ALTERNATIVE DEDICATED FUNDING FOR FISH AND WILDLIFE

Report #1

Considerations and Strategies for Achieving Funding at the State Level
A Resource Document Prepared by the
President's Ad Hoc Committee on Alternative Funding
Midwest Association of Fish and Wildlife Agencies

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Introduction

On September 4, 2006, Midwest Association of Fish and Wildlife Agencies (MAFWA) President, Doug Hansen created the Ad Hoc Committee on Alternative Funding for States. The purpose of the committee was to develop a resource document to be used by MAFWA states for review, discussion, communication, and strategy development as states strive to secure additional state funding for fish and wildlife conservation purposes. The idea for this committee was a direct result of a discussion among Directors during the 2006 annual meeting in Spearfish, South Dakota.

Using information previously developed by a wide variety of sources over the past several years, we've attempted to consolidate key thoughts and ideas, including those of the committee members, into an informal reference document that MAFWA members might use as they initiate their own attempts at securing additional state funding for fish and wildlife conservation. We relied heavily on information produced by the Association of Fish and Wildlife Agencies (AFWA), Teaming With Wildlife (TWW) initiative, including various other reports and associated documents. We also reviewed and mined information from assorted documents produced by various states and other organizations.

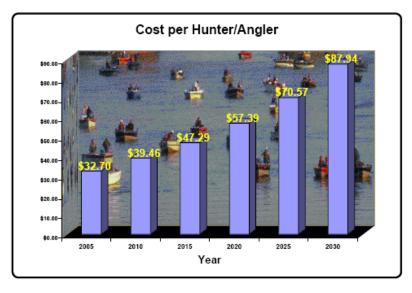
To a large degree, there's very little new information presented here. We have shamelessly extracted information and ideas from others in an effort to further the cause; therefore, we do not claim any unique ownership to the contents presented here. The end result of this effort is what we hope will be a useful accumulation of information that will further assist MAFWA states in their quest for securing additional, dedicated funding for the conservation of our natural resources.

Why funding beyond the traditional sources?

Traditionally, most funding to support fish and wildlife conservation efforts undertaken by state fish and wildlife agencies has been derived from sales of hunting, trapping, and angling licenses, and federal excise taxes on sporting arms, ammunition, and fishing equipment distributed back to state fish and wildlife agencies. This funding model has been the basis for the most successful fish and wildlife conservation model in the world. Sportsmen and women have gladly paid for their outdoor recreation opportunities knowing that these funds will be used not only in support of programs of

direct interest to them, but also for broader conservation needs. This system has resulted in scores of species being brought back from the brink of extinction and restored to their former range, conservation of millions of acres of habitats and rare plant communities, sustainable populations of hundreds of fish and wildlife species, and abundant, high quality recreational opportunities for the nation's hunters, trappers, anglers, and wildlife watchers.

However, this funding model is becoming increasingly inadequate in addressing the critical challenges faced by state fish and wildlife agencies around the country. In many states, participation rates and actual participation in hunting and angling have declined, and demographic analyses suggest that these trends will likely continue. As revenue has declined as a result of these license sale trends and the cost of critical fish and wildlife management programs have continued to increase, states have had increasing difficulty in obtaining license fee increases necessary to maintain or expand programs. Moreover, some states have found that continued increases in license fees contribute to further declines in participation rates, thus exacerbating current funding challenges.



Minnesota – Projection of how much license fees might need to increase to maintain current level of service

It has also long been recognized that the benefits of fish and wildlife conservation programs extend beyond hunters and anglers. Healthy fish and wildlife habitats and populations are important to the quality of life for states' citizens. Fish and wildlife provide recreational opportunities not only for hunters, trappers, and anglers, but also for wildlife viewing which is becoming increasingly popular. These activities also support billions of dollars of economic activity and support resort, tourism, and other industries. Further, preservation, restoration, and management of fish and wildlife habitats provide broader environmental benefits such as improved water quality, and conservation of rare and endangered species and habitats.

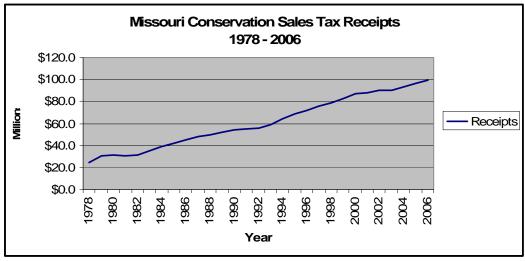
At the same time, pressures on critical fish and wildlife habitats and populations are greater than ever before. Development of important habitats from increasing human populations continues unabated. Climate change threatens to dramatically impact scores

of species and has introduced considerable uncertainty to the management of fish and wildlife and related state and federal programs. Furthermore, energy development, large scale agricultural production, increasing threats from invasive species, and deteriorating water quality all present significant challenges to the maintenance of sustainable populations of fish and wildlife across the country.

Why dedicated funding to fish and wildlife conservation?

While additional funding for fish and wildlife conservation is generally well-supported by the public, it often is not viewed as urgent by appropriators, especially when put up against education, health care, transportation, and other high-profile and very expensive state-funded programs and mandates. As a result, many states have experienced difficulty in securing general tax dollars to support conservation efforts, and have had to increasingly rely on traditional sources of fish and wildlife funding.

Dedicated fish and wildlife funds would provide a stable and predictable source of funds that would allow agencies to develop more strategic approaches towards resolving large-scale habitat challenges, and would foster long-term programs and conservation strategies. It would also reduce reliance on traditional funding sources and the need to repeatedly and frequently seek license fee increases from hunters, trappers, and anglers. Moreover, dedicated funds would allow agencies to quickly respond to emerging needs and opportunities without being encumbered by slow and infrequent state appropriation processes. And finally, a reliable pool of dedicated money would better enable states to take full advantage of outside grants that require match.



Missouri - Conservation sales tax receipts showing stable growth over time

Strategies for securing alternative dedicated funding

Working from the various sources available to us, we have attempted to highlight some of the important strategies and considerations needed as a state might forward with any sort of funding initiative. We have glossed over many of these as some are complex and involved enough to warrant extensive research and writing on their own. However,

we felt it was important to list as many of these as we could discover, with a brief description, as a means of prompting your thoughts and overall strategy development.

Establish a Philosophical Position on Fish and Wildlife Conservation

It's important to understand and clearly state the reasons for fish and wildlife conservation in our states. While each state agency probably has historic documents or even books addressing this topic, it's important to re-visit and re-articulate the basic reasons and philosophy that underlay our existence and actions, updating the language and perspective into today's terms. In addition to refreshing the minds of agency leadership and staff regarding our purpose and underlying philosophy, it also becomes the foundation for establishing relative importance and relevance in our plans and initiatives, and helps to define more clearly our responsibilities. Communication strategies begin here. Key elements might include:

- Fish and wildlife resources as public trust resources and what that means. Many people do not know about or understand this concept, yet it is a fundamental conservation principle.
- The need for fish and wildlife conservation is continuous. You must be clear that there is not an end point when conservation is no longer needed. We may see short-term successes; however, the overall commitment must be long-term.
- Every citizen benefits and all citizens should contribute. It is important to establish how all people benefit in a common way from fish and wildlife conservation, and therefore, why it's appropriate to ask all to contribute to the conservation of these resources. Key benefits to highlight might include clean water, green space, economics, individual and community health and related health care costs, importance of active lifestyles, etc.
- Establish linkages between conservation and other societal issues. Look for ties to education, recreation, mental and physical health, etc. Establish conservation as a societal investment in the future.
- Fish and wildlife are critical to our quality of life. Quality of life means different things to different people; however, this is an important concept to define and include, relative to your state's population.
- The role of fish and wildlife regarding traditions and our history. Conservation, hunting, and fishing include valuable lessons about living off the land and who we are as a people.
- What do we want to leave future generations what shall be our legacy? This helps to address the importance of the future as well as present day responsibilities to that future. Need to stress the importance of preserving opportunities and choices for the generations that will follow those of us living today.

Assessments of Need

Arguing the need for funding based on ideology or philosophy will not be enough. You will need to make a case for funding based on needs, and those needs must be derived from something real. Realistic assessments (projections, trends analysis, environmental scans, surveys, etc.) will need to be conducted including public/voter

opinion polls. Moreover, the assessments should address the ramifications of taking action versus no action. The supporting information discovered in these assessments will allow the agency to frame the discussions of need in a convincing fashion. Key assessments might include:

- *Trends*. Identify key trends affecting your agency's mission and the future condition and availability of your state's key natural resources.
- Identification of programmatic and related funding needs. Focus on your primary functions and programs, their purpose, and what it will take to achieve that purpose in terms of staff and funds. Consider ways to hardwire your Wildlife Action Plan with your primary programs.
- *Condition of natural resources*. Determine the status of your key natural resources and the desired future condition.
- *Demand or need for key public services*. Determine what public needs or services are in high demand.
- Condition of infrastructure and related needs. What is the status of your existing infrastructure, and what resources are necessary to operate and maintain those features in the future.
- *Determine critical future infrastructure needs*. What new future needs exist and what will it take to develop and maintain them in the future?
- *Public perception of the agency*. How does the public feel about your agency, programs, and services?

Public Engagement

You absolutely must engage the public in a discourse about needs, relevance, and future direction and priorities. As difficult and time consuming public participation can be, what you will learn from and about the public and your agency will be critical to crafting your strategic direction and messages. Don't be tempted to attack this need in a broad brush fashion. Target key groups and spend substantial time with some of the critical groups (e.g., leaders, hunters, anglers, university students, women, youth, retired, etc.). Some key reasons for public engagement include:

- You need actual, legitimate public input. Don't simply go through the motions. Develop a formal process for reaching out and engaging the public in a discussion about the future. If the process feels like window dressing to the public, you'll be sorry later, when it matters the most.
- Helps to create and nurture trust. Two big reasons for engaging the public is to learn what is on their mind, and to develop a relationship of trust. In many cases, people simply want to feel as if their opinion matters and that they are being heard.
- Forms the basis for achieving informed consent. And if you build trust and the public feels they are being taken seriously, they will often give you their consent to move forward, even if they have doubts about your initiatives.
- *Helps to create or stimulate a public mandate*. A double-edged sword, to be sure. If the public overwhelmingly points in a particular direction, you now have either

- a mandate to act or a steep hill to climb to change their mind. In either case, your boundaries have been temporarily determined.
- Unity of cause begins with knowing who supports you. Public engagement helps determine the magnitude of your supporters. Helps to locate and develop leadership.
- Achieving success depends on knowing who is against you. Public engagement also helps you determine the magnitude and character of those that may be against you and why.
- Need to understand urban and rural points of view. You must find the differences and commonalities among groups of people. An urban rural comparison and understanding will be critical.
- Need to know who might want to hook to your star should it start to rise. If you show signs of future success, others may want to be part of your effort; however, they will expect something in return. Identify the possible "partners" and know who you can afford to accommodate.

Political Engagement

The only absolute, defining realty of your effort is that it will be intensely political. Plan on it and spend significant time mapping your strategy; however, don't be intimidated or let politics dissuade from your purpose. The political realm must be maneuvered through, and the gate keepers will also be your guide, if they want what you want. This is a dynamic universe unique to each state. Take time to understand how it works and how to get what you want from it.

- *Governor* you may need the Governor's support in your quest, however, active support can make you or break you. You'll need to know the Governor's position and probably need to strategize with the staff.
- Legislature the Legislature holds the purse strings and controls the process you'll need to work through. This is the greatest hurdle. You will also need to engage your key legislative committees.
- *Understanding the landscape of local politics can be very helpful.* Find those local politicians that share your values or stand to gain by you succeeding. Get them into your camp. Understand that local politicians are frequently future legislators and governors.
- Non-political politicos assess the position and support of others who play hard in the political world but could help you or hurt you (e.g., NGOs, corporations, special interests, lobbyists).
- *Need a champion* you are going to need powerful, energetic champions who share your vision. You will also need significant bi-partisan support.
- *Know who is against you and why*. Opponents can be persuaded or defeated, but you must smoke them out early and tend to them often. Don't be blindsided by an unknown or surprise opponent.
- Need to know who might want to hook to your star should it start to rise. Many a good idea has died under its own weight during a legislative session. People will want to get a piece of the action if your initiative shows life. Know who is worth accommodating and vigorously fight off everyone else.

A Strategic Plan

You must have a meaningful strategic plan. Your vision and strategic plan can be the pivot point for making and justifying your case for additional funding. It will also be the measuring stick used to determine success (or failure). However, if the plan is well constructed and the content legitimate; and if the agency is committed to using it as a management tool, you will have a key piece of your communication strategy complete. Considerations for your strategic plan include:

- Goals, outcomes, objectives/strategies are based on assessments of need. You have to live with the plan for awhile and will also be judged by how well you implement it. Do your homework and make your commitments carefully. Be realistic. Carefully and cautiously identify your key deliverables/promises.
- Your plan should create a sense of urgency. Paint a picture of urgent need, if not crises, but don't overstate the issues. Move people past their sense of comfort and security toward a need for action.
- Do a five year plan but use ten year projections. Three to five years is probably the practical extent of any planning cycle; however, you should think beyond the planning boundary. Ten or more years is a good reach for most strategic thinking. Everything changes too fast to try to reach further.
- The plan should have broad public appeal (traditional and non-traditional constituents). Don't plan to do everything for everybody, but do have something for everyone and highlight those connections. Your plan is not meant to cover everything in your agency.
- Holistic conservation (think beyond game management). Hunters and anglers are hugely important, but a broad conservation effort is required in this day and age. Think holistic but be able to explain things down to the species level.
- *Include mechanisms for accountability (internal, external)*. Commit to reporting accomplishments, progress, success, failure, costs, and course changes.
- Connect funding and expenditures make a real connection to the budget.
 People want to know what they're paying for and if they're getting their money's worth.

Select a Funding Mechanism

Give careful study and consideration to the type of funding mechanism you wish to pursue. Many options exist; however, each has its own set of pros can cons. You'll want a mechanism that can generate enough money over the long term, is sustainable, has growth capability, and is not administratively difficult or costly to manage. Some considerations include:

- *Use surveys to determine public interest, support, and willingness to pay.* Find out what the public will tolerate and support.
- Engage key staff to assist with analysis of various funding scenarios. Understand the various mechanism and process of collecting funds. How much will they generate? Will your proposed method gore someone else's ox?

- Does the funding mechanism have low organized opposition? Some states have ready made organizations just waiting to shoot down certain types of government initiatives. Find out if they exist and what their position will be on your idea.
- What will be the ease and cost of administration? Consider how your funds must be captured and administered. Look for ways to keep it simple. Avoid cumbersome (and costly) methods and watch out for other governmental entities charging administrative costs against your funding pool.
- Governance how will oversight be handled (commission, board, legislature). Consider practical methods of governing and oversight. Seek to be apolitical.
- Revenue source must be capable of growth. Will your source grow or will you have to re-visit it in a couple of years because it's inadequate.
- How will annual carryover funds be handled? Be sure to address carryover or fund balances in your administrative plans. Avoid reversion of funds; allow unspent funds to be carried over either indefinitely, or with a deadline for obligation (e.g., two years).
- Carefully consider your funding package what will it fund; fish and wildlife, parks, other? What will your funding pool pay for? Be sure this is screwed down tightly to avoid diversion of funds to weakly related or unrelated projects and work.

Impact and Payback

Be sure to prepare calculated estimates of what your funding mechanism will cost those that have to pay for it. You'll be asked for this information, so have it in hand before some else does your homework for you. With discussions about cost, you must also be prepared to demonstrate the positive economic gain associated with the actions supported by the desired funds. All states at least have economic impact data from the National Survey of Fishing, Hunting, and Wildlife-Associated Recreation. In addition, other spin-off reports have been produced, studies by outdoor industry groups, and a few state agencies and universities. Find these reports and numbers and use them continuously. Items to consider:

- Impact per person what will each person in the state have to pay?
- *Impact per household* what will the cost be to each household in the state?
- Impact/payback to local economies
- Impact/payback to state economy
- Impact/payback to people/families
- What are the positive economic impacts of hunting, fish, forestry, recreation?
- *How many jobs are supported?*
- *How much sales and income tax is generated?*

Create and Implement the Campaign

Timing and strategy is everything, even when managing fast paced opportunities or working amidst chaos. Organize your objectives and key members of the team. Prepare a strategy that includes the obvious and necessary; preparing to manage all else within that framework, as much of the rest may be unpredictable. Engage specialists to

assist with the outreach, information, and education elements of your campaign. Some key consideration will include:

- Fundraising how will you raise money to support your campaign?
- Seek out marketing experts. Employ people skilled in marketing messages. Conservation professionals, including many agency employed information and education staff often do not have the necessary skills and objectivity needed when developing and delivering a marketing strategy.
- Messages and delivery carefully craft messages and slogans, targeting when needed. Look for opportunities to integrate the funding needs message into your everyday communications (e.g., news releases, magazine features, etc.).
- Work traditional media hard Manage/orchestrate your media coverage; set your tone and frame your topics before others do it for you. Visit with newspaper editorial boards.
- Delivering messages broadly. Magazines, TV, newsletters, billboards, websites, pod-casting, blogs, on-line video, etc.
- *Enlist spokespeople* Find credible, likable, well known, and respected spokespeople to help deliver your messages.
- Targeting who will you target? You'll likely need to focus on different groups at different times. Identify your targets and develop your themes and messages accordingly.
- Outside leadership, NGOs, collaboration who will help you? Create alliances with those that'll stick with you. On occasion, you'll need others to fight for you.
- Agency staff involvement can your agency staff assist? Agency staff involvement can be viewed as a conflict of interest by some. Also, using staff time and resources beyond formal involvement and support can get you in trouble with auditors and the legislature. Determine and communicate the rules to your staff early.
- *Active gubernatorial support* how will you engage the Governor's office?
- *Active legislative support* how will you engage legislative champions?
- Active business support what businesses can be engaged in support? Identify
 key businesses that will support your cause. They can help you with resources
 and implementing political strategies.
- Understand the political impact of your initiative. What type of voters will be drawn to your proposal, what is their mood and tendencies, and what impact might this have on state and local politics and elections?
- *Traditional constituents/non-traditional constituents* You'll need strategies for engaging each group.
- Actively counter misrepresentations Defend your cause against false allegations and misrepresentations, but pick you battles carefully. Analyze all criticisms and prepare a response, but only communicate those that matter the most.

Legal and Legislative Research

Your initiative will have legal and legislative elements that must be considered and specifically addressed. These are tricky and sometime treacherous waters. Technical errors have killed efforts in the past, and successful efforts can end up in the courts with

quirky challenges. The best protection here is to involve experts who know how to navigate these processes and understand the challenges and pitfalls. Legislative staffers can be very helpful; however, you'll need access through your governor's office or the legislature. Engaging outside counsel may also be necessary, but can be expensive, unless pro bono counsel work can be obtained through a stakeholder group or other means. Some considerations include:

- What are the legal and legislative elements to be considered?
- Will your initiative require a vote of the people?
- Do you have initiative petition capabilities?
- Do you need statutory and/or constitutional language?
- *Make sure you understand how the legislative process works.*
- *Engage legislative leaders and appropriate committees.*
- Timing of you initiative to legislative processes and elections, and understanding the relationship and implications.
- Engage experts in drafting language; avoid technical errors.

Overview of select state funding mechanisms

The following is an overview of a few existing funding mechanisms, as well as some current initiatives that are in the news. Several other examples can be found on the TWW website: http://www.teaming.com/

Arkansas – Dedicated one-eighth of one percent sales tax - forty-five percent (45%) to be used exclusively by the Game and Fish Commission; forty-five percent (45%) to be used by Department of Parks and Tourism; nine percent (9%) to be used exclusively by the Department of Heritage; and one percent (1%) to be used exclusively by Keep Arkansas Beautiful. Created in 1996 by constitutional amendment, this was a new sales tax with no sunset.

Iowa – The Resource Enhancement and Protection (REAP) is a program in the State of Iowa that invests in the enhancement and protection of the state's natural and cultural resources. Depending on the individual programs, REAP provides money for projects through state agency budgets or in the form of grants. Several aspects of REAP also encourage private contributions that help accomplish program objectives.

REAP is funded from the state's Environment First Fund (Iowa gaming receipts) and from the sale of the natural resource license plate. The program is authorized to receive \$20 million per year until 2021, but it has only realized that level of funding in just one year (1991) since its inception in 1989. The state legislature sets the amount of REAP funding every year, and in recent years that level has been \$10 million from the general fund. Interest from the REAP account and receipts from the sale of natural resource license plates add about \$1.0 million to this appropriation for a total of \$11 million a year. The first \$350,000 each year goes to Conservation Education. One percent of the balance goes for DNR Administration. The remaining is allocated as follows: DNR Open Space (28%), City Parks and Open Space (15%), Soil and Water Enhancement (Dept of

Ag and Land Stewardship) (20%), County Conservation Boards (20%), DNR Land Management (9%), Historical Resources (5%), and Roadside Vegetation (IA DOT) (3%).

Minnesota – Minnesota has several successful funding initiatives in place. A check-off on the state income tax forms allows taxpayers to contribute to the non-game wildlife program. This program, called the chickadee check-off, raises approximately \$1 million annually. The legislature has also authorized a series of three conservation license plates for vehicles. The plates, which cost buyers an extra \$30 each year, raise approximately \$3.5 million annually for the Critical Habitat Matching Program, which provides matching funds for donations of land or cash to the department. For the past 8-10 years, there has been a grass-roots effort to dedicate a portion of the state sales tax for conservation and other purposes. The measure, which would require a constitutional ballot, has been proposed in many forms in the legislature over the years but has yet to pass the full legislature. No signature is required by the Governor, and the question would go straight to the ballot if approved by the legislature. *Note: A copy of the version that came close to passage in 2007 is included in Report #3*.

Missouri – Dedicated one-eighth of one percent sales tax for fish, forest, and wildlife conservation. Created in 1976 by constitutional amendment; put on the ballot by initiative petition. This was a new sales tax with no sunset.

Also, a dedicated one-tenth of one percent sales for state parks, soil and water conservation, and historic preservation, originally created in 1984, the tax has been reauthorized three times with a 2:1 margin. In the most recent vote on August 8, 2006, the margin of victory was 71%. The tax will automatically be put before the voters every ten years, per the most recent vote and constitutional amendment. The tax generates approximately \$82 million split equally between state parks and historic preservation (50%) and soil and water conservation (50%).

Virginia - Virginia allocates up to \$13 million per year to its Department of Game and Inland Fisheries in a direct transfer of sales tax revenue. The amount is based on the estimated economic impact of fishing, hunting and wildlife-associated recreation as determined by the national survey.

Wisconsin - The Stewardship Program was created to preserve Wisconsin's most significant natural resources for future generations, as well as to provide the land base and recreational facilities needed for quality outdoor experiences. In his 2007-09 Budget, Governor Jim Doyle proposes reauthorizing the Stewardship Program through the year 2020 with \$105 million in annual bonding to acquire land and easements. This investment is the minimum needed to maintain the fund's earlier purchasing power, and is equal to each Wisconsin resident paying at most only 25 cents a week. The Stewardship Program is funded with general obligation bonds, similar to funding for other state infrastructure investments like highways and buildings. The state sells bonds to investors and then repays the principal and interest over the next 20 years. This approach spreads the cost over time so it is shared with future users of public lands. The debt service on the bonds has historically been paid with general purpose revenues, and

since 1998, has been supplemented with Forestry funds. No hunting, fishing, or park fees are used to repay the bonds. Besides acquiring land, the Stewardship Program makes funds available for local recreation through grants. The Department of Natural Resources, in partnership with local governments and nonprofit conservation organizations, provides grants for 50 percent of project costs. These grants enable the state to stretch its dollars by leveraging funds from other sources. At its start in 1990, the Stewardship Program was funded at \$23.1 million per year. When reauthorized in 2000, it was funded at \$46 million per year. In 2002, the funding was increased to \$60 million per year. Governor Doyle's proposal of \$105 million/year beginning in 2011 is meant to help the Stewardship Program retain its purchasing power and keep pace with the increasing cost of land in the state.

List of Commonly Used or Considered Funding Options

General Fund

License Fees

Federal Assistance (grants and agreements)

Non-federal Assistance (grants and agreements)

Public Use Fees

Habitat Stamps

Donations

Non-consumptive User Fees

Registration Fees (watercraft, ATVs, recreational vehicles)

Conservation License Plates

Trust Funds

General Sales Tax – New

General Sales Tax – Redirect Existing

Lottery

Gas Tax

Hotel Rooms Tax

Meals Tax

Fuels Tax

Fines and Restitution for Natural Resources Damage

Income Tax Check-offs

Landfill Tipping Fee

Fines

Outdoor Recreation Equipment Sales Tax

Revolving Funds

Real Estate Transfer Tax

General Obligation Bonds

Severance Tax (minerals, forest products, bio-fuels)

Containers Tax

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