapter has summarized PLPW's history, organization, operations, and current status. Our research suggests that as designed, PLPW has the potential to benefit the state far beyond its provision of recreational benefits to the 17 percent of the state's population who hunt or the 32 percent who fish. Progress towards these potential benefits depends in part on complex interactions of weather, ecological systems, and land development patterns. Thus, demonstrating program outcomes will require years of information and analysis, and consequently an in-depth assessment of progress is premature at this point.

***PLPW is evolving within a context of contentious debate over the state's land-based resources.***

In Chapter 2, we focus on improvements WG&F can make in identifying and tracking the information that will be necessary to make this judgment about PLPW at the appropriate time. Agency officials are well aware that in this phase of the program's development, they are establishing a track record that will enable them to enroll the support of more landowners in the future. However, the average age of ranchers and farmers in the state is 53, and most of the private land in the state is predicted to change hands within the next 20 years. Thus, the agency may not have time to establish a lengthy track record. Good performance information from the very outset can demonstrate the program's value to both supporters and critics.

In Chapter 3, we examine the larger context within which access problems have developed, and within which they must be resolved. WG&F is still in an enviable position compared to other states in that it is faced with maintaining the state's wildlife populations, not restoring them. But maintaining or enhancing wildlife requires the reconciliation of sharply conflicting

interests and philosophical differences regarding basic rights and values. In addition to landowners and sportsmen, many other groups have a stake in the outcome, including developers, the minerals and agriculture industries, conservationists, and the tourist industry. Without consensus on the value of Wyoming's wildlife resources, and a state-level effort to include all interests, WG&F can act only marginally as the steward of this resource.

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## CHAPTER 2

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### Stakeholder Concerns About the Value of PLPW Are Not Fully Addressed By Current Information Reporting

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***Program information should be organized so it informs stakeholders.***

To date, the Private Lands Public Wildlife Access Program (PLPW) has not reported its progress in terms of the stated objectives, or in terms that are relevant to stakeholders' expectations. As a consequence, we found incomplete support for PLPW among its constituent groups, and this may have implications for its funding and long-term viability. PLPW has access to extensive information through its own recruitment and enrollment processes, as well as information generated by WG&F and other programs and agencies. However, this information needs to be organized and reported so it can easily be used in decision-making and so it informs stakeholders of PLPW's accomplishments.

#### **PLPW Needs to Report Program Progress In Terms of Its Stated Objectives**

***Reported information shows little about PLPW's progress towards enhancing access.***

As required by W.S. 23-1-501(e), PLPW reports annually the total number of access acres contracted for and the costs of leases. However, this means of reporting progress does not demonstrate the extent to which the program is meeting its goals of maintaining and enhancing public access and habitat. Summary level information such as this is unlikely to satisfy stakeholder questions about program performance.

In 2002, the fourth full year of operations, PLPW reports it leased hunting and fishing access on 978,321 acres of land, 275.4 lake acres, and 97.4 stream miles. While these appear to be relatively large numbers, accounting for 3.6 percent of private lands and 2.9 percent of land in agricultural use, the numbers do not provide information specific to the program's goal of opening up additional access for sportsmen.

Thus, a basic question about PLPW remains unanswered: Does this amount of acreage provide more, less, or the same access to

***How much access to landlocked public land does the program provide?***

state wildlife than existed before PLPW began? This measure does not, for example, reveal how much access to public lands has been opened up that was previously landlocked by private owners — one of the concerns that provided the initial impetus for developing the program. Nor does it indicate PLPW’s progress in maintaining and enhancing wildlife habitat on private lands.

PLPW affects a variety of stakeholders with a wide range of interests, each having a particular set of expectations for the program. Table 2 provides an example of one PLPW program goal and numerous stakeholders identified in our research. It illustrates that many, including some who are traditionally considered adversaries, share common ground such as an underlying interest in maintaining the health of Wyoming wildlife.

**Table 2.**  
**One of PLPW’s Objectives and Its Stakeholders**

***Individual stakeholders have distinct information needs.***

Objective	Stakeholders
To maintain and enhance wildlife on public and private land	WG&F administrators Wildlife populations Wyoming citizens Landowners WG&F staff Sportsmen Conservationists PLPW staff

Source: WG&F literature and staff interviews

Even so, each stakeholder requires a different set of information to be satisfied that the program benefits their particular interest. To convince stakeholders of the program’s value, progress needs to be reported in terms relevant to each group. No single measurement can address all their concerns or convince program skeptics that the program is producing the desired outcomes.



## Without Solid Support, Program Funding and Viability May Be Jeopardized

***While the program is popular, support is not unqualified.***

Stakeholder buy-in and program support are closely related, but we found support for the program is less than complete among the groups we interviewed. A similar theme emerged from WG&F's own customer satisfaction surveys for PLPW. In the long term, a lack of support could threaten program funding, diminish the program's contributions to the overall WG&F mission, and threaten PLPW's viability.

***Financially, PLPW relies on donations from sportsmen and on Commission backing.***

**Hunters and anglers.** Although resident hunters and anglers originally proposed the AccessYes funding mechanism, they provide only a small portion of the donations. For FY '02, WG&F reported total donations to AccessYes of \$132,617, of which \$106,816 was raised through mail-in donations.<sup>1</sup>

According to 2002 data, only 9 percent of resident sportsmen made donations to the program through application and license check-offs. On average each donated \$3.48, for a total of \$34,729. By contrast, non-resident hunters and anglers donated \$72,087 or 66 percent of the revenues generated through mail-in. Non-residents contributed, on average, \$5.92 each. Thus, resident sportsmen have not demonstrated the same willingness to donate through AccessYes as non-residents, although the reasons for this reluctance are not clear.

**Game and Fish Commission.** The Commission's ongoing support, including budget approval, is essential to the continuation of PLPW. Administrative expenses, including all costs other than payments to landowners for access easements, are covered by licensing revenues. In 2001, administration amounted to 54 percent of budgeted program costs. Despite the importance of Commission support, in interviews with selected current and former Commission members, we did not find a shared understanding of the program's primary goals or of its long-term potential contribution to the WG&F mission.

<sup>1</sup> The remaining donations, accounting for 20 percent of the total, were made through license agents. Since over-the-counter donations are not tracked according to residency, we could not determine a residential differential for this portion of the funds.

**Game and Fish staff.** Staff support for PLPW ranged from absolute commitment to, in some cases, severe criticism. PLPW program operations depend on contributions from field biologists, game wardens, regional supervisors, and administrators. In this context of interdependence, if consistent backing from personnel at all levels of the agency is lacking, PLPW staff may not receive the level of cooperation necessary to achieve program objectives.

***Operationally, PLPW relies on staff involvement and landowner participation.***

**Landowners.** With half of Wyoming's land in private ownership, the support and cooperation of private landowners is essential to PLPW success. Many landowners have enrolled and are re-enrolling in the program, and WG&F claims PLPW is an effective tool in building better relations with these stakeholders. Nevertheless, PLPW can have limited effects even under the best of circumstances. It was designed to appeal to landowners who already support WG&F objectives, and who are willing to allow hunters and anglers on their land in exchange for a relatively small amount of money. Whether there is an additional pool of landowners willing to enroll under these conditions is one of the factors on which PLPW's continued growth will depend. With changing land ownership patterns in the state, such as the loss of agricultural land to low-density development, it is not certain that this potential exists.

### **More Detailed Information Is Needed to Verify Assumptions About PLPW Performance**

***Data addressing specific concerns is not available.***

Good information helps clarify program goals and priorities, and can serve to dispel misconceptions held by some stakeholders. We heard concerns for which we found no corresponding data, such as whether the program is paying for land that was already accessible, or whether the quality of lands enrolled meets a defined standard. In addition, we identified a number of underlying assumptions about PLPW that existing data, in its current forms, neither supports nor refutes. These assumptions include:

- Participating landowners will enroll more acreage and more species as they become comfortable with the program.

***Determining the validity of program assumptions may help staff develop and fine-tune procedures.***

- Adjacent landowners will enroll once they see the benefit to their neighbors.
- Participants re-enroll for longer periods.
- This program is an entrée into better landowner relationships and will lead to participation in and support for other WG&F habitat enhancement programs.

Tracking information related to these concerns and assumptions will allow staff to evaluate their validity and then adjust procedures as necessary. For example, we reviewed primary data from 1999 for the Hunter Management Program throughout the state and for walk-in areas in a sample county, Goshen County. Our analysis supports the possibility that the first three assumptions may be accurate, but we were unable to find data related to the fourth assumption.

### **Government Programs Need to Be Accountable to the Public**

***Stakeholders want proof that PLPW is doing what it is intended to.***

A public agency should be able to demonstrate that a program is meeting its goals in terms that are relevant to citizens affected by the program. A basic level of accountability requires that PLPW demonstrate the extent to which it is meeting its goals: maintaining and enhancing public access to wildlife, and maintaining and enhancing wildlife habitat on private lands. Further, PLPW needs to report information that will allow policy makers, staff, and stakeholders to make informed decisions about the program's value.

### **Additional Information Is Available to PLPW**

PLPW has access to a wide range of information obtained through its own recruitment and enrollment processes. It also has access to information generated by other WG&F programs, by federal, state, and local agencies, and by private foundations.

However, this information has not as yet been organized or coordinated to answer core questions about the program.

***Other WG&F programs produce information suggesting PLPW contributions.***

Data tracked in 2002 is more comprehensive than in previous years, and staff is in the process of converting to a Geographic Information Systems (GIS) mapping system that will compute the private and public acres opened through enrollment

Numerous WG&F programs generate information of value to PLPW, which combined with external sources of data, can provide a powerful tool for measuring program performance. The accompanying box provides examples of other types and sources of information that can answer stakeholder questions.

**Other Game and Fish Information Sources**

- Herd Unit reports
- Harvest reports
- Fiscal Division's cost accounting data system
- Warden logs
- Damage claims data
- HMA permit application data
- Landowner coupon payment data
- Checkpoint data, including HMA exclusion lists
- Regional lists of private landowners who allow hunting
- Customer satisfaction surveys

**Recommendation: PLPW should expand and improve its reporting of program performance.**

At this early point in the program's history, PLPW appears to be popular and promising. In order to demonstrate its real value to the various constituencies that are key to its continued success, PLPW needs to build a reporting system that includes:

- Attention to concerns for each of the program's stakeholder groups
- Outcome measures that address those concerns
- Information collected from internal and external sources
- A means of coordinating and disseminating the information

***Clearly showing how  
PLPW contributes  
may build  
program support.***

Reporting systems that enable WG&F to engage supporters and critics alike in an effort to build support can benefit the program and, ultimately, WG&F overall. The Legislature needs assurance that AccessYes donations are used for the intended purpose, and the Commission needs evidence that PLPW benefits justify the expense. Whether or not they hunt, citizens benefit from wildlife, both in terms of tourist dollars brought in and, less tangibly, wildlife's aesthetic contribution to the state's quality of life. Continued support for PLPW depends on making clear its contributions to those interests.

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## CHAPTER 3

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### A State-Level Consensus Position on Wildlife Could Be Developed With Assistance From IENR

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***Questions about access to the state's wildlife touch on deeply-held values.***

Because wildlife provides citizens with an abundance of economic, recreational, and aesthetic benefits, loss or degradation of wildlife populations could have serious negative ramifications for the state. Deeply-held values regarding the rights of private landowners and the rights of the public to have access to this resource, can come into conflict in the domain of the PLPW program. The program itself is by no means the source of the conflict, nor can it be expected to resolve the impact of these differences. However, this review of PLPW can serve as an impetus for seeking state-level resolution of these issues.

#### **Many Factors Challenge WG&F's Management of Wildlife**

***Wildlife needs may conflict with other state resource development needs.***

WG&F's vision is to maintain sustainable, functional ecosystems capable of supporting wildlife populations at least as healthy, abundant and diverse as they were at the beginning of the 21<sup>st</sup> century. In Wyoming, where privately-owned land usually exists in a mosaic with state and federal lands, this goal is fraught with political and economic difficulties. The same land that is essential to healthy wildlife habitat is also central to agricultural production, mineral development, residential development, and high-intensity recreational use. Typically, wildlife has been the loser when in conflict with other land uses.

In its first report to the Governor in 1932, the Commission noted a threat to wildlife from development. The report cited loss of an elk migration corridor due to settlement in the western part of the state as one of its most pressing and expensive management concerns. In subsequent years, development pressure has continued, such that the current Commission is grappling with the same problem. Although Wyoming's population growth rate has not been as high as in other western states, development is

***Wildlife management responsibilities and costs are increasing.***

still a threat. According to the American Farmland Trust (AFT), the greatest threat to intact landscapes is low-density residential development. The AFT has identified more than 2.5 million acres of Wyoming ranchland as strategic ranchland at risk — land most vulnerable to low-density development by 2020.

WG&F also faces increased management costs associated with changing federal policies, increasing regulations, and more recently, managing the effects of disease in wildlife populations. In 1872, the federal government set Yellowstone aside as a wildlife preserve. This was the first of many federal decisions that have had an impact on the state's wildlife management costs and decisions. Increasing federal regulation has extended WG&F responsibilities well beyond the licensed harvest of game animals. Although sportsmen remain the primary funding source for conservation and wildlife management in the state, they alone may no longer be able to carry the full weight of wildlife-related costs.

## **Wildlife Provides Multiple Benefits**

Wildlife is a resource with economic, recreational and aesthetic value. For example, hunting and fishing contribute far more to state revenues than just license and permit fees. According to WG&F, hunters, trappers, and anglers spent \$995,730,322 in Wyoming in 2000. This constitutes about half of the approximately \$2 billion generated by the state's second largest industry, tourism.

***Wildlife contributions include economic, recreational, and aesthetic benefits.***

In addition, bird watching, hiking, and other non-consumptive recreational uses of wildlife and wildlife habitat contribute to Wyoming's tourist economy. Non-consumptive wildlife recreation, though not currently as profitable for the state as hunting and fishing, is growing rather than declining.

Furthermore, wildlife contributes aesthetic value to Wyoming's sense of place and quality of life. This intangible quality also has an economic impact, for example, in the high-end real estate market that promotes private hunting and fishing opportunities on advertised properties with adjacent (otherwise inaccessible)



public lands. Receiving the WG&F “Landowner of the Year” award is considered a major selling point at the high end of this market.

## **Historical Conflicts Face Off in the PLPW Program**

***Decisions affecting  
land also affect  
wildlife.***

Wildlife neither recognizes nor abides by political or private boundaries. Therefore, land management and development decisions affect wildlife whether they are intended to or not. Because PLPW is designed to work with landowners whose land has valuable wildlife or habitat, the program touches philosophical nerves that have deep historical roots. Citizens hold sharply divergent views on public and private land ownership rights and on the role of government as steward of a natural resource.

***Major philosophical  
issues about wildlife  
and the use of land  
surround the PLPW  
program.***

PLPW is the point at which the public’s ownership of wildlife and its right to access that resource meet head-to-head with the value that landowners have the right to decide how their land will be used. For example, PLPW allows landowners participating in the Hunter Management Program to exclude individuals they specify from their land. Is this provision a reasonable incentive to encourage landowner participation, or is it a violation of the public’s right to access a state-owned resource, wildlife? Individuals’ fundamental value systems determine the answers to such questions. While individual values sometimes bring political and financial pressure to bear on state wildlife resource decisions, long-term state interests should guide the development of its policies.

**Recommendation: The Commission should request IENR to bring together the diverse groups and interests surrounding wildlife issues.**

The William D. Ruckelshaus Institute for Environment and Natural Resources (IENR) at the University of Wyoming was created to develop consensus approaches to complicated and

***IENR specializes  
in developing  
consensus  
approaches to  
contentious issues.***

contentious environmental issues. Landowner rights as they conflict with management of the state's wildlife resources are seemingly intractable issues that could benefit from such attention. IENR, through its recent work *Wide Open Spaces: Conserving Working Landscapes and Wildlife Habitat in Wyoming and the West*, is familiar with the issues and with the divisive philosophical, scientific, economic, and educational interests associated with them.

Moreover, IENR has an established process for bringing diverse groups together in an effort to build consensus. This collaborative approach may help to broaden the context of the debate, and, through the exchange of information and points of view, has the potential of generating new insights and approaches. Ultimately, an increased understanding of the value of wildlife to the state as a whole may serve to expand the base of support for WG&F. If all interests have a part in this process, WG&F can more effectively act as steward of the state's wildlife resource, to the significant benefit of the state as a whole.

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## **AGENCY RESPONSE**

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**Wyoming Game & Fish Department: Private Lands  
Public Wildlife Access Program**

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# WYOMING GAME AND FISH DEPARTMENT

Jim Geringer, Governor



Dr. Tom Thorne, Acting Director

*"Conserving Wildlife - Serving People"*

December 4, 2002

Honorable Randall Luthi, Chairman  
Management Audit Committee  
Legislative Services Office  
213 State Capital  
Cheyenne, WY 82002

Dear Representative Luthi:

The following is the Wyoming Game & Fish Department's formal response to the management audit report recommendations for the Private Lands Public Wildlife (PLPW) Access Program prepared by the Legislative Service Office. The response was coordinated with the Wyoming Game and Fish (G&F) Commission. The G&F Commission and Department wish to thank Barbara Rogers, Paula Gordinier, Noah Miller and Katherine Collins for their professional, thorough and fair review of our Private Lands, Public Wildlife Access Program.

The G&F Commission and Department wish to advise the Legislative Management Audit Committee of several important points while they review the report and recommendations.

- Wyoming Statute 23-1-501(e) provides that funds generated through AccessYes and the conservation stamp may **only** be used to purchase easements. All other program costs must come from general G&F funds.
- The term administrative costs, used several times in the audit, means all other program costs such as signs, publications, drafting, fiscal processing, permanent field personnel and their support costs, contract law enforcement personnel and their support costs, etc.
- PLPW was an evolving pilot project until it was made a permanent Department program with dedicated staff and funding in 2001.
- Prior to the PLPW program, access to public and private land was in long-term decline and the PLPW initiative was developed to maintain or enhance access in a cooperative manner that included participation by sportsmen, landowners and the G&F. During the pilot period, habitat was identified as a major consideration. However, in December 2001, the Wyoming Game and Fish Commission adopted the Habitat Strategic Plan, which lays out a framework for the Department to address wildlife habitat issues on a very broad scale.
- The legislature currently receives an annual report on AccessYes donations and their use. Additionally, County Commissions receive information about all PLPW areas enrolled within their County. The G&F Commission receives periodic reports of AccessYes donations and expenditures, as well as number and locations of Walk-in and Hunter Management Areas.

- The identified issue of private property rights vs. the rights of the public to have access to wildlife is an issue that has been discussed since the birth of the nation. As for Wyoming, the G&F Commission and Department recognize the valuable contributions of private landowners to the preservation and management of wildlife. The Commission and Department respect private property rights and continually address landowner issues with programs and actions. Both the Commission and Department, under the direction of current laws, work on issues related to wildlife and private lands on a daily basis in a fair and responsible manner. G&F Commissioners and employees communicate regularly with the landowner community. The PLPW program was developed as part of the solution to this issue.
- In 2001 and again in 2002, the PLPW program was selected as one of the 99 semi-finalists out of nearly 1000 applicants for the *Innovations in American Government Award* at the John F. Kennedy School of Government at Harvard University. The five winning programs for 2002 will be announced in May 2003. (see attached news release).

The Legislative Service Office provided two recommendations. We feel the first recommendation made by the Legislative Service Office is valid and we are already working on a reporting mechanism. We also partially agree with the second recommendation. We believe the Institute of Environment and Natural Resources (IENR) best serves the Commission and the Department by being an independent forum for discussion relative to natural resource issues. We will, however, explore the capabilities and resources of the IENR for use in addressing specific wildlife issues. The following is our response to the two recommendations.

**Recommendation No 1: PLPW should expand and improve it's reporting of program performance.**

**AGREE**

The Department has already begun putting together its first annual PLPW Access Program report. It will encompass all information concerning Walk-in Area Fishing and Hunting, Hunter Management Areas, Access Yes, Wildlife Habitat Enhancement, and any other pertinent information about the program. This report will be available February 1 each year for the preceding calendar year. This report will be available to anyone interested in the PLPW Access Program. Specific details we are including as discussed within the LSO report include:

- Number of public acres that are accessible due to private lands being enrolled in the PLPW Access Program.
- Number of new acres enrolled in PLPW Program.
- Number of acres re-enrolled in PLPW Program.
- Maintenance of records that include landowner rationale for enrolling, re-enrolling, or discontinuing participation in the program.
- Comparisons of Walk-in and Hunter Management Area totals from each year to determine trends.
- Number, location and description of Wildlife Habitat Enhancement projects.
- Program expenditures for access and other program costs.
- Funds generated by AccessYes donations and Conservation Stamp sales.

The Department is also prepared to do a 5-year survey of sportsmen, landowners, and Department personnel to evaluate trends in satisfaction and the needs of constituents. We will be performing this survey in 2006.

**Recommendation No 2: The Commission should request IENR to bring together the diverse groups and interests surrounding wildlife issues.**

### **PARTIALLY AGREE**

The discussion over Wyoming's wildlife heritage has long been diverse and robust. Wildlife issues are debated in public forums including, but not limited to, the U.S. Congress, the Wyoming legislature, state and federal courts, the Governor, the G&F Commission, the G&F Department, the University of Wyoming, other state agencies, local governments, federal agencies, landowners, agricultural organizations, sportsmen, conservation organizations, industry, business, political parties, individuals, animal rights organizations, and other special interest organizations.

Wyoming's wildlife legacy will continue to evolve and change in the future based on the values and desires of the citizens of Wyoming and the nation. If history is a guide, this change will be vigorously debated, contentious and some will not agree with the result. However, the outcome will reflect the wishes of the majority of the citizens as expressed through its elected representatives. It is truly a democratic process.

There have been a number of consultants, committees, task forces, etc., hired or formed at the request of the Governor, the legislature, the G&F Commission, the G&F Department and other groups and organizations to address specific wildlife issues. They have resulted in varying levels of success. They have contributed to the discussion in a variety of degrees, addressed specific issues and often at significant cost.

G&F has had some interaction with the Institute of Environment and Natural Resources (IENR) in the past. IENR coordinated the Wyoming Landowner/Sportsman Rendezvous held last February in Casper. Based on the PLPW Audit recommendation, G&F has contacted Dr. Harold Bergman, IENR Director to learn about the capabilities and resources of the IENR. During the discussion, Dr. Bergman advised IENR would like to have a dedicated contact in G&F to advise them on issues. Deputy Director Bill Wichers will act as the liaison between G&F and the IENR. In addition; the Commission intends to invite Dr. Bergman to a Commission meeting to present information on the IENR.

The IENR has an impressive board including prominent representatives of business, industry, conservation organizations, agriculture, academia, and elected officials. Former Governor Mike Sullivan is the current chair. With their independence and prestigious board, they can advance ideas and concepts a government agency such as that G&F could not address. Their present priority is protection of open spaces. They are in the process of releasing fifteen issue briefings, primarily dealing with their Wyoming Open Space Initiative Strategy. IENR provides a forum for debate on public issues concerning wildlife and other natural resources issues.

While the G&F Commission feels IENR is most valuable in their primary mission as an independent entity who can generate serious discussion and debate on natural resource concerns, the G&F Commission may use IENR's collaborative problem solving analysis and tools to address specific wildlife issues on a case-by-case basis as IENR abilities and resources allow. Given the serious nature of the Department's financial situation, any new fiscal obligations regarding the use of IENR would have to be seriously considered by the Commission.

In the end, Wyoming's wildlife heritage will be determined by the will of the people through the actions of their representatives in the Wyoming legislature; in the U. S Congress; and through interpretation of state and federal laws by the courts. All other actions of the G&F Commission, the Department or any other entity are derived from those three sources.

Thank you for the opportunity to respond to the recommendations made by the Legislative Services Office.

Sincerely,

Gregg Arthur  
Deputy Director

GA/ga

Attachment

Cc: Game & Fish Commission



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# **APPENDICES**

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## **Wyoming Game & Fish Department: Private Lands Public Wildlife Access Program**

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# APPENDIX A

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## Selected Statutes

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23-1-103. Ownership of wildlife; purpose of provisions.

For the purpose of this act, all wildlife in Wyoming is the property of the state. 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. There shall be no private ownership of live animals classified in this act as big or trophy game animals.

23-1-201. Composition; appointment; terms; oath.

(b) The commission shall be composed of eight (8) members including the governor as an ex officio member. Not more than four (4) of the seven (7) appointed commissioners shall be of the same political party, and all appointed commissioners shall have a general knowledge of wildlife and wildlife propagation, management, and control.

(c) Commencing in 1973, a commissioner shall be appointed from each appointment district pursuant to W.S. 9-1-218.

(d) Commissioners shall be appointed by the governor with the advice and consent of the senate for a term of six (6) years to commence March 1, except the first term for two (2) appointees shall be two (2) years and for two (2) appointees shall be four (4) years as designated by the governor prior to submission to the senate. Terms of current appointees are ratified and continued in existence until terms of new appointees under this section become effective. The governor shall fill any vacancy as provided in W.S. 28-12-101.

23-1-302. Powers and duties.

(a) The commission is directed and empowered:

(iii) To acquire lands and waters in the name of Wyoming by purchase, lease, agreement, gift or devise, not including powers of eminent domain, and to develop, improve, operate, and maintain the same for the following purposes:

(B) Management of game animals, protected animals and birds, furbearing animals, game birds, fish, and their restoration, propagation, or protection;

(C) Public hunting, fishing, or trapping areas as places where the public may hunt, trap, or fish in accordance with law.

(iv) To acquire easements and construct suitable access roads leading to public lands and department lands and waters acquired pursuant to W.S. 23-1-302(a)(iii);

(v) To sell or exchange land, water, or other property which is no longer of any practical use to the commission;

(x) To enter into cooperative agreements with educational institutions and other agencies to promote wildlife research;

- (xi) To enter into cooperative agreements with federal agencies, corporations, associations, individuals, and landowners for the development of state control of wildlife management and demonstration projects;
- (xii) To supervise the protection, management, and propagation of fish and all fish culture of a public nature and the fish hatcheries now owned or established in the future by Wyoming;
- (xx) To authorize the collection, classification, and dissemination of such statistics, data and information as in its discretion will tend to promote the objects and purposes of this act;
- (xxiv) To approve and make public budgets and establish policy for the department;
- (xxviii) To reject or to accept and expend for purposes authorized under this section any and all gifts of cash, stocks, bonds or any other form of monies. Gifts shall be deposited and expended as provided in W.S. 23-1-501.

23-1-401. Game and fish department; creation; control.

(b) The department is under the direction and supervision of the commission.

(c) The department consists of the director who is the chief administrative officer and such divisions as the commission may create.

23-1-501. Game and fish fund.

(e) An account within the game and fish fund is created. Revenues collected under W.S. 23-2-101(m), 23-2-201(e) and as specified under W.S. 23-2-306(a) shall be deposited within the account. The commission shall use revenues in the account to purchase access easements to provide access to public and private lands. The commission shall notify in writing the appropriate boards of county commissioners before purchasing any access easements under this subsection. In addition and on or before February 1 of each year, the commission shall annually report to the legislature on easements purchased pursuant to this subsection during the preceding fiscal year.

(f) A trust account separate and apart from the trust account established under subsection (d) of this section is created within the Wyoming game and fish fund. The account shall consist of those funds appropriated or designated to the account by law or by gift from whatever source. Funds deposited within the account are intended to be inviolate and constitute a permanent or perpetual trust account which shall be invested by the state treasurer as authorized under W.S. 9-4-711 and in a manner to obtain the highest return possible consistent with preservation of the account corpus. Any interest earned from investment of the account corpus shall be credited by the state treasurer into the Wyoming game and fish fund to be expended by the commission for purposes specified under subsection (b) of this section.

23-1-502. Financial policy; budget; fiscal year; debts.

(a) The commission shall govern its financial policies, subject to the written approval of its budgets by the governor. The commission shall fix the budgets for the operation and maintenance of the department and its divisions for each fiscal year at its first stated meeting of each fiscal year, and shall submit its budget estimates for the following fiscal year as provided by W.S. 9-2-1012.

23-1-503. Annual reports.

The commission shall submit an annual report of its official transactions and audit reports, and the conditions of Wyoming wildlife in accordance with W.S. 9-2-1014.

23-2-101. Fees; restrictions; nonresident application fee; nonresident licenses; verification of residency required.

(m) In addition to other fees under this section, persons applying for a license or tag under this section may pay any whole dollar amount to fund the purchase of access easements by the commission to provide access to public and private lands.

23-2-201. Fees; restrictions; verification of residency required.

(e) In addition to other fees under this section, persons applying for a license or tag under this section may pay any whole dollar amount to fund the purchase of access easements by the commission to provide access to public and private lands.

23-2-306. Conservation stamp; exemptions.

(a) Subject to subsection (b) of this section, each sportsman licensed under W.S. 23-2-101, 23-2-107 or 23-2-201 shall purchase a single conservation stamp for ten dollars (\$10.00) which shall be valid for one (1) calendar year and in the possession of any person exercising rights under any fishing or hunting license issued pursuant to W.S. 23-2-101, 23-2-107 or 23-2-201. Holders of pioneer licenses as defined under W.S. 23-1-705(d) and (e), of special limited fishing permits issued under W.S. 23-2-207 and holders of licenses only under W.S. 23-2-101(j)(v) and (vi) and 23-2-201(d)(vi) and (vii) are exempt from the provisions of this section. Revenues collected from the sale of each stamp under this subsection shall be deposited as follows:

- (i) Two dollars and fifty cents (\$2.50) into the account created under W.S. 23-1-501(e);
- (ii) Of the amount remaining:
  - (A) Fifty percent (50%) into the trust account created under W.S. 23-1-501(f); and
  - (B) Fifty percent (50%) into the game and fish fund.

23-3-305. Hunting from highway; entering enclosed property without permission; penalty; hunting at night without permission prohibited.

(b) No person shall enter upon the private property of any person to hunt, fish, or trap without the permission of the owner or person in charge of the property. Violation of this subsection constitutes a 7th degree misdemeanor.

23-6-302. Execution of Compact.

The legislature hereby approves and the governor is authorized to enter into a compact on behalf of this state with any other state or states legally joining therein in the form substantially as follows:

(a) The participating states find that:

- (i) Wildlife is managed by the respective states for the benefit of all residents and visitors;

- (ii) The protection of the wildlife of a state is materially affected by the degree of compliance with state statutes, laws, regulations, ordinances and administrative rules relating to the management of those resources;
- (iii) The preservation, protection, management and restoration of wildlife contributes immeasurably to the aesthetic, recreational and economic aspects of those natural resources;
- (iv) Wildlife is valuable without regard to political boundaries; therefore, every person should be required to comply with wildlife preservation, protection, management and restoration laws and ordinances and administrative rules and regulations of the participating states as a condition precedent to the continuance or issuance of any license to hunt, fish, trap or possess wildlife as determined by local law;

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# APPENDIX B

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## PLPW Landowner Payments Based on Enrolled Acreage

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<b>Fishing Walk-in</b>						
Pond Acreage	Stream Length (miles)	1 Year Base Rate	2 Year (+5%) per year	3 Year (+10%) per year	4 Year (+15%) per year	5 Year (+20%) per year
< 1	--	\$300	\$315	\$330	\$345	\$360
1-5	--	\$450	\$473	\$496	\$518	\$540
6-25	< ¼	\$600	\$630	\$660	\$690	\$720
26-50	¼ - ½	\$750	\$788	\$825	\$863	\$900
51-75	½-1	\$900	\$945	\$990	\$1,035	\$1,080
76-99	1-2	\$1,050	\$1,103	\$1,155	\$1,208	\$1,260
100+	2+	\$1,200	\$1,260	\$1,320	\$1,360	\$1,440

<b>Hunter Walk-in &amp; Hunter Management</b>					
Acres	1 Year Base Rate	2 Year (+5%) per year	3 Year (+10%) per year	4 Year (+15%) per year	5 Year (+20%) per year
80-250	\$350	\$368	\$386	\$403	\$420
251-500	\$450	\$473	\$496	\$518	\$540
501-650	\$600	\$630	\$660	\$690	\$720
651-999	\$800	\$840	\$880	\$920	\$960
1000+	\$1,200	\$1,260	\$1,320	\$1,360	\$1,440

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# APPENDIX C

## Areas and Acreage by PLPW Program and County, 2002

County	PLPW Program	Number of Enrolled Areas	Number of Acres	Number of Lake Acres	Number of Stream Miles
Albany	HMA	2	40,300	0	0
	Hunter Walk-in	6	12,700	80	5
	Fishing Walk-in	1	0	0	2.5
	<b>Total</b>	<b>9</b>	<b>53,000</b>	<b>80</b>	<b>7.5</b>
Big Horn	HMA	0	0	0	0
	Hunter Walk-in	42	31,045	0	8.9
	Fishing Walk-in	16	0	0	13.81
	<b>Total</b>	<b>58</b>	<b>31,045</b>	<b>0</b>	<b>22.71</b>
Campbell	HMA	0	0	0	0
	Hunter Walk-in	11	16,360	0	0
	Fishing Walk-in	3	0	9.5	0
	<b>Total</b>	<b>14</b>	<b>16,360</b>	<b>9.5</b>	<b>0</b>
Campbell/Johnson	HMA	0	0	0	0
	Hunter Walk-in	1	3,680	0	0
	Fishing Walk-in	0	0	0	0
	<b>Total</b>	<b>1</b>	<b>3680</b>	<b>0</b>	<b>0</b>
Carbon	HMA	2	47,825	0	0
	Hunter Walk-in	5	21,340	0	0
	Fishing Walk-in	2	0	0	8.5
	<b>Total</b>	<b>9</b>	<b>69,165</b>	<b>0</b>	<b>8.5</b>
Carbon/Albany	HMA	0	0	0	0
	Hunter Walk-in	4	27,360	0	0
	Fishing Walk-in	0	0	0	0
	<b>Total</b>	<b>4</b>	<b>27,360</b>	<b>0</b>	<b>0</b>
Carbon/ Sweetwater	HMA	0	0	0	0
	Hunter Walk-in	1	8,800	0	0
	Fishing Walk-in	0	0	0	0
	<b>Total</b>	<b>1</b>	<b>8,800</b>	<b>0</b>	<b>0</b>



County	PLPW Program	Number of Enrolled Areas	Number of Acres	Number of Lake Acres	Number of Stream Miles
Converse	HMA	1	29,820	0	0
	Hunter Walk-in	4	3,250	0	0
	Fishing Walk-in	3	0	0	6.75
	<b>Total</b>	<b>8</b>	<b>33,070</b>	<b>0</b>	<b>6.75</b>
Converse/Natrona	HMA	2	9,400	0	0
	Hunter Walk-in	0	0	0	0
	Fishing Walk-in	0	0	0	0
	<b>Total</b>	<b>2</b>	<b>9,400</b>	<b>0</b>	<b>0</b>
Natrona/Converse/ Albany/Carbon	HMA	1	16,000	0	0
	Hunter Walk-in	0	0	0	0
	Fishing Walk-in	0	0	0	0
	<b>Total</b>	<b>1</b>	<b>16,000</b>	<b>0</b>	<b>0</b>
Crook	HMA	0	0	0	0
	Hunter Walk-in	7	3,993	0	0
	Fishing Walk-in	2	0	35	0.35
	<b>Total</b>	<b>9</b>	<b>3,993</b>	<b>35</b>	<b>0.35</b>
Fremont	HMA	0	0	0	0
	Hunter Walk-in	11	14,047	0	0
	Fishing Walk-in	7	0	6.4	10.15
	<b>Total</b>	<b>18</b>	<b>14,047</b>	<b>6.4</b>	<b>10.15</b>
Goshen	HMA	0	0	0	0
	Hunter Walk-in	62	49,549	0	0
	Fishing Walk-in	0	0	0	0
	<b>Total</b>	<b>62</b>	<b>49,549</b>	<b>0</b>	<b>0</b>
Hot Springs	HMA	1	25,000	0	0
	Hunter Walk-in	9	8,551	0	0
	Fishing Walk-in	0	0	0	0
	<b>Total</b>	<b>10</b>	<b>33,551</b>	<b>0</b>	<b>0</b>
Johnson	HMA	0	0	0	0
	Hunter Walk-in	6	11,803	0	0
	Fishing Walk-in	2	0	30	0.25
	<b>Total</b>	<b>8</b>	<b>11,803</b>	<b>30</b>	<b>0.25</b>

County	PLPW Program	Number of Enrolled Areas	Number of Acres	Number of Lake Acres	Number of Stream Miles
Laramie	HMA	1	68,160	0	0
	Hunter Walk-in	25	23,551	0	1.75
	Fishing Walk-in	1	0	0	0.75
	<b>Total</b>	<b>27</b>	<b>91,711</b>	<b>0</b>	<b>2.5</b>
Lincoln	HMA	0	0	0	0
	Hunter Walk-in	1	1,040	0	0
	Fishing Walk-in	3	0	0	1.85
	<b>Total</b>	<b>4</b>	<b>1,040</b>	<b>0</b>	<b>1.85</b>
Natrona	HMA	2	93,614	0	0
	Hunter Walk-in	13	57,765	0	0.25
	Fishing Walk-in	5	0	0	9.3
	<b>Total</b>	<b>20</b>	<b>151,379</b>	<b>0</b>	<b>9.55</b>
Niobrara	HMA	0	0	0	0
	Hunter Walk-in	3	6,320	0	0
	Fishing Walk-in	0	0	0	0
	<b>Total</b>	<b>3</b>	<b>6,320</b>	<b>0</b>	<b>0</b>
Park	HMA	4	162,984	0	0
	Hunter Walk-in	14	47,638	0	1.55
	Fishing Walk-in	5	0	50.5	7.66
	<b>Total</b>	<b>23</b>	<b>210,622</b>	<b>50.5</b>	<b>9.21</b>
Platte	HMA	0	0	0	0
	Hunter Walk-in	47	54,308	0	0
	Fishing Walk-in	0	0	0	0
	<b>Total</b>	<b>47</b>	<b>54,308</b>	<b>0</b>	<b>0</b>
Platte/Goshen	HMA	0	0	0	0
	Hunter Walk-in	3	4,162	0	0
	Fishing Walk-in	0	0	0	0
	<b>Total</b>	<b>3</b>	<b>4,162</b>	<b>0</b>	<b>0</b>
Sheridan	HMA	0	0	0	0
	Hunter Walk-in	6	6,786	0	0
	Fishing Walk-in	1	0	0	0.8
	<b>Total</b>	<b>7</b>	<b>6,786</b>	<b>0</b>	<b>0.8</b>

County	PLPW Program	Number of Enrolled Areas	Number of Acres	Number of Lake Acres	Number of Stream Miles
Sublette	HMA	2	35,410	0	0
	Hunter Walk-in	0	0	0	0
	Fishing Walk-in	0	0	0	0
	<b>Total</b>	<b>2</b>	<b>35,410</b>	<b>0</b>	<b>0</b>
Teton	HMA	0	0	0	0
	Hunter Walk-in	0	0	0	0
	Fishing Walk-in	0	0	0	0
	<b>Total</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
Uinta	HMA	2	30,117	0	0
	Hunter Walk-in	1	480	0	0
	Fishing Walk-in	0	0	0	0
	<b>Total</b>	<b>3</b>	<b>30,597</b>	<b>0</b>	<b>0</b>
Washakie	HMA	0	0	0	0
	Hunter Walk-in	12	7,563	0	7.85
	Fishing Walk-in	3	0	62	1.84
	<b>Total</b>	<b>15</b>	<b>7,563</b>	<b>62</b>	<b>9.69</b>
Weston	HMA	0	0	0	0
	Hunter Walk-in	4	1,280	0	4.81
	Fishing Walk-in	4	0	2	2.71
	<b>Total</b>	<b>8</b>	<b>1,280</b>	<b>2</b>	<b>7.52</b>

Source: LSO Analysis of 2002 PLPW Data Set as of 9/30/02

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# APPENDIX D

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## WG&F Commission Districts, Regions, and PLPW Regions

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**Appendix D is available only in hard copy form.  
To obtain a copy of this attachment, contact:**

*Wyoming Legislative Service Office  
213 State Capitol Building Cheyenne, Wyoming 82002  
Telephone: 307-777-7881 Fax: 307-777-5466  
Website: <http://legisweb.state.wy.us>*

# Recent Program Evaluations

Game and Fish Department Land Acquisition Program	February 1996
Deferred Compensation Program	June 1996
Cost-of-Living Adjustments: WRS Public Employees' Pension Plan	October 1996
Crime Victim Services	January 1997
Legislatively Designated Investments	May 1997
State-Owned Vehicles	September 1997
Agency-Provided Housing	September 1997
Professional Teaching Standards Board	December 1997
Game and Fish Department Limited-Quota License Draw	December 1997
UW's Institute for and School of Environment and Natural Resources	June 1998
Wyoming Department of Education School District Accreditation Reporting	June 1998
Laboratory Privatization and Consolidation	October 1998
Community College Governance	May 1999
Child Protective Services	November 1999
Wyoming State Archives	May 2000
Turnover and Retention in Four Occupations	May 2000
Placement of Deferred Compensation	October 2000
Employees' Group Health Insurance	December 2000
State Park Fees	May 2001
Childcare Licensing	July 2001
Wyoming Public Television	January 2002
Wyoming Aeronautics Commission	May 2002
Attorney General's Office: Assignment of Attorneys and Contracting	November 2002

**Evaluation reports can be obtained from:**

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