

State of Washington  
Joint Legislative Audit and Review Committee (JLARC)



# **Department of Fish and Wildlife Cost Analysis**

**Report 08-5**

March 26, 2008

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JLARC's non-partisan staff auditors, under the direction of the Legislative Auditor, conduct performance audits, program evaluations, sunset reviews, and other analyses assigned by the Legislature and the Committee.

The statutory authority for JLARC, established in Chapter 44.28 RCW, requires the Legislative Auditor to ensure that JLARC studies are conducted in accordance with Generally Accepted Government Auditing Standards, as applicable to the scope of the audit. This study was conducted in accordance with those applicable standards. Those standards require auditors to plan and perform audits to obtain sufficient, appropriate evidence to provide a reasonable basis for findings and conclusions based on the audit objectives. The evidence obtained for this JLARC report provides a reasonable basis for the enclosed findings and conclusions, and any exceptions to the application of audit standards have been explicitly disclosed in the body of this report.

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### **Committee Approval**

On March 26, 2008, this report was approved for distribution by the Joint Legislative Audit and Review Committee.

### **Acknowledgements**

We appreciate the assistance provided by the Department of Fish and Wildlife staff in conducting this study.

**DEPARTMENT OF FISH  
AND WILDLIFE COST  
ANALYSIS  
REPORT 08-5**

MARCH 26, 2008



STATE OF WASHINGTON

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# Report Summary

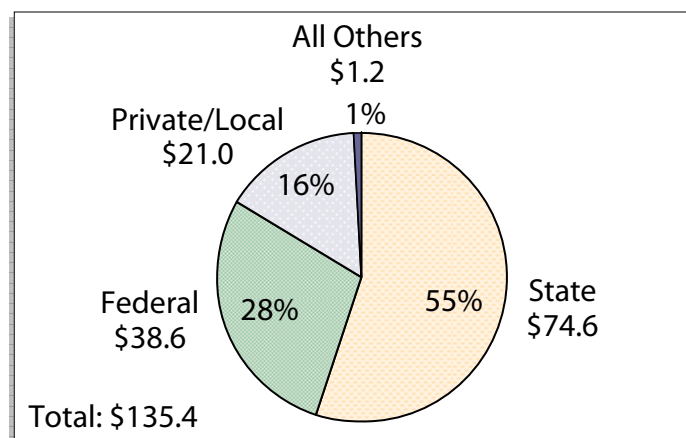
The Washington Department of Fish and Wildlife (WDFW) is mandated to preserve, protect, perpetuate, and manage wildlife and fish. Resources for the Department's broad range of services—from Enforcement officers ensuring compliance with commercial fishing regulations off the Washington coast to Wildlife staff feeding elk for damage control and species management at the Oak Creek wildlife area—are provided through a complex structure of different funds and revenues.

In order to gain additional clarity on the Department's use of these various funds, the Legislature directed the Joint Legislative Audit and Review Committee (JLARC) in the 2007-09 Biennial Operating Budget to conduct a cost analysis of activities and programs within the Department. JLARC examined how WDFW makes decisions on which funds or revenues to use for its various services and activities.

## Where the Money Comes From—Sources, Strings, and Stability

Funds are provided from a variety of sources, the majority of which come from the General Fund - State (general tax revenues) and Wildlife Account - State (sales of recreational hunting and fishing licenses). As is common in state agencies, the level of revenues an agency collects in a specific year does not necessarily match the level of expenditures within that year. These differences typically reflect underspending, the use of fund balances available in dedicated accounts, funding from revenues that are collected by a different agency, or a combination of these factors.

Fiscal Year 2006 WDFW Revenues (\$ in millions)



Source: JLARC analysis of LEAP data.

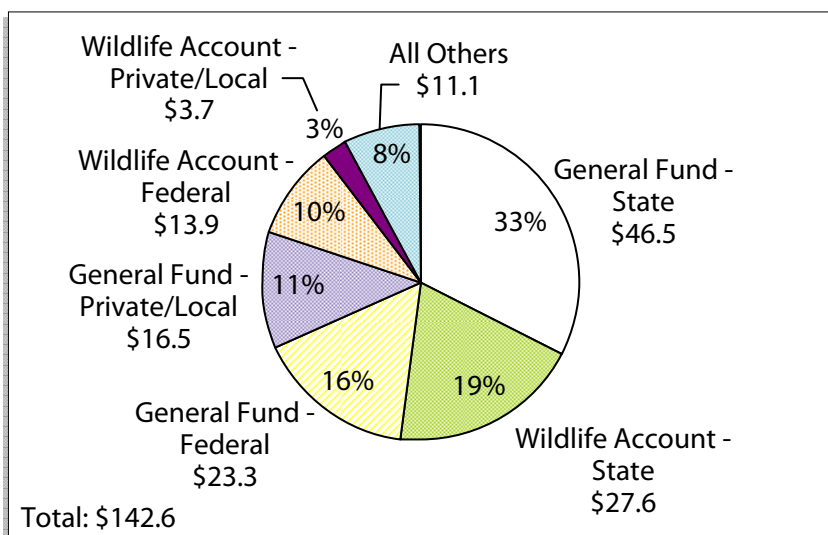
Many of these fund sources have specific restrictions (strings) which may affect the level of fund use flexibility. Generally speaking, more discretion is available for the use of state funds (General Fund and Wildlife Account) than for federal or private/local funds.

Over the last ten years, most resources supporting WDFW are trending upward. However, there can be significant variation in individual fund sources from year to year, leading to the potential for instability and uncertainty.

## Expenditures—Choosing Among the Fund Sources

The Department used 27 different fund sources for expenditures on 1,680 individual activities (the Department’s accounting system identifies them as Program Indexes) in Fiscal Year 2006.

Fiscal Year 2006 WDFW Operating Expenditures (\$ in millions)



Source: JLARC analysis of LEAP data.

We found that fund source decisions are made by the Department at the individual activity (Program Index) level. Three main drivers help explain the Department’s choices in which funds to use:

- Some fund sources are restricted in their use (strings);
- The history of funding an activity may play a role in current and future fund source choices; and
- Funding with no specific restraints, such as some General Fund - State money, may be available as a possible source for matching other funds or balancing the funding requirements of an activity.

## “Take” and “Non-Take”—An Alternative View of Department Expenditures

To address a legislative interest in the Department’s costs to support hunting and fishing activities distinct from other programs, this report includes a delineation of Department activity (Program Index) expenditures between “take” (operations that exist to support hunting and fishing activities)

and “non-take” (operations that exist to support activities not related to hunting and fishing, such as managing wildlife habitats). A basic analysis showed that some activities may support both “take” and “non-take,” and drawing a clean line between the costs of the two activities is difficult.

## **Findings on Financial Management Processes**

Ultimately, decisions on which funds to use can be complex and are generally made at a very detailed level within the Department. This can create confusion when trying to understand why a particular fund is used for a particular activity of the Department. As JLARC began to research the drivers and the rationale behind fund source decisions, we found that improvements in some of the Department’s financial management processes will help reduce this confusion and provide more insight into which types of funds are available for use by the Department.

The forecasting process for hunting and fishing license revenue, the process of calculating beginning and ending fund balances for the Wildlife Account, and the process of determining the amount of state money used to match federal money can all be improved. Such improvements will assist decision makers in determining which resources are actually available as they build budgets.

## **Recommendations**

- 1) The Department of Fish and Wildlife, in consultation with the Office of Financial Management and legislative fiscal staff, should develop options for more accurately forecasting license fee revenues.
- 2) The Department of Fish and Wildlife, in consultation with the Office of Financial Management and legislative fiscal staff, should develop alternative methods for tracking, accounting, and reporting restricted and unrestricted fund balances for the Wildlife Account.
- 3) The Department of Fish and Wildlife, in consultation with the Office of Financial Management and legislative fiscal staff, should develop quarterly reports that describe the total General Fund - State and Wildlife Account - State dollars set aside to meet federal matching requirements.





# BACKGROUND ON THE DEPARTMENT OF FISH AND WILDLIFE

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State statute sets out the mandate for the Fish and Wildlife Commission and the Washington Department of Fish and Wildlife (WDFW). RCW 77.04.012 states: “Wildlife, fish, and shellfish are the property of the state. The commission, director, and the department shall preserve, protect, perpetuate, and manage the wildlife and food fish, game fish, and shellfish in state waters and offshore waters.”

Funding for the Department’s budget comes from a variety of sources. In Fiscal Year 2006, 27 different accounts (often referred to as funds) provided money for the Department’s operations. Appendix 3 provides detail on those 27 funds or accounts.

In Fiscal Year 2006, operating expenditures for the Department totaled \$142.6 million. Including the General Fund - State appropriation, the revenues collected by the Department totaled \$135.4 million. A major reason expenditures exceeded revenues is that some funding provided to the Department is collected by other state agencies, such as the Department of Natural Resources.

JLARC carefully analyzed revenue and expenditure trends, discussed WDFW’s decision-making process with its management, and interviewed field-based staff. This JLARC report provides information about the Department’s revenues, expenditures, and how it makes funding decisions. It is structured with three topic areas:

- Topic 1 explores where the money comes from to fund the Department’s many activities and projects, with an emphasis on the *sources*, *strings* (or restrictions), and *stability* of that money.
- Topic 2 describes where the Department spends the money and how decisions are made on which specific fund sources to use.
- Topic 3 is an analysis of the percent of the Department’s efforts focused on “take” and “non-take” activities.

The report concludes with recommendations to improve budget accuracy and transparency.



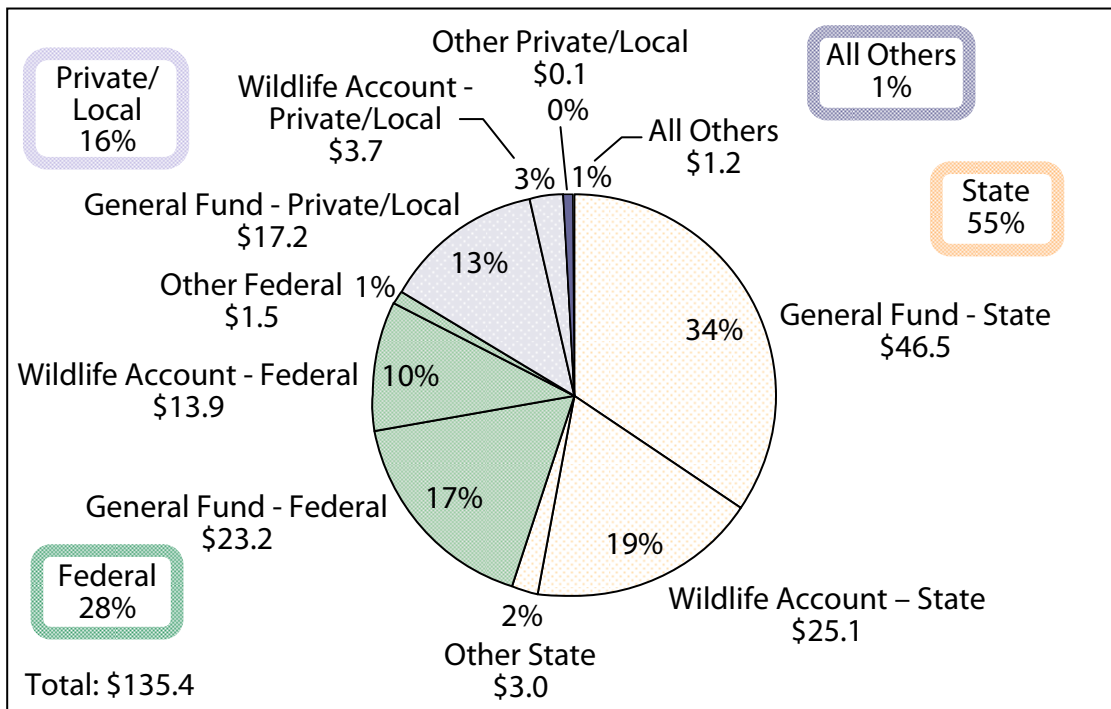
# TOPIC 1: WHERE THE MONEY COMES FROM— SOURCES, STRINGS, AND STABILITY

This section of the report discusses the sources of funding for the Department. To address this, we provide data on actual revenues received by the Department, such as license fees and federal grants, as well as the amount of funding appropriated to the Department from the General Fund. Later in the report, in Topic 2, we will shift to a discussion of expenditures to explain Department fund use decisions and provide expenditure data instead of revenues.

As is common in state agencies, the level of revenues an agency collects in a specific year does not necessarily match the level of expenditures within that year. These differences typically reflect underspending, the use of fund balances available in dedicated accounts, funding from revenues that are collected by a different agency, or a combination of these factors. For the Department of Fish and Wildlife, Fiscal Year 2006 total expenditures were higher than the sum of revenues collected by the Department and their General Fund - State appropriation.

Revenues for the Department of Fish and Wildlife come from a variety of sources. Some revenues were used for both operating and capital expenditures. We estimated the amount of revenue related to capital expenditures and excluded this data from the total revenues. Figure 1 below shows revenues for Fiscal Year 2006.

Figure 1 – Fiscal Year 2006 WDFW Revenues (\$ in millions) Including General Fund - State Appropriation



Source: JLARC analysis of LEAP data.

Topic 1: Where the Money Comes From—Sources, Strings, and Stability

Table 1 – Fiscal Year 2006 WDFW Revenue Sources<sup>1</sup>

| Revenue Category<br>(% of Total Revenues) | Fiscal Year 2006 Revenue Sources and Funds<br>(\$ in millions) | % of Total Rev. | Example Revenue Source  |
|---|--|-----------------|---|
| <b>State</b><br><br>55%                   | General Fund - State<br><br>\$46.5                             | 34%             | General tax revenues. Revenues from the sale of certain fishing licenses are also deposited into this fund and earmarked for use by WDFW.       |
|   | Wildlife Account - State<br><br>\$25.1                         | 19%             | Sales of recreational hunting and fishing licenses. This includes 182 different recreational hunting and fishing licenses.                      |
|   | Other State<br><br>\$3.0                                       | 2%              | Twelve accounts; the largest is a Recreational Fisheries Enhancement Account.   |
| <b>Total State \$74.6</b>                 |  |                 |   |
| <b>Federal</b><br><br>28%                 | General Fund-Federal<br><br>\$23.2                             | 17%             | Federal funding, most of which is from the Departments of Interior, Commerce and Energy.  |
|   | Wildlife Account - Federal<br><br>\$13.9                       | 10%             | Federal funding, most of which is provided from the Department of Interior.   |
|   | Other Federal<br><br>\$1.5                                     | 1%              | One account: Salmonid Recovery account.   |
| <b>Total Federal \$38.6</b>               |  |                 |   |
| <b>Private/Local</b><br><br>16%           | General Fund - Private/Local<br><br>\$17.2                     | 13%             | A wide variety of sources, one of the largest of which is from public utility districts for mitigating the impacts of their operations on fish. |
|   | Wildlife Account - Private/Local<br><br>\$3.7                  | 3%              | A wide variety of sources including WDFW fees associated with the operation of the automated license system.                                    |
|   | Other Private/Local<br><br>\$0.1                               | Less than 1%    | One account: Special Wildlife.  |
| <b>Total Private/Local \$21.0</b>         |  |                 |   |
| <b>All Others</b><br>1%                   | Total of<br><br>\$1.2  | 1%              | Nine other accounts; the largest is the Regional Fisheries Enhancement Group Account.   |
| <b>Total \$135.4 million 100%</b>         |  |                 |   |

Source: JLARC analysis of LEAP data and state and federal statute. The source of General Fund - State is official allotments from LEAP data.

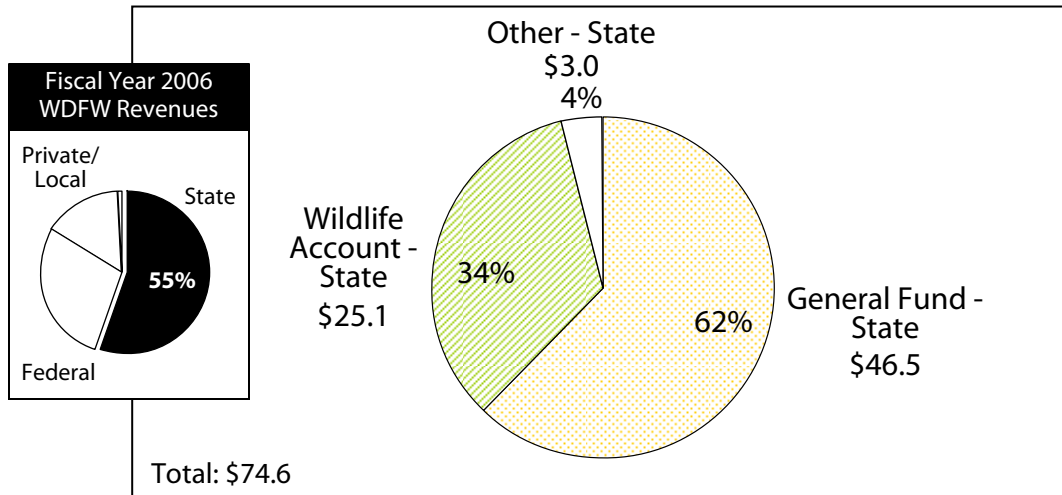
<sup>1</sup> JLARC estimated the amount of revenue related to capital programs from expenditure data and excluded this from the total.

Table 1 aggregates the revenues into three categories, illustrating that 55 percent comes from state sources, 28 percent from federal, and 16 percent from private/local. Using the structure of these major categories, this section examines the fund **sources** within each category, the **strings** or restrictions on the use of specific funds, and the **stability** of WDFW funding.

### Category 1 - State Funds

In Fiscal Year 2006, WDFW received a total of \$74.6 million in state funds from a total of 14 different state sources of funding (excluding those amounts used for capital purposes). Figure 2 below illustrates that General Fund - State and the Wildlife Account - State make up 96 percent of Fiscal Year 2006 total revenues from state sources.

Figure 2 – General Fund and Wildlife Account Comprised 96% of Fiscal Year 2006 State Revenues (\$ in millions)



Source: JLARC analysis of LEAP data.

### General Fund - State

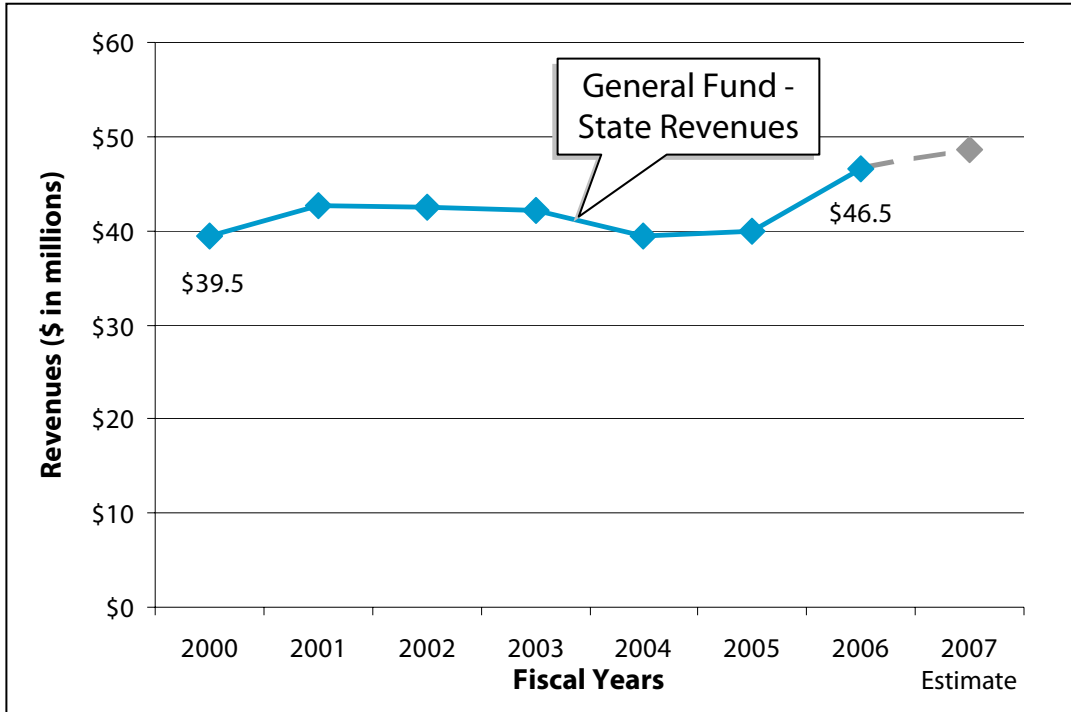
General Fund - State revenues come from general taxes, such as property and sales taxes, and a wide variety of other sources. One such **source** is the licenses and fees, such as the saltwater and shellfish recreational licenses, collected by the Department. Appendix 4 provides detail on those license and fee revenues deposited into General Fund - State and the strings placed on their use.

While there is generally broad discretion in the use of General Fund - State, **strings** from permanent statute and budget provisos direct that certain amounts be expended for specific purposes. For instance, in the 2007-09 Operating Budget, one such proviso directs that \$800,000 in General Fund - State money be used solely for state match for a partnership with the U.S. Army Corps of Engineers. Such provisos are also used for other fund sources.

With its broad tax base, General Fund - State money may be more **stable** than other sources used by WDFW. However, some General Fund - State money is tied to the sale of certain recreational and commercial fishing licenses and fees (\$2.2 million in Fiscal Year 2006). A portion of these recreational fishing license fees (\$1.4 million in Fiscal Year 2006) must be used for specific

Department activities.<sup>2</sup> As Figure 3 below illustrates, General Fund - State revenues have increased over time, after controlling for inflation.

Figure 3 – General Fund -State Revenues Have Increased Over Time (Controlled for Inflation)



Source: JLARC analysis of LEAP data and the Economic and Revenue Forecast Council’s June 2007 Forecast implicit price deflator (2006 base year).

### Wildlife Account - State

The major **source** of money for Wildlife Account - State is proceeds from the sale of recreational hunting and fishing licenses.<sup>3</sup> Statute (RCW 77.12.170) directs that moneys from the following be deposited into Wildlife Account - State.<sup>4</sup>

- Sale of recreational hunting and fishing licenses, permits, tags, and stamps (except salt water, shellfish, and razor clam);
- Rentals or concessions;
- Sale of real or personal property;
- Assessment of administrative penalties;
- Fees for informational materials;
- Fees for special vehicle license plates;

<sup>2</sup> Appendix 4 provides additional detail on licenses and fees deposited into General Fund - State. Appendix 7 provides additional detail on the statutory restrictions on the use of the recreational fee revenue.

<sup>3</sup> Commercial licenses are excluded from the discussion of hunting and fishing license revenues because it represents a relatively small amount (\$165,093) for specialized licenses, such as taxidermists.

<sup>4</sup> The formal name of this fund is the “State Wildlife Account.” For descriptive purposes, we use a more generic “Wildlife Account” name and further delineate the account between State, Federal, or Private/Local.

- Articles or wildlife sold by the director;
- Compensation for damage to Department property, gifts, and grants;
- Excise tax on anadromous (such as Salmon) game fish;
- Sale of seized property;
- Department’s share of revenues from auctions and raffles; and
- Sale of watchable wildlife decals.

In Fiscal Year 2006, WDFW deposited \$24.6 million into Wildlife Account - State from hunting and fishing license sales.<sup>5</sup>

Statute places a **string** on the use of hunting and fishing license revenues. RCW 77.12.190 requires that the Wildlife Account be used “only for the purposes of this title, including the payment of principal and interest on bonds issued for capital projects.” Here “title” refers to Title 77 RCW, “Fish and Wildlife,” where the chapters of statute related to WDFW are found. This indicates that the Wildlife Account is available only for the statutorily authorized programs and activities of the Department. Prior to 2000, Title 77 RCW focused more narrowly on game and game-fish; legislation in 2000 merged the former Title 75 (food fish) into Title 77.

In order to better understand the **stability** of the biggest source of revenue for Wildlife Account - State, JLARC analyzed three trends related to recreational hunting and fishing licenses:

- The total number of licenses sold: a downward trend.
- The number of licenses as a percent of the state’s population: a downward trend.
- Total revenues: an upward trend.

### ***Recreational Licenses Sold***

For recreational license sales, JLARC obtained 19 years of data. Figure 4 on the following page illustrates that there is a downward trend in the number of licenses sold over this time period.<sup>6</sup>

### ***Recreational Licenses as a Percent of Population***

Looking at this data as a percent of the state’s population shows a similar downward trend as illustrated by Figure 5 on the following page.<sup>7</sup> As a percent of the state’s population, fewer licenses are being purchased over time. Appendix 5 provides additional detail on the many different recreational hunting and fishing license types sold in Fiscal Year 2006.

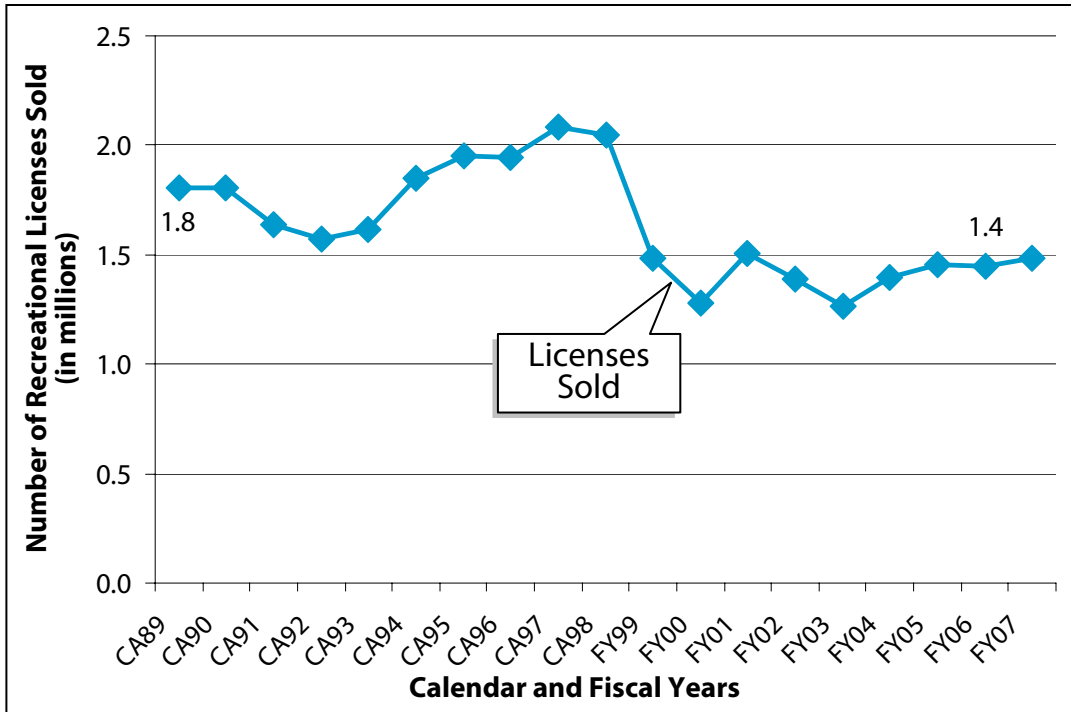
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<sup>5</sup> WDFW also deposited \$1.4 million from sources other than hunting and fishing licenses in Fiscal Year 2006. In addition, according to the Department, four other state agencies (Department of Licensing, Department of Revenue, Department of Transportation, and Department of Natural Resources) deposit funds into Wildlife Account - State. In addition to the \$24.6 million, there are additional recreational license revenues that are deposited into other accounts.

<sup>6</sup> These totals reflect only those categories that are strictly considered licenses required to hunt and fish. Data excludes: catch cards, drawings, raffles, applications, lifetime tickets, collector stamps, bird validations, vehicle access stewardship, watchable wildlife decal, youth donations, conservation patrons’ donations, and administrative penalty. Data on licenses were tracked by WDFW on a calendar year basis through 1998. Beginning in 1999, the Department switched to tracking by fiscal year. JLARC had to estimate the first six months of Fiscal Year 1999 data.

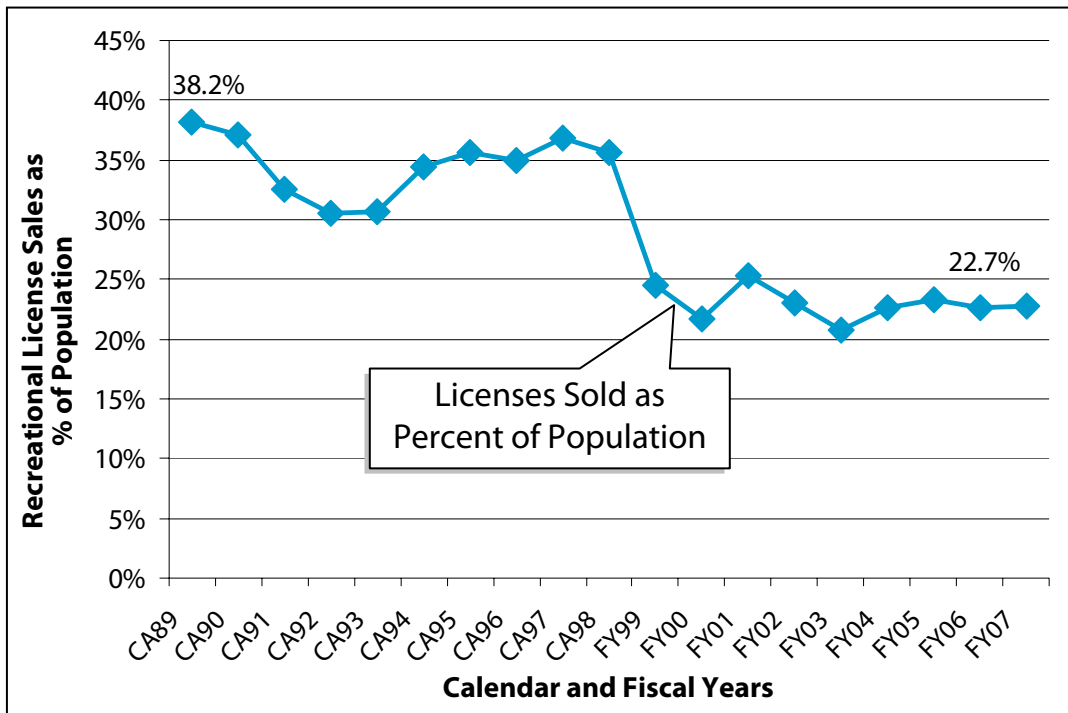
<sup>7</sup> The same adjustment to the license sales data and the estimate to bridge the calendar and fiscal year data were maintained for this analysis.

Figure 4 – The Number of Recreational Licenses Sold Has Declined Since 1989



Source: JLARC analysis of WDFW recreational license sales data.

Figure 5 – Recreational Licenses Sold as a Percent of the State Population Have Decreased Over Time



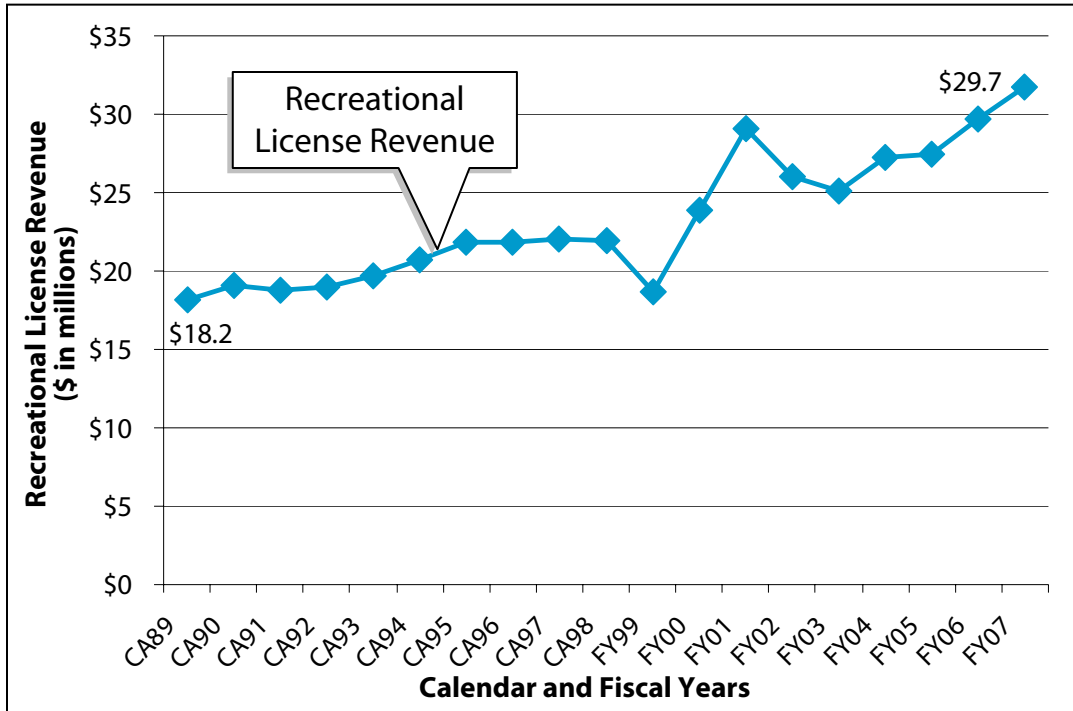
Source: JLARC analysis of WDFW recreational license sales data and Office of Financial Management state population—all years—November 2006 forecast data.



**Total Recreational License Revenues**

However, revenues from the sale of recreational licenses are trending up. WDFW was unable to fully document for JLARC the reason for increasing revenue in light of declining license sales. Figure 6 below illustrates that after controlling for inflation, there is a steady increase in revenues.<sup>8</sup>

Figure 6 – Recreational License Revenues Show an Increasing Trend (Controlled for Inflation)



Source: JLARC analysis of WDFW recreational license revenue data the Economic and Revenue Forecast Council’s June 2007 Forecast implicit price deflator (2006 base year).

**State Funding with Special Strings**

**Dedicated Accounts and Earmarks**

While certain funds (General Fund - State and Federal, Wildlife Account - State and Federal) dominate, there are a number of other funding sources which are considered either dedicated or “earmarked” (*restricted* in their use) for specific purposes.

Dedicated accounts are established in statute to receive revenues from a specific source which must be spent for a specific purpose. Appendix 6 provides detail on these dedicated accounts which totaled \$8.9 million in Fiscal Year 2006 expenditures.

We use “earmarks” as a way of describing those references in statute directing the Department to deposit specific revenues into a larger fund such as the Wildlife Account and spend these revenues on specific purposes. “Earmarks” totaled \$3.4 million in Fiscal Year 2006 expenditures. Appendix 7

<sup>8</sup> For consistency purposes, JLARC maintained the same license data exclusions as noted in footnotes 6 and 7.

provides detail on “earmarks.” The state’s audited accounting system does not track and provide data for these “earmark” expenditures.

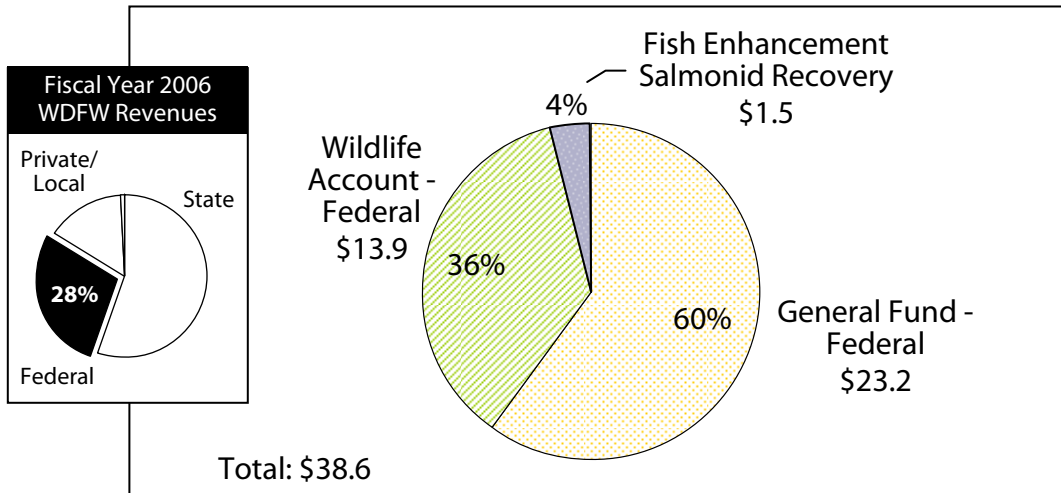
**State Matching Funds**

In order to receive some federal funds, the Department must provide a matching contribution. It is unclear from the Department’s accounting system how much of state funds are necessary for matching federal funds.

**Category 2 - Federal Funds**

In Fiscal Year 2006, a total of \$38.6 million in revenues came from federal sources (excluding those amounts used for capital purposes). Figure 7 below illustrates that 96 percent of federal funding was from two accounts: General Fund - Federal and Wildlife Account - Federal.

Figure 7 – General Fund - Federal and Wildlife Account - Federal Comprised 96% of Fiscal Year 2006 Federal Revenues (\$ in millions)



Source: JLARC analysis of LEAP data.

Understanding the major **sources** of these funds is simplified by looking at the federal agencies that administer fish and wildlife programs and provide funding to states. Table 2 on the following page illustrates the proportion of funds from federal agencies that are General Fund - Federal and Wildlife Account - Federal and the largest example of funding within each agency.

Table 2 – Funding From Federal Agencies

General Fund - Federal revenues in this table may include funds that are used for capital projects.

| Federal Department        | General Fund - Federal    |              |  | Wildlife Account - Federal |             |   |
|---------------------------|---------------------------|--------------|--|----------------------------|-------------|---|
|                           | Fiscal Year 2006 Revenues |              | Source Example   | Fiscal Year 2006 Revenues  |             | Source Example  |
|                           | \$ in millions            | % of Total   |  | \$ in millions             | % of Total  |   |
| Department of Interior    | \$12.3                    | 45%          | Cooperative Endangered Species Conservation Funds  | \$11.8                     | 85%         | Pittman-Robertson (PR)/ Wildlife restoration program and Dingell-Johnson (DJ)/ Sport Fish restoration program funds (Federal taxes on hunting and fishing gear) |
| Department of Commerce    | \$8.2                     | 30%          | Mitigation funds provided through Mitchell Act and Bonneville Power Administration (BPA) | \$0.03                     | 0%          | Mitigation funds through Bonneville Power Administration (BPA)  |
| Department of Energy      | \$4.9                     | 18%          |  | \$1.4                      | 10%         |   |
| Department of Agriculture | \$0.02                    | Less than 1% | Soil and Water Conservation Assistance   | \$0.2                      | 1%          | Wildlife Habitat Incentive Program (WHIP)   |
| Department of Defense     | \$0.002                   | Less than 1% | Mitigation funds   | None                       | ----        |   |
| Various Departments       | \$1.8                     | 7%           | Federal revenue to conduct a wide variety of data gathering                              | \$0.5                      | 4%          | Federal revenue to conduct a wide variety of data gathering   |
| <b>Total</b>              | <b>\$27.2</b>             | <b>100%</b>  |  | <b>\$13.9</b>              | <b>100%</b> |   |

Source: JLARC analysis of LEAP and WDFW data.

'Strings' for federal funds are best summarized by looking at the largest sources of funding:

- Pittman-Robertson (PR) wildlife restoration program funds and Dingell-Johnson (DJ) sport fish restoration program funds—The PR funds must be used to pay for wildlife management such as wildlife areas. The DJ funds must be used to pay for sport fish management such as hatcheries. To receive these funds, the Department must provide a 25 percent match, prohibit the diversion of license proceeds, and may not pay for enforcement and public relations from this money.
- Mitigation Funds—The federal government directs that entities which have built dams must provide funds to mitigate for damages to fish and wildlife.
- Cooperative Endangered Species Conservation funds—Money is provided for conservation related projects that help to recover species listed under the Endangered Species Act. Funds are used primarily to acquire or develop land for habitat. Grant funding is competitive, and a state match of 25 percent, in most cases, is required.

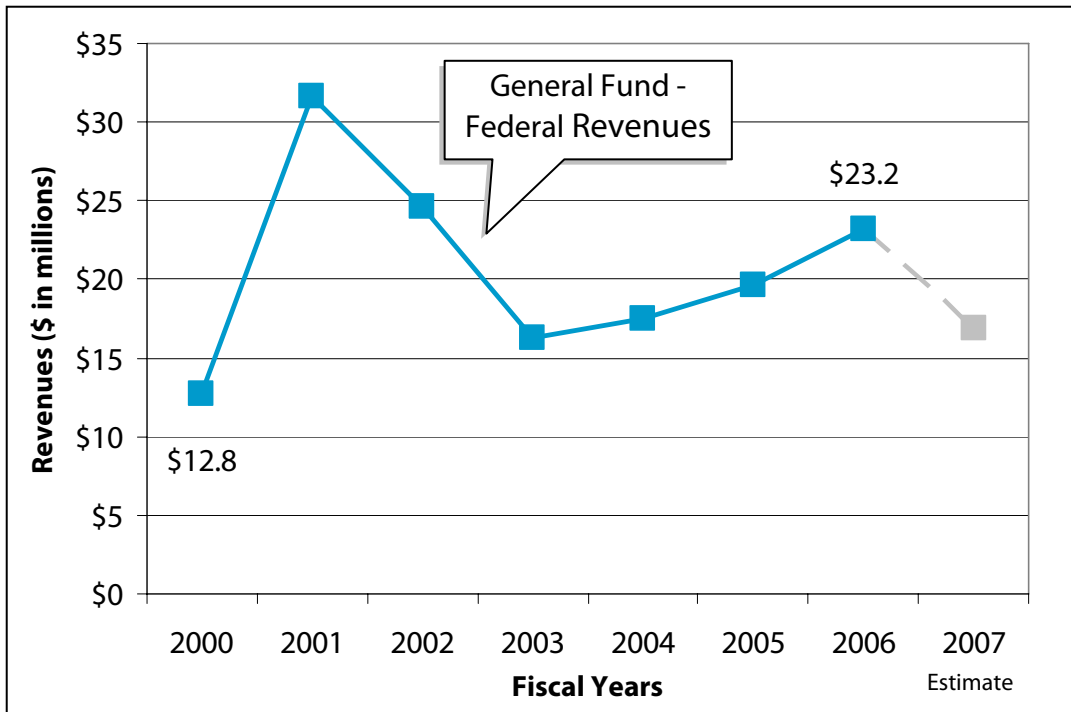
The **stability** of federal funding is largely dependent on the funding mechanism, such as distribution formulas specified in federal law. To better understand the stability of federal funds, we looked closely at: Pittman-Robertson (PR), Dingell-Johnson (DJ), and mitigation funds.

The PR and DJ programs' funds are from federal excise taxes on hunting and fishing gear and distributed to the states based on state population, geographic size, and the number of hunting and fishing licenses sold in the state. Stability is dependent on the popularity of hunting and fishing at both the national and state levels.

Federal mitigation funds are distributed to the Department through two main processes. Mitchell Act funds are provided through an annual federal appropriation. The Bonneville Power Administration (BPA) funds projects every three years from a source, maintained by BPA, composed of revenues from power and transmission service customers. Stability is dependent on decisions made at the federal level.

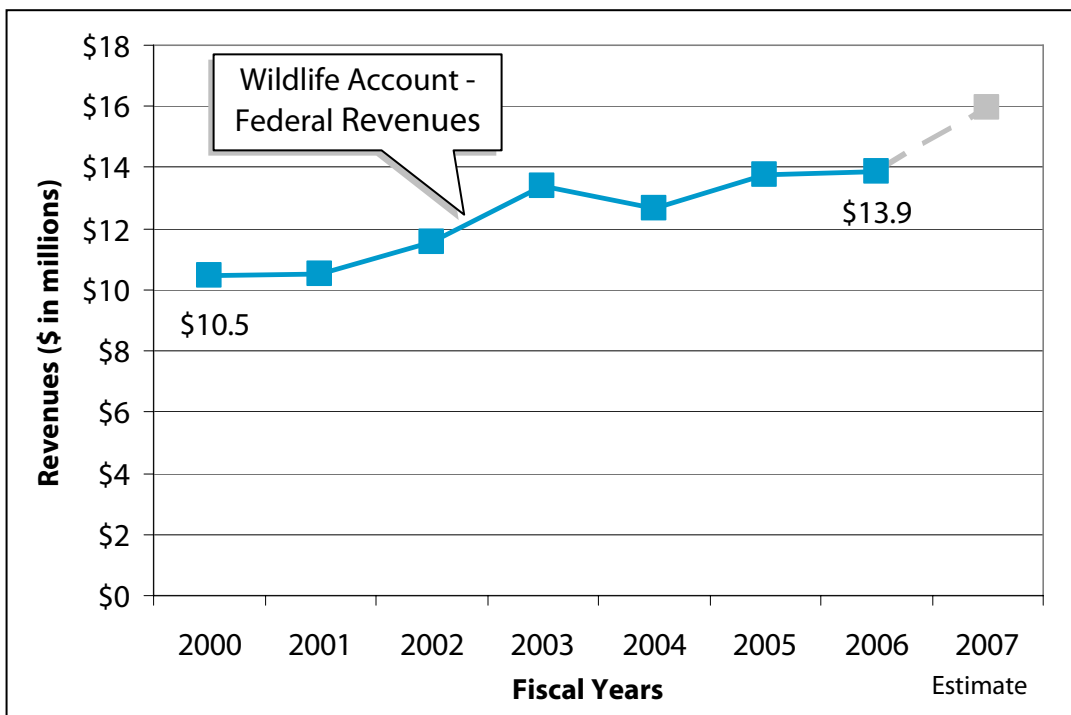
With the exception of Fiscal Years 2001 and 2002 where the federal government provided funding for the buy-back of commercial fishing licenses, General Fund - Federal and Wildlife Account - Federal revenues have slowly increased over time, as Figures 8 and 9 on the following page illustrate.

Figure 8 – General Fund - Federal Revenues Have Increased Over Time (Controlled for Inflation)



Source: JLARC analysis of LEAP data and the Economic and Revenue Forecast Council's June 2007 Forecast implicit price deflator (2006 base year).

Figure 9 – Wildlife Account - Federal Revenues Have Increased Over Time (Controlled for Inflation)

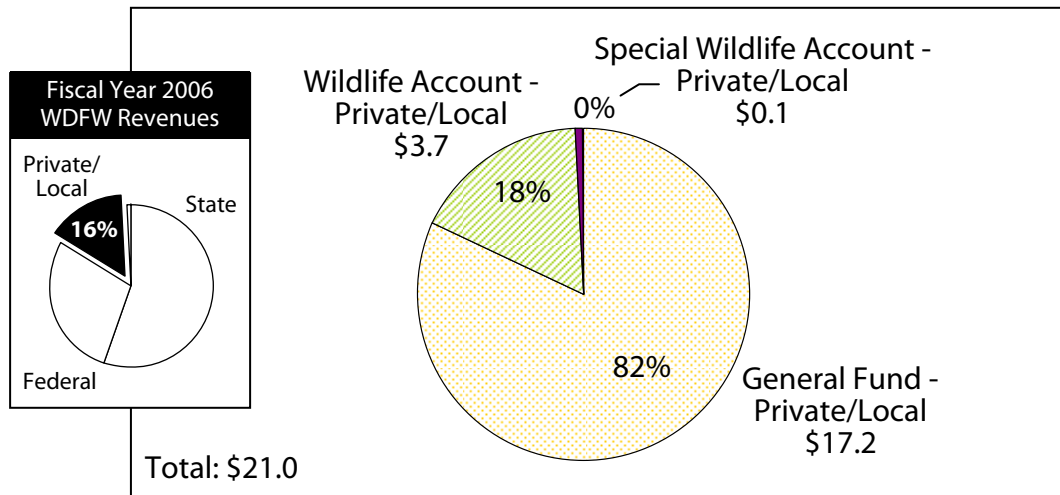


Source: JLARC analysis of LEAP data and the Economic and Revenue Forecast Council's June 2007 Forecast implicit price deflator (2006 base year).

### Category 3 - Private/Local Funds

In Fiscal Year 2006, a total of \$21.0 million in revenues came from “Private/Local” sources (excluding those amounts used for capital purposes). As illustrated by Figure 10 below, 82 percent was from General Fund - Private/Local, and 18 percent was from Wildlife Account - Private/Local.

Figure 10 – General Fund - Private/Local Comprised 82% of Fiscal Year 2006 Private/Local Revenues (\$ in millions)



Source: JLARC analysis of LEAP data.

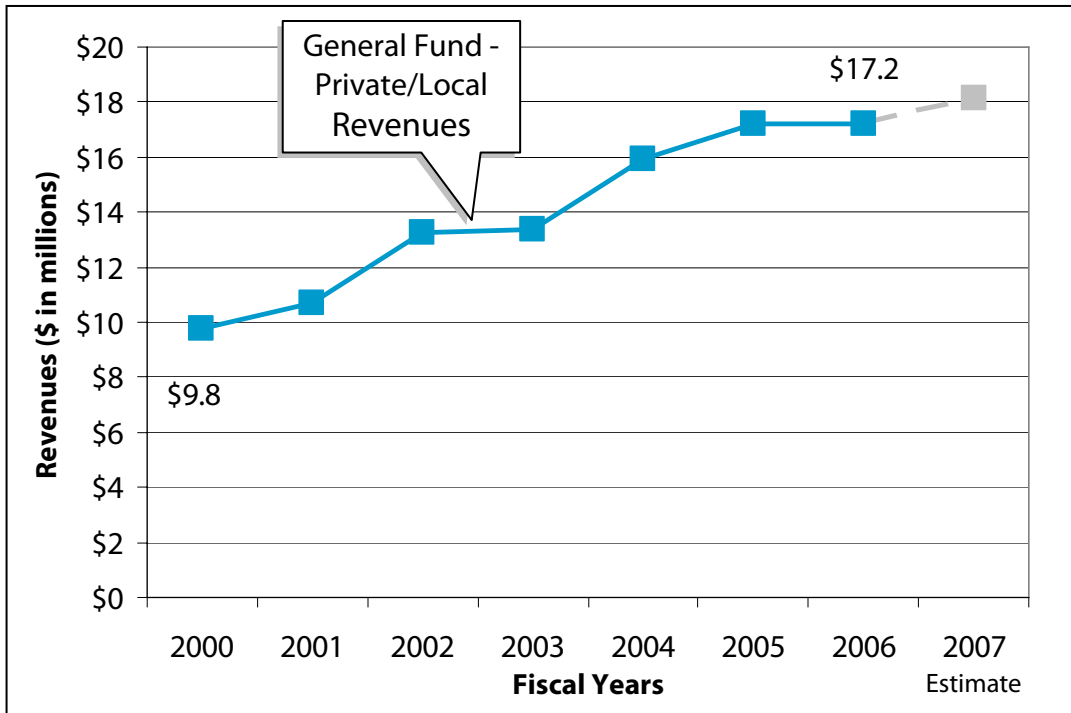
While there are many individual **sources** of funding, two large sources for both General Fund and Wildlife Account - Private/Local include the Public Utility Districts (PUD) and power companies which have obligations to mitigate for damages to fish and wildlife as a result of their operations.

The **strings** for these funds are varied as they are specific for each project. The details of these various strings can be found in individual agreements and contracts. For example, one agreement for service makes reference to provisions that the Department is to operate and maintain a hatchery in accordance with specified production goals.

Similar to federal funds, the **stability** of private/local funds is in large part dependent on the funding mechanisms. For example, PUDs negotiate mitigation agreements every 50 years as a part of the relicensing process. Even though these are mitigation funds, this agreement process obligates the PUD to provide funding over the course of 50 years, creating a more stable source than some federal mitigation plans which are created and funded every few years.

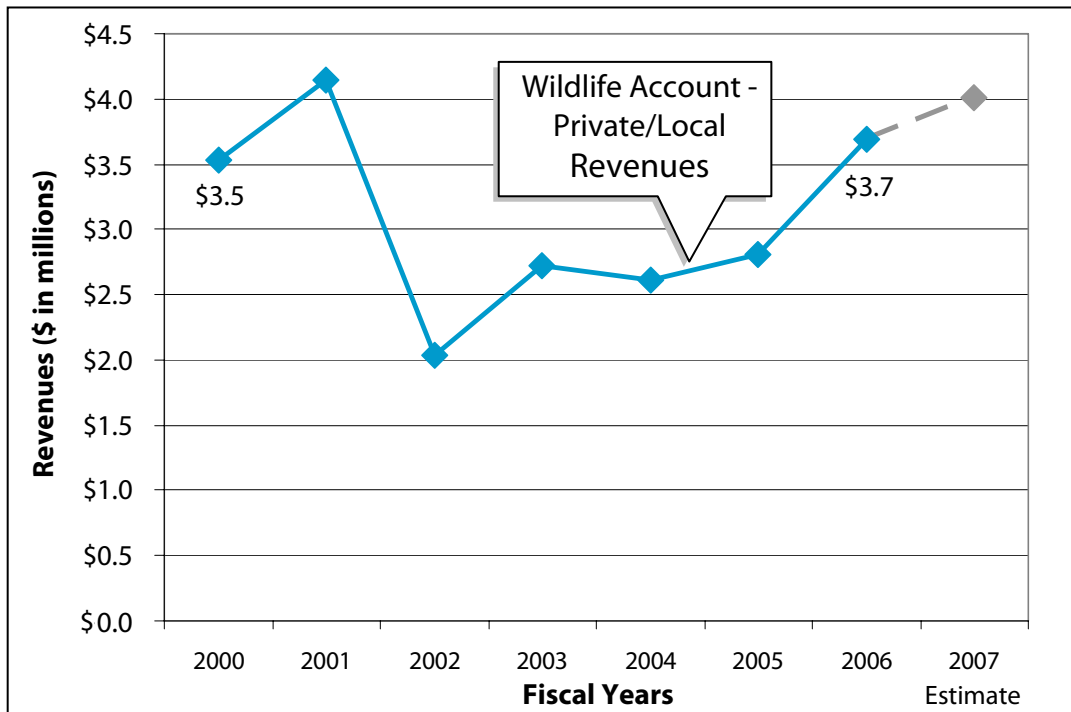
Figures 11 and 12 on the following page illustrate that both General Fund - Private/Local and Wildlife Account - Private/Local revenues are increasing over time.

Figure 11 – General Fund - Private/Local Revenues Have Increased Over Time (Controlled for Inflation)



Source: JLARC analysis of LEAP data and the Economic and Revenue Forecast Council's June 2007 Forecast implicit price deflator (2006 base year).

Figure 12 – Wildlife Account - Private/Local Revenues are Increasing Over Time (Controlled for Inflation)



Source: JLARC analysis of LEAP data and the Economic and Revenue Forecast Council's June 2007 Forecast implicit price deflator (2006 base year).

## Two Special Revenue Sources for Administrative Costs

### **Federal Indirect Revenue\***

Another way of categorizing federal revenues is direct and indirect.

Some money provided to the Department for specific projects is considered direct revenue; it is used directly for a project. Indirect revenues are a portion of federal revenues that are available to cover certain Department-wide administrative costs which otherwise might have to be covered from state sources.

The source of indirect revenue is from federal grants received by the Department for projects and contracts. WDFW must negotiate annually an indirect rate with the federal Department of Interior, which is then charged to all of the Department’s eligible federal contracts.

In Fiscal Year 2006, WDFW received \$7.4 million in federal indirect revenue. This indirect revenue collected by the Department is part of the total federal revenue described earlier in this section. The table below presents indirect revenues since Fiscal Year 2000. Due to the yearly change in the indirect rate and total federal revenues, indirect revenue fluctuates from year to year.

| <b>Fiscal Year</b> | <b>Indirect Rate</b> | <b>Amount Received (millions)</b> | <b>% Change from Previous Year</b> |
|--------------------|----------------------|-----------------------------------|------------------------------------|
| 2000               | 23.5%                | \$4.4                             |                                    |
| 2001               | 20.8%                | \$4.0                             | -9%                                |
| 2002               | 25.2%                | \$5.6                             | 40%                                |
| 2003               | 20.3%                | \$4.7                             | -16%                               |
| 2004               | 25.0%                | \$5.7                             | 21%                                |
| 2005               | 29.31%               | \$6.9                             | 21%                                |
| 2006               | 28.79%               | \$7.4                             | 7%                                 |

Source: JLARC analysis of LEAP and WDFW data.

### **State Administrative Rate**

Since 2002, WDFW has charged an administrative overhead rate of 12.5 percent to all state dedicated accounts and “earmarks” except where prohibited by statute. Dedicated accounts are established in statute to receive funds that can only be spent on a specific purpose. We use “earmarks” as a way of describing those references in statute directing the Department to deposit specific revenues into a larger fund such as the Wildlife Account and spend these revenues on specific purposes. According to WDFW, the proceeds from the administrative rate charge are used to cover the administrative costs associated with these dedicated accounts and earmarks. The statutes which established these dedicated accounts and earmarks do not explicitly authorize this administrative rate.

\*Private/Local funds for contracts are also charged an indirect rate.



## TOPIC 2: EXPENDITURES—UNDERSTANDING DECISIONS ON WHICH FUNDS TO USE

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The Legislature directed JLARC to examine how the Department of Fish and Wildlife determines which fund sources to use as it conducts its operations. The previous section explored where the Department's funding comes from. This section examines how the Department chooses among various fund sources (27 accounts in Fiscal Year 2006) when making expenditure decisions.

Decisions on which fund, or what split of funds, are made at a detailed activity (Program Index) level. Knowledge of the detailed operations of the Department is required to accurately understand the reasons why one fund source, or multiple sources of funds, may be used to pay for a specific activity. Accounting records track expenditures at this level of detail. In Fiscal Year 2006, there were 1,680 such activities.

We found three main drivers that help explain the Department's decision-making process:

- As discussed in the previous section, some fund sources may be restricted in their use.
- The history of funding an activity may play an important role; how it was funded in the past may drive current and future decisions.
- Funding with no specific restraints, such as some General Fund - State money, may be available as a possible source for matching other funds or balancing the funding requirements of an activity.

Identifying these drivers requires an understanding of the sources and strings of the various revenues (as detailed in the previous section) coupled with an understanding of how the Department is organized.

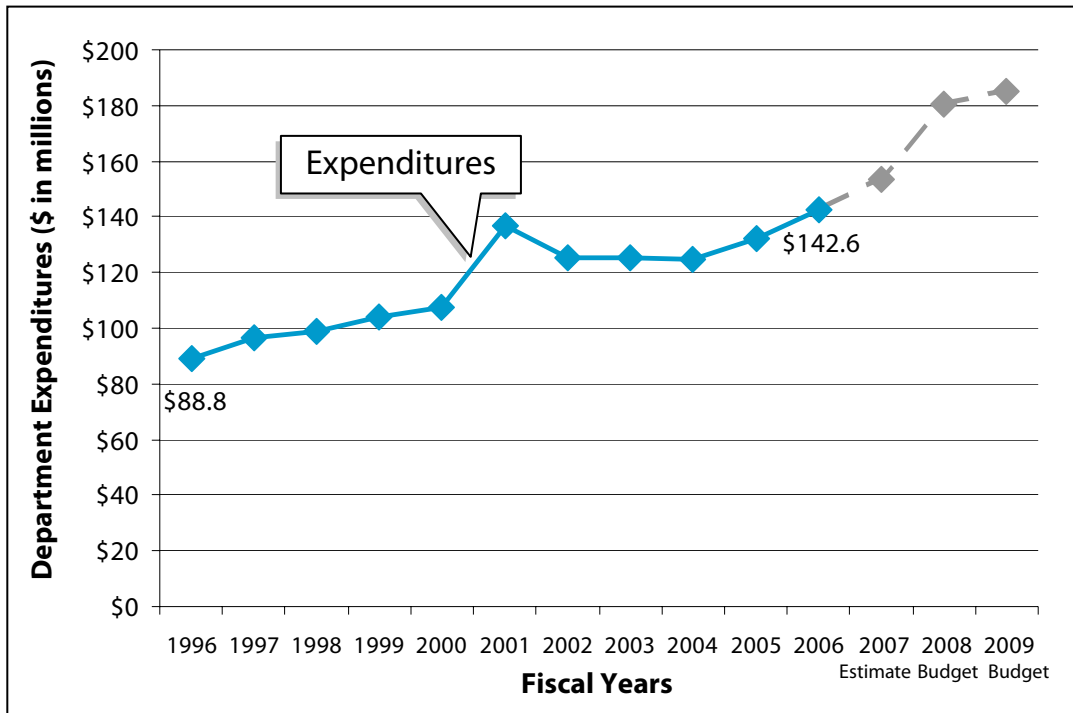
This section will explain each of the Department's five organizational programs and for each program:

- Describe its sub-programs.
- Identify the source of funds for expenditures.
- Provide observations on how fund use decisions are made.

### Expenditures Over Time

As Figure 13 below illustrates, after controlling for inflation, total operating expenditures show a steady increase since 1996. WDFW also had \$14.4 million in capital expenditures in Fiscal Year 2006. The focus of this report is on operating expenditures and revenues.

Figure 13 – Since 1996, Total Operating Expenditures Have Steadily Increased (Controlled for Inflation)



Source: JLARC analysis of LEAP data and the Economic and Revenue Forecast Council’s June 2007 Forecast implicit price deflator (2006 base year).

### WDFW Organization: Programs and Sub-Programs

WDFW is organized into five major operating programs: Fish, Business Services, Wildlife, Enforcement, and Habitat. Table 3 on the following page illustrates the split of the Department’s \$142.6 million Fiscal Year 2006 operating expenditures between each program and the source of funding for those expenditures.

Topic 2: Expenditures—Understanding Decisions on Which Funds to Use

Table 3 – WDFW’s Five Programs and Their Operating Expenditures by Fund Source

| Program’s FY06 Exp. (\$ in millions)                               | Operating Expenditures by Fund Source   |
|--|---|
| <p><b>Fish</b></p> <p>\$64.2M</p> <p>45% of total</p>              | <p>General Fund - State \$18.4</p> <p>General Fund - Federal \$16.1</p> <p>General Fund - Private/Local \$12.4</p> <p>Wildlife Account - State \$5.7</p> <p>Wildlife Account - Federal \$2.4</p> <p>Aquatic Lands Enhancement \$2.1</p> <p>Ten Others \$7.1</p>           |
| <p><b>Business Services</b></p> <p>\$29.1M</p> <p>20% of total</p> | <p>General Fund - State \$10.7</p> <p>General Fund - Federal \$5.0</p> <p>Wildlife Account - State \$4.7</p> <p>General Fund - Private/Local \$3.8</p> <p>Wildlife Account - Federal \$2.8</p> <p>Wildlife Account - Private/Local \$1.1</p> <p>Fourteen Others \$1.0</p> |
| <p><b>Wildlife</b></p> <p>\$22.4M</p> <p>16% of total</p>          | <p>Wildlife Account - Federal \$8.1</p> <p>Wildlife Account - State \$8.0</p> <p>General Fund - State \$3.6</p> <p>Special Wildlife Account \$0.8</p> <p>Wildlife Acct - Private/Local \$0.7</p> <p>Seven Others \$1.2</p>  |
| <p><b>Enforcement</b></p> <p>\$16.9M</p> <p>12% of total</p>       | <p>Wildlife Account - State \$8.6</p> <p>General Fund - State \$6.6</p> <p>General Fund - Federal \$0.6</p> <p>Wildlife Account - Federal \$0.5</p> <p>Five Others \$0.6</p>  |
| <p><b>Habitat</b></p> <p>\$10.0M</p> <p>7% of total</p>            | <p>General Fund - State \$7.2</p> <p>General Fund - Federal \$1.2</p> <p>Wildlife Account - State \$0.7</p> <p>Oil Spill Administration \$0.5</p> <p>Three Others \$0.4</p>   |
| <p><b>Total: \$142.6M</b></p>                                      |   |

Source: JLARC analysis of LEAP data.

The Department describes the five programs as follows:

- Fish: Manages all wild and hatchery produced fish species and shellfish species to sustain healthy fish populations and provide fishing opportunities.
- Business Services: Manages Department-wide activities such as budget, personnel, accounting, and information technology; includes administration of the licensing program, capital projects and engineering, and the operations of the Commission.
- Wildlife: Works to manage the balance between needs of individual species and their changing environment while ensuring access to over 900,000 acres of land and over 600 access sites through consultation, research, land use negotiations, and management of the watchable wildlife program.
- Enforcement: Seeks to ensure compliance with state and federal fish and wildlife laws and rules by patrolling all areas of the state; and has general law enforcement responsibilities.
- Habitat: Attempts to lessen development impacts on natural habitats through projects such as water conservation, fish passages and screens, and wildlife passages; provides State Environmental Policy Act reviews; provides review and regulation of the hydraulic permitting process; and collaborates with other entities on mitigation plans.

Additional detail describing these Program’s operations can be found in Appendix 9.

## The Fish Program and Its Sub-Programs

Table 4 below describes each of the Fish Program’s sub-programs, their Fiscal Year 2006 expenditures, and the number of Program Indexes.

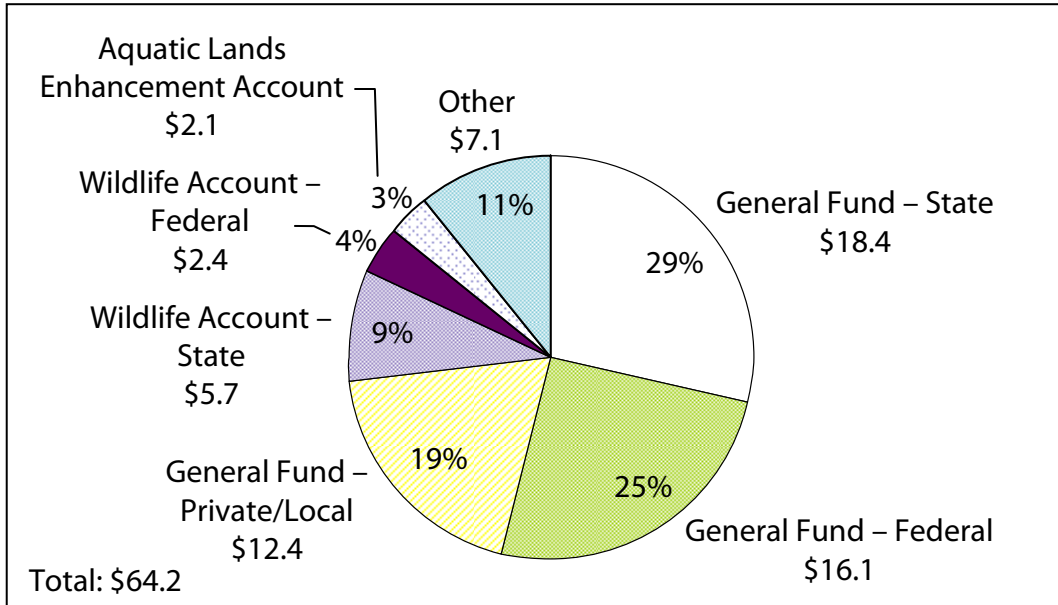
Table 4 – Sub-Programs of the Fish Program

| <b>Sub-Program</b> | <b>% of Program Total</b> | <b>FY06 Expenditures (\$ in millions)</b> | <b>Description</b>  |
|--------------------|---------------------------|---|---|
| Hatcheries         | 41%                       | \$26.4                                    | Produces fish to sustain populations and provides recreational and educational opportunities. (231 Program Indexes)   |
| Fish Management    | 32%                       | \$20.6                                    | Responsible for marine and aquatic fish and shellfish management including resident, introduced and migrating species; provides control of aquatic nuisance species and ballast water. (270 Program Indexes)                |
| Science            | 19%                       | \$12.3                                    | Attempts to ensure that production and management is based on sound science by developing and maintaining scientific databases for analysis and application. (190 Program Indexes)  |
| Administration     | 8%                        | \$4.9                                     | Develops and monitors the program’s policies and budget; provides the Agency’s outreach and education to external entities; manages contracts, grants, and the Regional Fisheries Enhancement Program. (77 Program Indexes) |
| Total              | 100%                      | \$64.2                                    |   |

Source: JLARC analysis of LEAP and WDFW data.

The largest source of funding for the Fish Program is General Fund - State. As Figure 14 below illustrates, General Fund - State comprised 29 percent of Fiscal Year 2006 Fish Program expenditures.

Figure 14 – General Fund - Federal, State, and Private/Local Expenditures Dominate the Fish Program in Fiscal Year 2006(\$ in millions)



Source: JLARC analysis of LEAP data.

While the General Fund - State is the single largest funding source, General Fund - Federal and Wildlife Account - State are also important. Each of these three sources has histories attached to them regarding the splits in the Fish Program. Generally, commercial and recreational salt water fish activities have been funded in part by license fees deposited into General Fund - State. Conversely, license fees from recreational fishing in freshwaters have been deposited into Wildlife Account - State. Thus, *history* and *restrictions* appear to drive the fund split decisions. However, the newer combination freshwater/saltwater fishing licenses challenge this split, with their fees deposited into Wildlife Account - State.

**The Business Services Program and Its Sub-Programs**

Table 5 below describes each of the Business Services Program’s sub-programs, their Fiscal Year 2006 expenditures, and the number of Program Indexes.

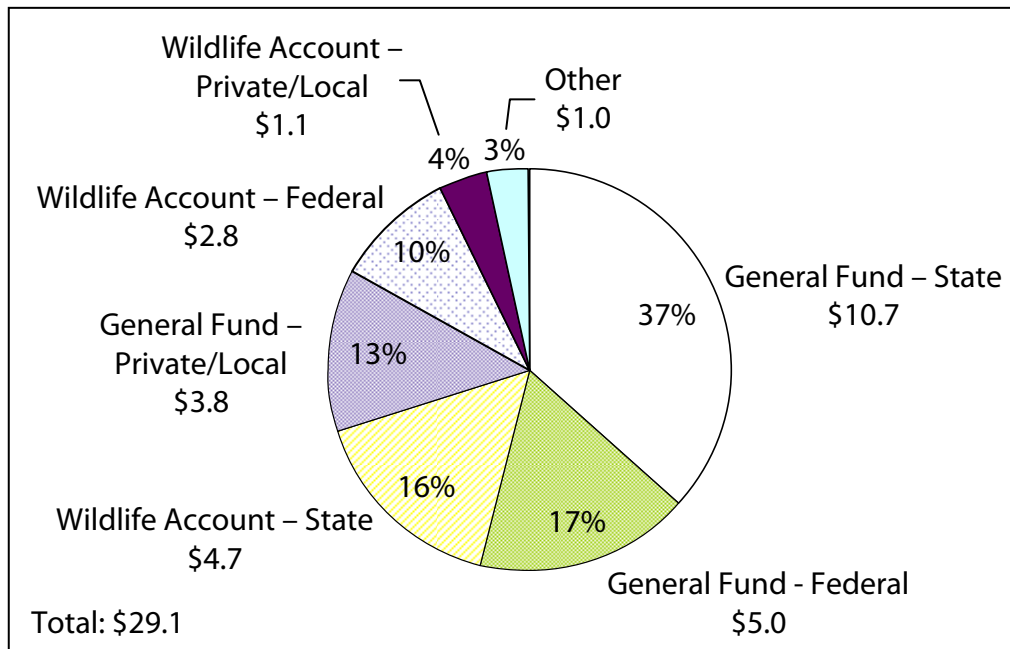
Table 5 – Sub-Programs of the Business Services Program

| <b>Sub-Program</b>            | <b>% of Program Total</b> | <b>FY06 Expenditures (\$ in millions)</b> | <b>Description</b>   |
|-------------------------------|---------------------------|---|--|
| Administrative Services       | 66%                       | \$19.2                                    | Provides department-wide management of information technology, contracts, licensing, final budget compilation, and personnel. (68 Program Indexes)   |
| Commission/ Director’s Office | 17%                       | \$5.1                                     | The nine-member Commission has oversight of the Department, establishes policies and monitors implementation. The Director’s office assists the Commission, provides agency-wide leadership and direction, and helps to educate external customers. (52 Program Indexes) |
| Regional Operations           | 9%                        | \$2.5                                     | Assists regional offices with administration and operational support. (9 Program Indexes)  |
| Engineering                   | 8%                        | \$2.3                                     | Manages design, construction and implementation of capital projects including facilities maintenance. (28 Program Indexes)   |
| Total                         | 100%                      | \$29.1                                    |  |

Source: JLARC analysis of LEAP and WDFW data.

As illustrated in Figure 15 below, General Fund - State is the largest fund source representing 37 percent of Business Services expenditures in Fiscal Year 2006.

Figure 15 – General Fund - State was the Largest Source of Funds for Business Services in Fiscal Year 2006 (\$ in millions)



Source: JLARC analysis of LEAP data.

Business Services is an example of how fund split decisions may be based on *availability*. According to the Department, many decisions on how funds are to be split within Business Services are based on reviewing the preliminary budget of the other operating programs, reviewing available fund balances, and applying those balances to various Business Services activities. Some federal indirect funds and state administrative funds are used by Business Services (see page 20 for additional information on federal indirect revenues and the state administrative rate). There are also projects which use just one fund source, such as the Pacific Fisheries Management Council in the Commission/Director’s Office Sub-Program which uses a General Fund - Private/Local grant.



### The Wildlife Program and Its Sub-Programs

Table 6 below describes each of the Wildlife Program’s sub-programs, their Fiscal Year 2006 expenditures, and the number of Program Indexes.

Table 6 – The Sub-Programs of the Wildlife Program

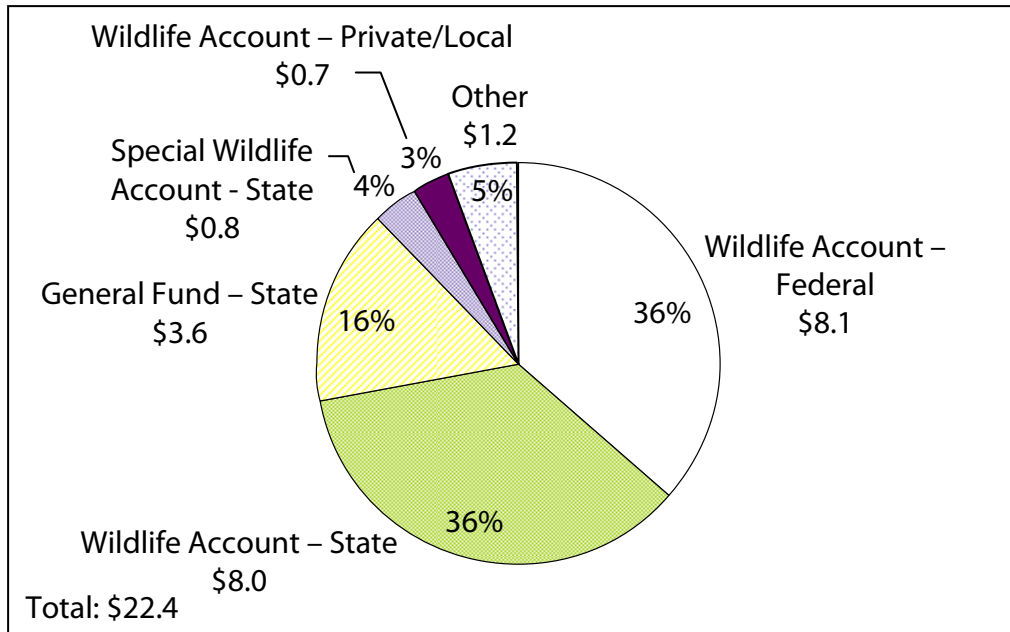
| Sub-Program        | % of Program Total | FY06 Expenditures (\$ in millions) | Description   |
|--------------------|--------------------|------------------------------------|---|
| Lands              | 48%                | \$10.6                             | Manages over 900,000 acres of land and over 600 access sites, both of which are open to the public. Develops partnerships to increase public access on private and industrial lands. (211 Program Indexes)      |
| Game Management    | 18%                | \$4.1                              | Manages over 50 species of game animals for hunting and viewing by balancing specie needs with their changing environment to maintain healthy populations. (95 Program Indexes)                                 |
| Wildlife Diversity | 15%                | \$3.5                              | Manages non-hunted and non-fished species for preservation and protection. Collects and analyzes animal and habitat data. (78 Program Indexes)  |
| Science            | 14%                | \$3.1                              | Provides consultation, including veterinary medicine, for other sub-programs within the Wildlife Program to protect vulnerable populations, and recover endangered and threatened species. (86 Program Indexes) |
| Administration     | 5%                 | \$1.1                              | Provides program direction through policy, procedure, and rule development, customer service for constituents, facilities management, special permit issuance, and overall office support. (23 Program Indexes) |
| Total              | 100%               | \$22.4                             |   |

Source: JLARC analysis of LEAP and WDFW data.

Topic 2: Expenditures—Understanding Decisions on Which Funds to Use

As illustrated in Figure 16 below, the largest sources of funding in Fiscal Year 2006 for the Wildlife Program were through the Wildlife Account - Federal and the Wildlife Account - State at approximately 36 percent each. When added together, these two Wildlife Account sources make up 72 percent of total operating expenditures in the Wildlife Program. This reflects the *history* of the program's work: a focus on hunting related activities and thus funded through state hunting license fees and federal taxes and fees on hunting and fishing equipment.

Figure 16 – In Fiscal Year 2006, Wildlife Expenditures Were Dominated by Wildlife Account - Federal and State (\$ in millions)



Source: JLARC analysis of LEAP data.

**The Enforcement Program and Its Sub-Programs**

Table 7 below describes each of the Enforcement Program’s sub-programs, their Fiscal Year 2006 expenditures, and the number of Program Indexes.

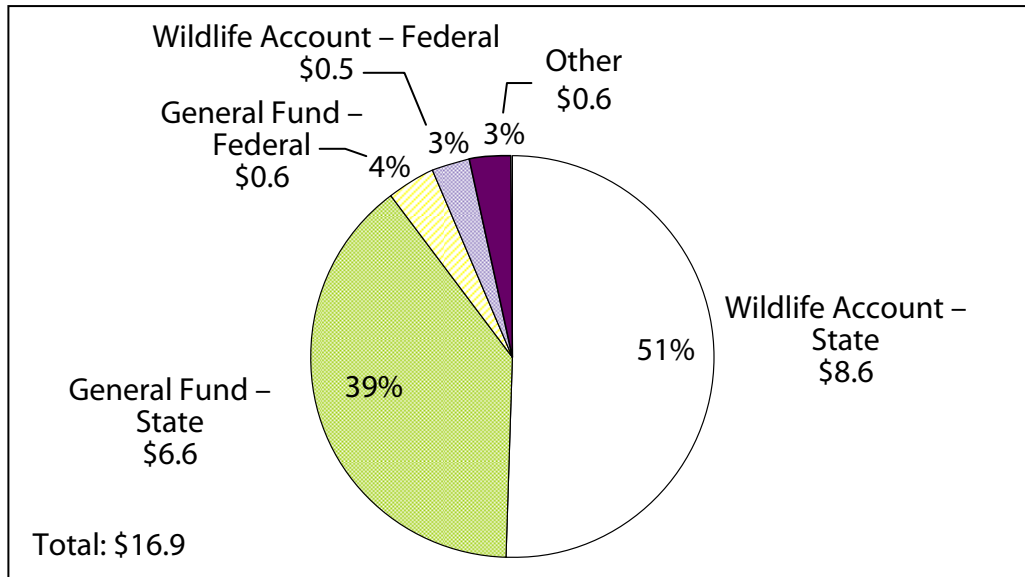
Table 7 – The Sub-Programs of the Enforcement Program

| <b>Sub-Program</b> | <b>% of Program Total</b> | <b>FY06 Expenditures (\$ in millions)</b> | <b>Description</b>  |
|--------------------|---------------------------|---|---|
| Field Operations   | 83%                       | \$14.0                                    | Fish and Wildlife officers enforce state and federal laws and rules. (34 Program Indexes)   |
| Headquarters       | 12%                       | \$2.0                                     | Develops program policy; provides administrative support, management and training. (14 Program Indexes)   |
| Hunter Education   | 3%                        | \$0.5                                     | Provides first-time hunter education as well as advanced hunter and bow hunter courses. (7 Program Indexes)   |
| Aviation/Shop      | 2%                        | \$0.4                                     | Maintains vehicles and vessels and supports aircraft fleet for surveys, telemetry services, fish and wildlife transport and capture, and enforcement. (2 Program Indexes) |
| Total              | 100%                      | \$16.9                                    |   |

Source: JLARC analysis of LEAP and WDFW data.

Figure 17 on the following page illustrates that 51 percent of the program’s total operating expenditures in Fiscal Year 2006 were funded from the Wildlife Account - State, 39 percent from the General Fund - State, and the remaining 10 percent from various other fund sources.

Figure 17 – In Fiscal Year 2006, Wildlife Account - State and General Fund - State Comprised 90% of Enforcement Program Expenditures (\$ in millions)



Source: JLARC analysis of LEAP data.

An example of *history* as a fund split driver is observed in the funding mechanism for enforcement activities. Currently, funding for the Regions activity (where most direct enforcement activities are funded) within the largest sub-program, Field Operations, is split evenly between General Fund - State and Wildlife Account - State with the exception of Region 6 which also uses the Aquatic Lands Enhancement Account. JLARC learned that this funding decision is based on two factors: 1) wildlife and game fish enforcement was traditionally funded from Wildlife Account - State in the Department of Wildlife, 2) food fish and shellfish enforcement was traditionally funded from General Fund - State in the Department of Fisheries. At merger, this resulted in an approximate 50/50 fund split.

As with other programs, some activities are funded from only one source, which appears to be a function of *history*. For instance, if the activity is focused on what is considered to be a traditional wildlife type activity, such as enforcement efforts to address public concerns with wildlife that pose a threat, Wildlife Account - State funds are used.

### The Habitat Program and Its Sub-Programs

Table 8 below describes each of the Habitat Program’s sub-programs, their Fiscal Year 2006 expenditures, and the number of Program Indexes.

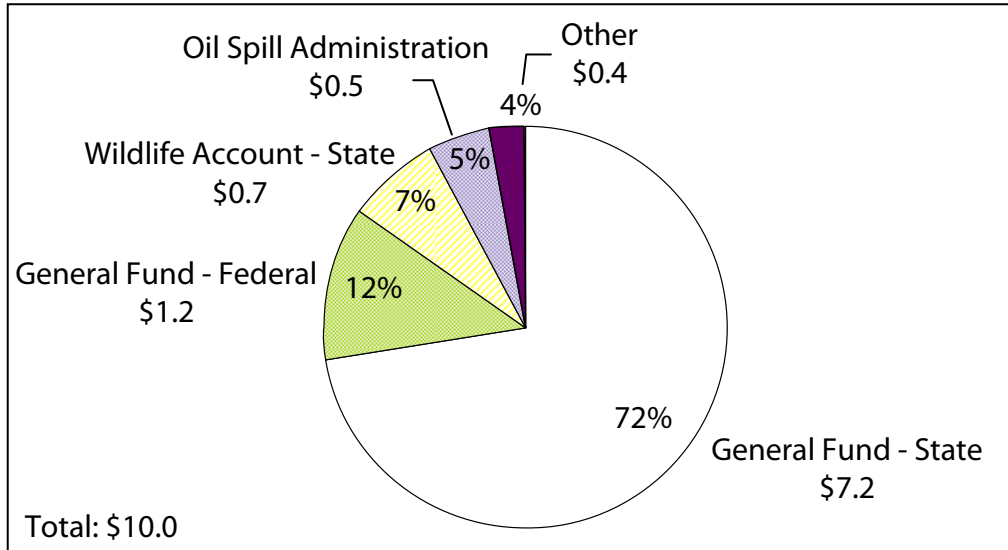
Table 8 – The Sub-Programs of the Habitat Program

| Sub-Program                             | % of Program Total | FY06 Expenditures (\$ in millions) | Description   |
|---|--------------------|------------------------------------|---|
| Regions                                 | 56%                | \$5.6                              | Provides consultative and regulatory services in six regions such as planning, permitting, watershed analysis, salmon recovery, water allocations, and forestry management. (82 Program Indexes)  |
| Science                                 | 10%                | \$1.0                              | Develops scientific tools and data to inform habitat management. Provides consultation for Watershed planning, and development and implementation of land management agreements. (29 Program Indexes)   |
| Major Projects                          | 10%                | \$1.0                              | Mitigates impacts from energy projects. The Oil Spill Team rescues fish and wildlife and restores habitats from oil spills. (17 Program Indexes)  |
| Technical Applications (Tapps)          | 9%                 | \$0.9                              | Provides assistance statewide for fish passages and screening, project development for fish protection and restoration, policy administration and technical support for environmental regulation, Hydraulic Project Approval and State Environmental Policy Act. (17 Program Indexes) |
| Technical Assistance Reimbursable Codes | 6%                 | \$0.6                              | Contains reimbursable expenditures for activities related to the Mitchell Act, Bonneville Power Administration, the Department of Transportation, etc. (20 Program Indexes)   |
| Administration                          | 5%                 | \$0.5                              | Sets program policies, develops the program budget, monitors contracts and provides staff administrative support. (9 Program Indexes)   |
| Environmental Services                  | 4%                 | \$0.4                              | Provides technical, regulatory and policy assistance for program staff, federal, state, and local government agencies and the general public. (26 Program Indexes)  |
| Total                                   | 100%               | \$10.0                             |   |

Source: JLARC analysis of LEAP and WDFW data.

As illustrated in Figure 18 below, 72 percent of Habitat’s funding came from General Fund - State in Fiscal Year 2006.

Figure 18 – General Fund - State Comprised 72% of the Habitat Program’s Fiscal Year 2006 Expenditures (\$ in millions)



Source: JLARC analysis of LEAP data.

The *history* or tradition of funding the activities of the Habitat Program from General Fund - State comes from the belief that Habitat activities benefit the entire state’s population, not just hunters and fishers. The program perceives this as a responsibility of the state more generally, thus the Department funds it primarily with General Fund - State money.

# TOPIC 3: “TAKE” AND “NON-TAKE”—A DIFFERENT WAY OF LOOKING AT THE DEPARTMENT’S OPERATIONS

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JLARC was directed to estimate the total cost of hunting, fishing and non-game programs in the Department of Fish and Wildlife. Such an estimate might help to delineate the Department’s activities between those that are traditionally hunting and fishing and those that are not. This in turn might help inform the discussion on appropriate fund source use.

For this theoretical exercise, the Department defined “take” as operations that exist to support hunting and fishing activities: if all hunting and fishing activities ceased, the activity would not be needed. “Non-take” is defined as operations that exist to support activities not related to hunting and fishing: if all hunting and fishing activities ceased, the activity would continue. For those activities which were not exclusively “take” or “non-take,” Departmental program staff developed a percentage split between the two categories with a rationale.

In developing the estimate, the Programs then reviewed the 1,680 activities (Program Indexes), defining them as “take,” “non-take,” or split between the two categories.

While theoretical in nature and an estimate, the exercise does provide useful insights into the operations of the Department.

## Results

Applying the results of the exercise to Fiscal Year 2006 expenditures (\$142.6 million) indicates that there is variation between programs, with the Department as a whole almost evenly divided: 47 percent “take” and 53 percent “non-take”:

| <b>Program</b>          | <b>% “Take”</b> | <b>% “Non-Take”</b> |
|-------------------------|-----------------|---------------------|
| Fish                    | 52%             | 48%                 |
| Business Services       | 49%             | 51%                 |
| Wildlife                | 30%             | 70%                 |
| Enforcement             | 75%             | 25%                 |
| Habitat                 | 0%              | 100%                |
| <b>Department Total</b> | <b>47%</b>      | <b>53%</b>          |

Source: JLARC analysis of WDFW and LEAP data.

According to Program staff, in some cases activities fall cleanly into one area. For instance, the Habitat Program considers 100 percent of its activities to be “non-take” in nature because the activities would all continue should hunting and fishing stop.

However, an important theme emerged when looking at all the programs: while some activities may fall entirely into one category, a number of activities are considered both “take” and non-take,” meaning that the activity might benefit hunters, fishers, and the non-hunting public. For instance, in the Wildlife Program’s Game Division, the Department identified that their cougar and black bear management was geared mostly towards managing encounters between the animals and humans. These species would require management regardless of whether there were hunting seasons. The Department split this activity 20 percent “take” and 80 percent “non-take.”

While we were directed to categorize the Department’s activities between two distinct purposes, “take” and “non-take,” the lesson learned from this theoretical exercise is that activities that might have been thought of as solely benefiting hunters or fishers may have more broadly defined benefits. Thus distinguishing all activities as either “take” or “non-take” may be misleading.



# RECOMMENDATIONS FOR IMPROVED BUDGETING ACCURACY AND TRANSPARENCY

---

The Department of Fish and Wildlife receives its funding through many different fund sources. This report provides an understanding of factors that influence how those funds are used.

Ultimately, decisions on which funds to use can be complex and are generally made at a very detailed level within the Department. This can create confusion when trying to understand why a particular fund is used for a particular activity of the Department. As JLARC began to research the drivers and the rationale behind fund source decisions, we found that improvements in some of the Department's financial management processes will help reduce this confusion.

The forecasting process for hunting and fishing license revenue, the process of calculating beginning and ending fund balances for the Wildlife Account, and the process of determining the amount of state money used to match federal money can all be improved. Such improvements will assist decision makers in determining which resources are actually available as they build budgets.

## ***Forecasting***

Over the past decade, the forecasting process has been reviewed and studied a number of times. Recently WDFW investigated with the Office of Financial Management (OFM) how it might help the Department make improvements in forecasting. No changes to the forecasting process were made as a result of these efforts.

We learned that during the development of the current 2008 Supplemental Budget, a simple assumption was made: license revenues would be the same next year as they were this year. Given the importance of this revenue source—its size and complexity—we believe that a more sophisticated approach should be developed.

## **Recommendation 1**

The Department of Fish and Wildlife, in consultation with the Office of Financial Management and legislative fiscal staff, should develop options for more accurately forecasting license fee revenues.

|                              |   |
|------------------------------|---|
| <b>Legislation Required:</b> | None  |
| <b>Fiscal Impact:</b>        | JLARC assumes options can be developed with existing resources.   |
| <b>Reporting Date:</b>       | A report on the results of their analysis of options and any recommendations for changes is to be forwarded to JLARC by October 2008. |

## ***Ending Fund Balance***

The key issue with the ending fund balance in the Wildlife Account is the Department's ability to distinguish between dedicated and non-dedicated balances and describe these balances to legislative fiscal analysts. Confusion over what is available in the fund balance can lead to inaccurate

budgeting. As we researched this issue, we found that the Department was able to determine restricted and unrestricted balances, but the necessary accounting was difficult to follow, requiring methods outside of the state's audited accounting systems. (See Appendix 8 for Department detail on fund balance calculations.) Discussions with the Department and the Office of Financial Management indicate the potential for improvement using the state's audited accounting systems.

## **Recommendation 2**

The Department of Fish and Wildlife, in consultation with the Office of Financial Management and legislative fiscal staff, should develop alternative methods for tracking, accounting, and reporting restricted and unrestricted fund balances for the Wildlife Account.

|                              |  |
|------------------------------|--|
| <b>Legislation Required:</b> | None   |
| <b>Fiscal Impact:</b>        | JLARC assumes alternatives can be developed with existing resources.   |
| <b>Reporting Date:</b>       | A report on the results of their analysis of alternatives and any recommendations for changes is to be forwarded to JLARC by October 2008. |

## ***Matching Funds***

Providing data that describes the total state funds the Department sets aside to meet federal fund matching requirements is critical for analysts who are involved in the budgeting and appropriation process. To help inform the budget process, analysts need access to this data to understand how much of the state funds are considered restricted by the *Department* specifically for matching federal fund requirements, and therefore not available for other uses.

JLARC learned that access to matching funds data is not a simple process, nor is it readily available. Given the importance of this data in determining availability of funds, it is critical that legislative budget analysts are provided with accurate and up-to-date information.

## **Recommendation 3**

The Department of Fish and Wildlife, in consultation with the Office of Financial Management and legislative fiscal staff, should develop quarterly reports that describe the total General Fund - State and Wildlife Account - State dollars set aside to meet federal matching requirements.

|                              |   |
|------------------------------|---|
| <b>Legislation Required:</b> | None  |
| <b>Fiscal Impact:</b>        | JLARC assumes reports can be developed with existing resources.   |
| <b>Reporting Date:</b>       | A report on the results of their review of current reporting and recommendations for changes is to be forwarded to JLARC by October 2008. |

# APPENDIX 1: SCOPE AND OBJECTIVES

## Department of Fish and Wildlife Cost Analysis

### SCOPE AND OBJECTIVES

JULY 31, 2007



JOINT LEGISLATIVE AUDIT AND REVIEW COMMITTEE

#### STUDY TEAM

Sylvia Gil  
John Woolley

#### PROJECT SUPERVISOR

Keenan Konopaski

#### LEGISLATIVE AUDITOR

Ruta Fanning

Joint Legislative Audit & Review Committee  
506 16th Avenue SE  
Olympia, WA 98501-2323  
(360) 786-5171  
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Website: <http://jlarc.leg.wa.gov>  
e-mail: [neff.barbara@leg.wa.gov](mailto:neff.barbara@leg.wa.gov)

## Why a JLARC Analysis of Fish and Wildlife Costs?

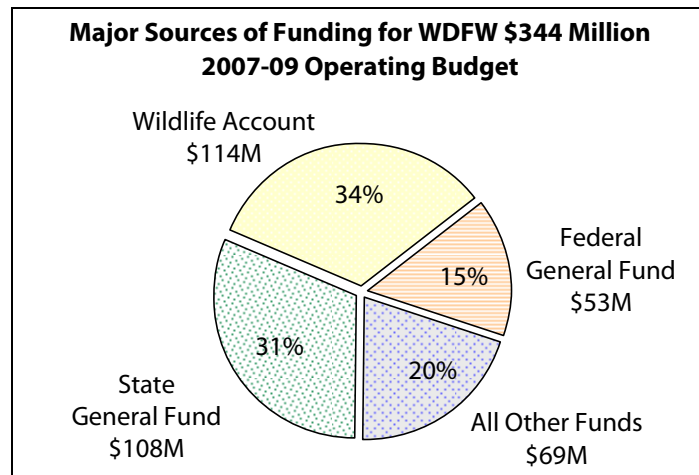
The 2007-09 Biennial Operating Budget directs JLARC to review the costs of the programs and activities administered by the Department of Fish and Wildlife.

## Background

Statute directs the state Fish and Wildlife Commission and the Department of Fish and Wildlife to preserve, protect, perpetuate, and manage the wildlife and food fish, game fish, and shellfish in the state. Mandates include:

- Conserve wildlife and fish in a manner that does not impair the resource.
- Seek to maintain the economic well-being of the fishing industry.
- Promote orderly fisheries and enhance and improve recreational and commercial fishing.
- Authorize the taking of wildlife, food fish, game fish, and shellfish.
- Maximize the public recreational game fishing and hunting opportunities of all citizens, including juvenile, disabled, and senior citizens.

The Department is organized into five program areas: Business Services, Enforcement, Habitat, Wildlife, and Fish. The three largest sources of funding for the agency's operating budget are the State General Fund, Federal General Fund, and the Wildlife Account.



Source: 2007-2009 Biennial Operating Budget, SHB 1128.

## Study Scope

The budget proviso directs JLARC to conduct a cost analysis of the activities and programs of the Department of Fish and Wildlife. JLARC will identify the total costs of hunting and fishing programs as well as non-game programs. Costs will be compared to the revenues that support these programs and activities. The analysis will include activities paid at least in part through the Wildlife Account.

## Study Objectives

In response to the legislative directive, the study will focus on the following questions:

- 1) What is the process by which the agency currently assigns its cost to programs and activities, including administrative and indirect costs?
- 2) What are the agency's revenue sources?
- 3) What direction does statute or federal requirements provide on how specific revenues are to be spent?
- 4) What is the process by which the agency currently charges costs to specific revenue sources?
- 5) What are the estimated total costs of different hunting and fishing programs? What are the estimated total costs of non-game programs? How do these estimated costs compare to revenues?

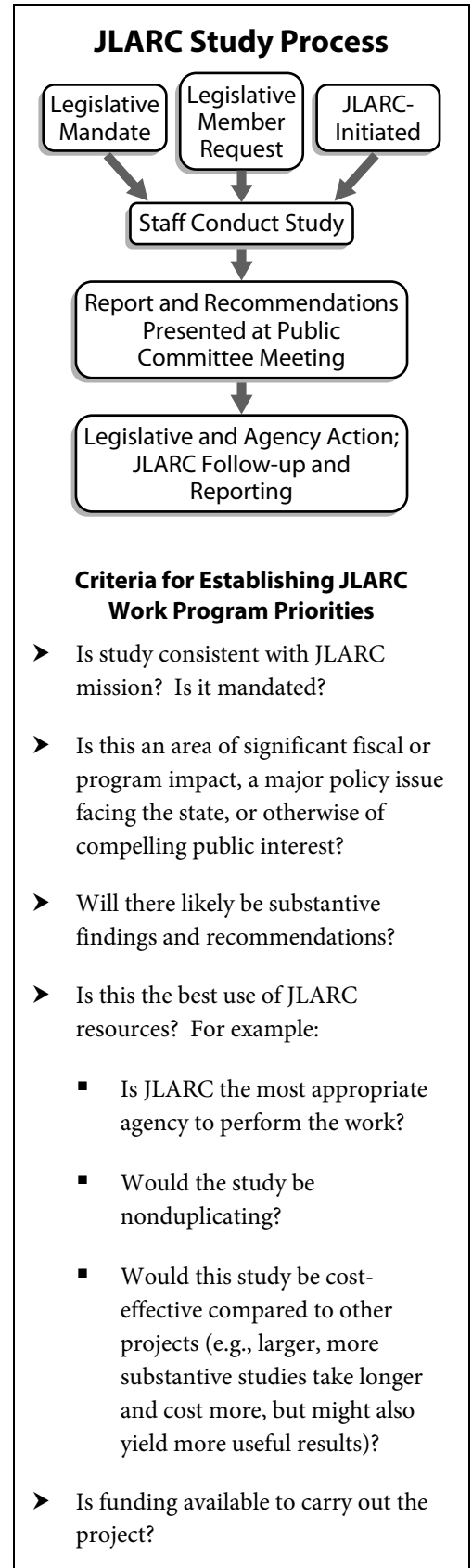
As directed by the budget proviso, the analysis will be based on available management information.

## Timeframe for the Study

Staff will present proposed preliminary and final reports at the JLARC meetings in January and February 2008.

## JLARC Staff Contact for the Study

John Woolley      (360) 786-5184      woolley.john@leg.wa.gov  
 Sylvia Gil          (360) 786-5179      gil.sylvia@leg.wa.gov



## APPENDIX 2: AGENCY RESPONSES

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- Department of Fish and Wildlife
- Office of Financial Management





STATE OF WASHINGTON

**Department of Fish and Wildlife**

Mailing Address: 600 Capitol Way N • Olympia WA 98501-1091 • (360) 902-2200; TDD (360) 902-2207  
Main Office Location: Natural Resources Building • 1111 Washington Street SE • Olympia WA

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TO: Ruta Fanning, Legislative Auditor  
Joint Legislative Audit and Review Committee

FROM: Joe Stohr, Deputy Director of Operations JS  
Washington Department of Fish and Wildlife

SUBJECT: Department of Fish and Wildlife Costs Analysis – Preliminary Report  
Response

Attached please find the Washington Department of Fish and Wildlife's response to the Joint Legislative Audit and Review Committee (JLARC) Preliminary Cost Analysis Report.

I would like to take this opportunity to thank you and your staff for the work put into this report. We appreciated your staff's willingness to listen and absorb a great deal of financial and programmatic information in a short period of time.

If you have any questions about the responses to the recommendations, please contact Jack Needham at 902-2420.

jn/lb



Washington Department of Fish and Wildlife  
Response to  
Joint Legislative Audit and Review Committee (JLARC)  
Cost Analysis Preliminary Report Recommendations

**Recommendation 1:**

The Department of Fish and Wildlife, in consultation with the Office of Financial Management and legislative fiscal staff, should develop options for more accurately forecasting licenses fee revenues.

Agency Position:

The agency concurs with this recommendation. Given the importance of license revenue to the agency's programs and fiscal health it is recognized that the agency have the most accurate revenue forecasting methodology achievable. The Department of Fish and Wildlife will take the following steps towards implementing this recommendation.

- 1). A meeting will be scheduled no later than February 4, 2008 with the Office of Financial Management and legislative fiscal staff with the objective towards providing a draft approach to this issue by July 2008, with a final report issued in September 2008.
- 2). The approach will include forecasting options, recommendations, and a strategy for implementation. We have already opened up conversations with the OFM forecasting office and will continue those conversations as a part of crafting a solution to this issue.
- 3). This approach will include progress reports to JLARC, the legislature, interested parties and stakeholders on the progress towards implementation of the forecast model.
- 4). The approach will be designed around the objective of fully implementing the forecasting model beginning July 2009.

Comments:

The Department is committed to a resolution of this issue and will continue to push to bring the right resources and methodology together to establish a more accurate, sustainable forecasting of license fees.



**Recommendation 2:**

The Department of Fish and Wildlife, in consultation with the Office of Financial Management and legislative fiscal staff, should develop alternative methods for tracking, accounting, and reporting restricted and unrestricted fund balances for the Wildlife Account.

**Agency Position:**

The agency concurs with this recommendation. In a coordinated effort to address this Recommendation and Recommendation 1 the Department of Fish and Wildlife will follow the process outline above to resolve this issue.

- 1). Consistent with the dates under Recommendation 1 a meeting will be scheduled no later than February 4, 2008 with the Office of Financial Management and legislative fiscal staff with the objective to better manage the Wildlife Account fund balance beginning July 2009. A draft approach will be issued by July 2008, with a final report issued in September 2008.
- 2). The approach will include methods for tracking, accounting, and reporting restricted and unrestricted fund balances for the Wildlife Account. The Department, in conjunction with OFM and legislative fiscal staff, will develop options, recommendations, and a strategy for implementation. Periodic progress reports to JLARC, interested parties, and stakeholders will also be provided.
- 3). The approach will be designed to fully implement a fund balance tracking, accounting, and reporting restricted and unrestricted funds for the 2009-2011 biennium.

**Comments:**

As noted in the report 27 different funds and accounts provided resources to the agency in Fiscal Year 2006. This does not include the multiple restricted sub-accounts with the Wildlife Fund and the Special Wildlife Account. Currently the Wildlife Fund balance includes both restricted and non-restricted funds. This recommendation would segregate the restricted from the non-restricted resources within the Fund balance. This would greatly assist in providing a clearer picture of what is truly available in non-restricted funding for all-purpose Title 77 activities. In addition, it would hopefully provide a more efficient means of accounting, tracking, and reporting out the multiple accounts and sub-accounts that exist within the agency.

There may exist systematic solutions to this recommendation, which may not involve legislative action to achieve it. However, we will explore all alternatives with OFM and legislative fiscal staff. If legislative action is deemed necessary we will craft the require language and submit a proposal to the legislature in the next available session.

During the audit period we worked with the JLARC staff in an attempt to establish a link between the revenue received through the sale of a license and the direct costs associated with providing a hunting and fishing opportunity. We were not fully successful in establishing that link during the audit period. However, the department will further investigate a resolution to this question in the meetings and planning sessions we will hold this year with the Office of Financial Management and legislative fiscal staff on this recommendation.

**Recommendation 3:**

The Department of Fish and Wildlife, in consultation with the Office of Financial Management and legislative fiscal staff, should develop quarterly reports that describe the total General Fund – State and Wildlife Account – State dollars set aside to meet federal matching requirements.

Agency Position:

The agency partially concurs with this recommendation. This recommendation may be of more use if the report is developed annually or designed to inform the agency budget process. The agency's position is that this information is informative for planning purposes at the beginning of the budget cycle. This information would provide a better understanding of management priorities and internal funding decisions. It would allow agency management to see the level of state resources further restricted to leverage federal funding. Once these decisions have been made and the funds committed to a federal contract, it is difficult to see the value of a quarterly report. As we meet with the Office of Financial Management and legislative fiscal staff this year we will include this issue in the overall efforts in addressing each of these recommendations.

This reporting of state funds set aside to meet federal matching requirements could be available for the budget cycle beginning July 2008.

Comments:

The department does not see the value in a quarterly report of funds set aside for matching federal funds. The department does, however, see a value for the information reported annually during the budget process to inform agency management and others of the level of state resources restricted to federal activities.



STATE OF WASHINGTON  
OFFICE OF FINANCIAL MANAGEMENT

Insurance Building, PO Box 43113 • Olympia, Washington 98504-3113 • (360) 902-0555

January 18, 2008

**TO:** Ruta Fanning, Legislative Auditor  
Joint Legislative Audit and Review Committee

**FROM:** Victor A. Moore *V.A.M.*  
Director

**SUBJECT: PRELIMINARY REPORT – DEPARTMENT OF FISH AND WILDLIFE  
COST ANALYSIS**

Thank you for giving the Office of Financial Management (OFM) the opportunity to review your preliminary report on the Department of Fish and Wildlife Cost Analysis. Here is our response to the recommendations contained in the report.

| Recommendation  | Agency Position | Comments |
|---|-----------------|----------|
| 1. The Department of Fish and Wildlife, in consultation with the Office of Financial Management and Legislative fiscal staff, should develop options for more accurately forecasting license fee revenues.  | Concur          |          |
| 2. The Department of Fish and Wildlife, in consultation with the Office of Financial Management and Legislative fiscal staff, should develop alternative methods for tracking, accounting, and reporting restricted and unrestricted fund balances for the Wildlife Account.                  | Concur          |          |
| 3. The Department of Fish and Wildlife, in consultation with the Office of Financial Management and Legislative fiscal staff, should develop quarterly reports that describe the total General Fund-State and Wildlife Account-State dollars set aside to meet federal matching requirements. | Concur          |          |

We look forward to your final report. If you have any questions, please contact Deborah Feinstein at (360) 902-0614.





## APPENDIX 3: 27 FUND OR ACCOUNT SOURCES FOR FISCAL YEAR 2006 EXPENDITURES

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| Fund or Account                                      | Fiscal Year 2006 Expenditures |
|--|-------------------------------|
| 001-1 General Fund – State                           | \$ 46,475,489                 |
| 104-1 Wildlife Account – State                       | \$ 27,626,321                 |
| 001-2 General Fund – Federal                         | \$ 23,322,562                 |
| 001-7 General Fund – Private/Local                   | \$ 16,487,570                 |
| 104-2 Wildlife Account - Federal                     | \$ 13,853,543                 |
| 104-7 Wildlife Account – Private/Local               | \$ 3,696,278                  |
| 02R-1 Aquatic Lands Enhancement Account              | \$ 2,689,131                  |
| 04M-1 Recreational Fisheries Enhancement             | \$ 1,711,943                  |
| 200-2 Reg Fish Enhance Salmonid Recovery             | \$ 1,508,962                  |
| 071-1 Warm Water Game Fish Account                   | \$ 1,353,436                  |
| 110-1 Special Wildlife Account – State               | \$ 933,408                    |
| 217-1 Oil Spill Administration Account               | \$ 501,458                    |
| 209-6 Regional Fisheries Enhance Group               | \$ 489,645                    |
| 110-2 Special Wildlife Account - Federal             | \$ 489,050                    |
| 02V-1 Public Safety & Education Account              | \$ 299,248                    |
| 01B-1 Off Road Vehicle Account                       | \$ 288,561                    |
| 098-1 East Wash Pheasant Enhancement Acct            | \$ 255,077                    |
| 507-1 Oyster Reserve Land Account                    | \$ 160,488                    |
| 110-7 Special Wildlife Account – Private/Local       | \$ 119,627                    |
| 001-4 General Fund – Governor’s Emergency Allocation | \$ 75,000                     |
| 259-6 Coastal Crab Account                           | \$ 63,840                     |
| 09J-6 WA Coastal Crab Pot Buoy Tag Acct              | \$ 61,528                     |
| 09N-1 Aquatic Invasive Species Prevention Acct       | \$ 48,685                     |
| 294-6 Sea Cucumber Dive Fishery Account              | \$ 23,917                     |
| 03K-6 Industrial Insurance Premium Refund            | \$ 23,382                     |
| 320-6 Puget Sound Crab Pot Buoy Tag Acct             | \$ 19,490                     |
| 07V-6 Fish & Wildlife Enforcement Reward Acct        | \$ 7,595                      |
| <b>Grand Total</b>                                   | <b>\$ 142,585,234</b>         |

Source: JLARC analysis of LEAP data.



## APPENDIX 4: LICENSE AND FEES DEPOSITED INTO GENERAL FUND - STATE

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Statute (RCW 77.12.170 and 177) directs that certain fees, collected by WDFW, be deposited into the State General Fund. These include some commercial and recreational license fees:

- Fees from the sale of commercial licenses, except for those issued under RCW 77.65.490 (taxidermy, fur dealers, fishing guides, and others).
- Proceeds from the sale of annual recreational saltwater fishing licenses and annual razor clam and shellfish licenses.
- Moneys received for damage claims or conservation of wildlife, fish or shellfish resources.
- Proceeds from the sale of food fish or shellfish taken in periodic test fishing conducted by WDFW.
- Proceeds from the sale of herring spawn or kelp fishery licenses maintained by WDFW.
- Fines and forfeitures collected or assessed by a district court for violating hunting and fishing laws.

Statute (RCW 77.32.510) directs that recreational annual resident adult saltwater, annual razor clam, and shellfish license fees deposited into the State General Fund are appropriated only for the “management, enhancement, research, and enforcement of shellfish and saltwater programs of the department.” Such strings are not placed on other revenues generated by the Department and deposited into the State General Fund.





# APPENDIX 5: RECREATIONAL LICENSE CATEGORIES

The following table, supplied by the Department of Fish and Wildlife, provides the full list of available license categories for recreational hunting and fishing in Fiscal Year 2006. This list includes the categories not included in our analysis of trends: catch cards, drawings, raffles, applications, lifetime tickets, collector stamps, bird validations, vehicle access stewardship, watchable wildlife decal, youth donations, conservation patrons' donations, and administrative penalty.

**Department of Fish and Wildlife List of Recreational Licenses, Fiscal Year 2006**

|   | License Type | Fee   | Quantity | Revenue     |
|---|--------------|-------|----------|-------------|
| R= Resident, N/R= Non-Resident, Y=Youth, S/R= Senior, D/V= Disabled Veteran |              |       |          |             |
| <b>Fishing Licenses</b>   |              |       |          |             |
| COMBINATION - FW/SW/SF  | R            | 38.00 | 149,854  | \$5,694,452 |
| COMBINATION - FW/SW/SF  | N/R          | 74.00 | 1,813    | \$134,162   |
| COMBINATION - FW/SW/SF  | Y            | 7.00  | 11,829   | \$82,803    |
| COMBINATION - FW/SW/SF  | D/V          | 7.00  | 10,686   | \$74,802    |
| COMBINATION - FW/SW/SF - 2 DAYS   | R            | 6.00  | 9,160    | \$54,960    |
| COMBINATION - FW/SW/SF - 2 DAYS   | N/R          | 6.00  | 13,214   | \$79,284    |
| COMBINATION - FW/SW/SF - 2 DAYS/HOTKEY                                      | R/NR         | 6.00  | 2,827    | \$16,962    |
| COMBINATION - FW/SW/SF - 1 DAYS (7/24/05)**                                 | R            | 6.39  | 27,077   | \$173,022   |
| COMBINATION - FW/SW/SF - 1 DAYS (7/24/05)**                                 | N/R          | 12.79 | 20,288   | \$259,484   |
| COMBINATION - FW/SW/SF - 2 DAYS (7/24/05)**                                 | R            | 9.13  | 12,044   | \$109,962   |
| COMBINATION - FW/SW/SF - 2 DAYS (7/24/05)**                                 | N/R          | 18.27 | 10,532   | \$192,420   |
| COMBINATION - FW/SW/SF - 3 DAYS (7/24/05)**                                 | R            | 11.87 | 7,855    | \$93,239    |
| COMBINATION - FW/SW/SF - 3 DAYS (7/24/05)**                                 | N/R          | 23.74 | 6,833    | \$162,215   |
| COMBINATION - FW/SW/SF - 4 DAYS (7/24/05)**                                 | R            | 13.70 | 630      | \$8,631     |
| COMBINATION - FW/SW/SF - 4 DAYS (7/24/05)**                                 | N/R          | 27.40 | 1,883    | \$51,594    |
| COMBINATION - FW/SW/SF - 5 DAYS (7/24/05)**                                 | R            | 15.53 | 947      | \$14,707    |
| COMBINATION - FW/SW/SF - 5 DAYS (7/24/05)**                                 | N/R          | 31.05 | 3,562    | \$110,600   |
| COMBINATION - FW/SW/SF-1 DAYS/HOTKEY (7/24/05)**                            | R            | 6.39  | 26       | \$166       |
| COMBINATION - FW/SW/SF-1 DAYS/HOTKEY (7/24/05)**                            | N/R          | 12.79 | 863      | \$11,038    |
| COMBINATION - FW/SW/SF-2 DAYS/HOTKEY (7/24/05)**                            | R            | 9.13  | 22       | \$201       |
| COMBINATION - FW/SW/SF-2 DAYS/HOTKEY (7/24/05)**                            | N/R          | 18.27 | 713      | \$13,027    |
| CHARTER STAMPS**  | R/NR         | 6.00  | 750      | \$4,500     |
| CHARTER STAMPS**  | R/NR         | 6.39  | 24,145   | \$154,287   |
| GUIDE STAMPS**  | R            | 6.39  | 1,575    | \$10,064    |
| GUIDE STAMPS**  | N/R          | 12.79 | 490      | \$6,267     |
| FRESHWATER  | R            | 20.00 | 338,018  | \$6,760,360 |
| FRESHWATER  | N/R          | 40.00 | 16,814   | \$672,560   |
| FRESHWATER  | S/R          | 5.00  | 31,861   | \$159,305   |
| SALTWATER   | R            | 18.00 | 45,230   | \$814,140   |
| SALTWATER   | N/R          | 36.00 | 2,816    | \$101,376   |
| SALTWATER   | S/R          | 5.00  | 13,657   | \$68,285    |
| SHELLFISH & SEAWEED   | R            | 10.00 | 84,478   | \$844,780   |
| SHELLFISH & SEAWEED   | N/R          | 23.00 | 4,294    | \$98,762    |
| SHELLFISH & SEAWEED   | S/R          | 8.00  | 14,008   | \$112,064   |
| PUGET SOUND CRAB ENHANCEMENT(5/18/04)**                                     | R            | 2.28  | 164,628  | \$375,352   |

Appendix 5: Recreational License Categories

**Department of Fish and Wildlife List of Recreational Licenses, Fiscal Year 2006**

R= Resident, N/R= Non-Resident, Y=Youth, S/R= Senior, D/V= Disabled Veteran

|  | License Type | Fee    | Quantity         | Revenue             |
|--|--------------|--------|------------------|---------------------|
| PUGET SOUND CRAB ENHANCEMENT(5/18/04)**  | N/R          | 2.28   | 5,509            | \$12,561            |
| PUGET SOUND CRAB ENHANCEMENT(5/18/04)**  | Y            | 2.28   | 4,390            | \$10,009            |
| PUGET SOUND CRAB ENHANCEMENT(5/18/04)**  | S/R          | 2.28   | 1,299            | \$2,962             |
| PUGET SOUND CRAB ENHANCEMENT(5/18/04)**  | D/V          | 2.28   | 418              | \$953               |
| PUGET SOUND CRAB ENHANCEMENT (7/18/05)** | R            | 0.45   | 3,943            | \$1,774             |
| PUGET SOUND CRAB ENHANCEMENT (7/18/05)** | N/R          | 0.45   | 4,088            | \$1,840             |
| RAZOR CLAM (5/18/04)                     | R            | 7.50   | 13,893           | \$104,198           |
| RAZOR CLAM (5/18/04)                     | N/R          | 13.00  | 850              | \$11,050            |
| RAZOR CLAM HOT KEY(5/18/04)              | R            | 7.50   | 7,592            | \$56,940            |
| RAZOR CLAM HOT KEY(5/18/04)              | N/R          | 13.00  | 2,201            | \$28,613            |
| 3-DAY RAZOR CLAM (5/18/04)               | R            | 4.50   | 10,226           | \$46,017            |
| 3-DAY RAZOR CLAM (5/18/04)               | N/R          | 4.50   | 1,841            | \$8,285             |
| 3-DAY HOT KEY RAZOR CLAM (5/18/04)       | R/NR         | 4.50   | 22,487           | \$101,192           |
| CATCH RECORD CARDS (5/18/04)             | R            | 10.00  | 5,154            | \$51,540            |
| CATCH RECORD CARDS (5/18/04)             | N/R          | 10.00  | 758              | \$7,580             |
| CATCH RECORD CARDS (5/18/04)             | Y            | 10.00  | 676              | \$6,760             |
| CATCH RECORD CARDS (5/18/04)             | S/R          | 10.00  | 8                | \$80                |
| CATCH RECORD CARDS (5/18/04)             | D/V          | 10.00  | 4                | \$40                |
| DUPLICATE                                | R            | 7.00   | 24,776           | \$145,600           |
| DUPLICATE                                | N/R          | 7.00   | 891              | \$6,949             |
| DUPLICATE                                | Y            | 7.00   | 831              | \$6,494             |
| DUPLICATE                                | S/R          | 7.00   | 945              | \$4,401             |
| DUPLICATE                                | D/V          | 7.00   | 280              | \$1,057             |
| <b>Fishing Licenses Totals:</b>          |              |        | <b>1,148,482</b> | <b>\$18,136,724</b> |
| <b>Hunting License - Big Game</b>        |              |        |                  |                     |
| BEAR & COUGAR                            | R            | 20.00  | 4,160            | \$83,200            |
| BEAR & COUGAR                            | N/R          | 200.00 | 99               | \$19,800            |
| BEAR & COUGAR                            | Y            | 10.00  | 267              | \$2,670             |
| BEAR & COUGAR                            | D/V          | 10.00  | 57               | \$570               |
| BEAR & COUGAR W/SMALL GAME               | R            | 6.00   | 258              | \$1,548             |
| BEAR & COUGAR W/SMALL GAME               | N/R          | 186.00 | 1                | \$186               |
| BEAR & COUGAR W/SMALL GAME               | Y            | 3.00   | 14               | \$42                |
| BEAR & COUGAR W/SMALL GAME               | D/V          | 3.00   | 1                | \$3                 |
| BEAR - SECOND                            | R            | 10.00  | 418              | \$4,180             |
| BEAR - SECOND                            | N/R          | 100.00 | 2                | \$200               |
| BEAR - SECOND                            | Y            | 5.00   | 6                | \$30                |
| BEAR - SECOND                            | D/V          | 5.00   | 7                | \$35                |
| COUGAR - SECOND                          | R            | 10.00  | 79               | \$790               |
| COUGAR - SECOND                          | N/R          | 100.00 | 0                | \$0                 |
| COUGAR - SECOND                          | Y            | 5.00   | 3                | \$15                |
| COUGAR - SECOND                          | D/V          | 5.00   | 1                | \$5                 |
| DEER                                     | R            | 36.00  | 53,461           | \$1,924,596         |
| DEER                                     | N/R          | 360.00 | 636              | \$228,960           |
| DEER                                     | Y            | 18.00  | 7,546            | \$135,828           |
| DEER                                     | D/V          | 18.00  | 709              | \$12,762            |
| DEER W/SMALL GAME                        | R            | 22.00  | 2,823            | \$62,106            |
| DEER W/SMALL GAME                        | N/R          | 290.00 | 9                | \$2,610             |
| DEER W/SMALL GAME                        | Y            | 11.00  | 639              | \$7,029             |
| DEER W/SMALL GAME                        | D/V          | 11.00  | 24               | \$264               |

Appendix 5: Recreational License Categories

**Department of Fish and Wildlife List of Recreational Licenses, Fiscal Year 2006**

R= Resident, N/R= Non-Resident, Y=Youth, S/R= Senior, D/V= Disabled Veteran

|   | License Type | Fee    | Quantity | Revenue     |
|---|--------------|--------|----------|-------------|
| ELK                                     | R            | 36.00  | 13,062   | \$470,232   |
| ELK                                     | N/R          | 360.00 | 666      | \$239,760   |
| ELK                                     | Y            | 18.00  | 591      | \$10,638    |
| ELK                                     | D/V          | 18.00  | 166      | \$2,988     |
| ELK W/SMALL GAME                        | R            | 22.00  | 334      | \$7,348     |
| ELK W/SMALL GAME                        | N/R          | 290.00 | 0        | \$0         |
| ELK W/SMALL GAME                        | Y            | 11.00  | 27       | \$297       |
| ELK W/SMALL GAME                        | D/V          | 11.00  | 7        | \$77        |
| DEER + ELK                              | R            | 56.00  | 37,899   | \$2,122,344 |
| DEER + ELK                              | N/R          | 560.00 | 104      | \$58,240    |
| DEER + ELK                              | Y            | 28.00  | 2,858    | \$80,024    |
| DEER + ELK                              | D/V          | 28.00  | 747      | \$20,916    |
| DEER + ELK W/SMALL GAME                 | R            | 42.00  | 1,092    | \$45,864    |
| DEER + ELK W/SMALL GAME                 | N/R          | 490.00 | 1        | \$490       |
| DEER + ELK W/SMALL GAME                 | Y            | 21.00  | 132      | \$2,772     |
| DEER + ELK W/SMALL GAME                 | D/V          | 21.00  | 21       | \$441       |
| DEER + ELK + BEAR + COUGAR              | R            | 66.00  | 39,429   | \$2,602,314 |
| DEER + ELK + BEAR + COUGAR              | N/R          | 660.00 | 32       | \$21,120    |
| DEER + ELK + BEAR + COUGAR              | Y            | 33.00  | 2,388    | \$78,804    |
| DEER + ELK + BEAR + COUGAR              | D/V          | 33.00  | 1,230    | \$40,590    |
| DEER + ELK + BEAR + COUGAR W/SMALL GAME | R            | 52.00  | 1,357    | \$70,564    |
| DEER + ELK + BEAR + COUGAR W/SMALL GAME | N/R          | 590.00 | 0        | \$0         |
| DEER + ELK + BEAR + COUGAR W/SMALL GAME | Y            | 26.00  | 98       | \$2,548     |
| DEER + ELK + BEAR + COUGAR W/SMALL GAME | D/V          | 26.00  | 19       | \$494       |
| DEER + BEAR + COUGAR                    | R            | 46.00  | 9,495    | \$436,770   |
| DEER + BEAR + COUGAR                    | N/R          | 460.00 | 44       | \$20,240    |
| DEER + BEAR + COUGAR                    | Y            | 23.00  | 850      | \$19,550    |
| DEER + BEAR + COUGAR                    | D/V          | 23.00  | 164      | \$3,772     |
| DEER + BEAR + COUGAR W/SMALL GAME       | R            | 32.00  | 477      | \$15,264    |
| DEER + BEAR + COUGAR W/SMALL GAME       | N/R          | 390.00 | 1        | \$390       |
| DEER + BEAR + COUGAR W/SMALL GAME       | Y            | 16.00  | 52       | \$832       |
| DEER + BEAR + COUGAR W/SMALL GAME       | D/V          | 16.00  | 4        | \$64        |
| ELK + BEAR + COUGAR                     | R            | 46.00  | 926      | \$42,596    |
| ELK + BEAR + COUGAR                     | N/R          | 460.00 | 19       | \$8,740     |
| ELK + BEAR + COUGAR                     | Y            | 23.00  | 22       | \$506       |
| ELK + BEAR + COUGAR                     | D/V          | 23.00  | 6        | \$138       |
| ELK + BEAR + COUGAR W/SMALL GAME        | R            | 32.00  | 22       | \$704       |
| ELK + BEAR + COUGAR W/SMALL GAME        | N/R          | 390.00 | 0        | \$0         |
| ELK + BEAR + COUGAR W/SMALL GAME        | Y            | 16.00  | 1        | \$16        |
| ELK + BEAR + COUGAR W/SMALL GAME        | D/V          | 16.00  | 0        | \$0         |
| BIG GAME RAFFLE LICENSE                 | R            | 36.00  | 7        | \$252       |
| BIG GAME RAFFLE LICENSE                 | N/R          | 360.00 | 0        | \$0         |
| SPECIAL HUNT APPLICATION**              | R            | 5.00   | 115,712  | \$578,560   |
| SPECIAL HUNT APPLICATION**              | N/R          | 50.00  | 632      | \$31,600    |
| SPECIAL HUNT APPLICATION**              | Y            | 3.00   | 9,533    | \$28,605    |
| AUCTION                                 | R/NR         |        | 9        | \$3,012     |
| PLWMA                                   | R/NR         |        | 110      | \$2,130     |
| INCENTIVE BIG GAME LICENSE              | R/NR         |        | 69       | \$1,350     |
| GOAT OR SHEEP OR MOOSE                  | R            | 100.00 | 136      | \$13,600    |

Appendix 5: Recreational License Categories

**Department of Fish and Wildlife List of Recreational Licenses, Fiscal Year 2006**

R= Resident, N/R= Non-Resident, Y=Youth, S/R= Senior, D/V= Disabled Veteran

|                                     | License Type | Fee      | Quantity       | Revenue            |
|-------------------------------------|--------------|----------|----------------|--------------------|
| GOAT OR SHEEP OR MOOSE              | N/R          | 1,000.00 | 1              | \$1,000            |
| GOAT OR SHEEP OR MOOSE              | Y            | 50.00    | 6              | \$300              |
| B-TAGS DEER LICENSES                | R            | 20.00    | 874            | \$17,480           |
| B-TAGS DEER LICENSES                | N/R          | 200.00   | 0              | \$0                |
| B-TAGS DEER LICENSES                | Y            | 10.00    | 70             | \$700              |
| B-TAGS ELK LICENSES                 | R            | 20.00    | 37             | \$740              |
| B-TAGS ELK LICENSES                 | N/R          | 200.00   | 0              | \$0                |
| B-TAGS ELK LICENSES                 | Y            | 10.00    | 0              | \$0                |
| Multi-Season Deer Application       | R            | 5.00     | 5,262          | \$26,310           |
| Multi-Season Deer Application       | N/R          | 50.00    | 1              | \$50               |
| Multi-Season Deer Application       | Y            | 3.00     | 184            | \$552              |
| Multi-Season Elk Application        | R            | 5.00     | 6,010          | \$30,050           |
| Multi-Season Elk Application        | N/R          | 50.00    | 3              | \$150              |
| Multi-Season Elk Application        | Y            | 3.00     | 174            | \$522              |
| Multi-Season Deer Tags              | R            | 150.00   | 1,109          | \$166,350          |
| Multi-Season Elk Tags               | R            | 150.00   | 436            | \$65,400           |
| DUPLICATE                           | R            | 7.00     | 8,202          | \$44,203           |
| DUPLICATE                           | N/R          | 7.00     | 56             | \$305              |
| DUPLICATE                           | Y            | 7.00     | 738            | \$4,339            |
| DUPLICATE                           | S/R          | 7.00     | 0              | \$0                |
| DUPLICATE                           | D/V          | 7.00     | 2              | \$4                |
| <b>Hunting License - Big Game</b>   |              |          | <b>334,936</b> | <b>\$9,933,439</b> |
| <b>Hunting License - Small Game</b> |              |          |                |                    |
| SMALL GAME W/BIG GAME LIC           | R            | 16.00    | 41,022         | \$656,352          |
| SMALL GAME W/BIG GAME LIC           | N/R          | 80.00    | 66             | \$5,280            |
| SMALL GAME W/BIG GAME LIC           | Y            | 8.00     | 4,850          | \$38,800           |
| SMALL GAME W/BIG GAME LIC           | D/V          | 8.00     | 1,032          | \$8,256            |
| SMALL GAME - 3 DAYS ONLY            | N/R          | 50.00    | 2,217          | \$110,850          |
| SMALL GAME PURCHASED ALONE          | R            | 30.00    | 36,440         | \$1,093,200        |
| SMALL GAME PURCHASED ALONE          | N/R          | 150.00   | 858            | \$128,700          |
| SMALL GAME PURCHASED ALONE          | Y            | 15.00    | 4,047          | \$60,705           |
| SMALL GAME PURCHASED ALONE          | D/V          | 15.00    | 398            | \$5,970            |
| TURKEY - FIRST TAG** June 7, 2006   | R            | 14.00    | 338            | \$4,732            |
| TURKEY - FIRST TAG** June 7, 2006   | N/R          | 40.00    | 1              | \$40               |
| TURKEY - FIRST TAG** June 7, 2006   | Y            | 9.00     | 0              | \$0                |
| TURKEY - FIRST TAG** June 7, 2006   | D/V          | 9.00     | 0              | \$0                |
| TURKEY - SECOND TAG**               | R            | 18.00    | 3,233          | \$58,194           |
| TURKEY - SECOND TAG**               | N/R          | 60.00    | 61             | \$3,660            |
| TURKEY - SECOND TAG**               | Y            | 9.00     | 502            | \$4,518            |
| TURKEY - SECOND TAG**               | D/V          | 9.00     | 79             | \$711              |
| TURKEY - SECOND TAG** June 7, 2006  | R            | 14.00    | 20             | \$280              |
| TURKEY - SECOND TAG** June 7, 2006  | N/R          | 40.00    | 0              | \$0                |
| TURKEY - SECOND TAG** June 7, 2006  | Y            | 9.00     | 2              | \$18               |
| TURKEY - SECOND TAG** June 7, 2006  | D/V          | 9.00     | 2              | \$18               |
| TURKEY - THIRD TAG**                | R            | 18.00    | 133            | \$2,394            |
| TURKEY - THIRD TAG**                | N/R          | 60.00    | 0              | \$0                |
| TURKEY - THIRD TAG**                | Y            | 9.00     | 21             | \$189              |
| TURKEY - THIRD TAG**                | D/V          | 9.00     | 7              | \$63               |
| TURKEY - THIRD TAG** June 7, 2006   | R            | 14.00    | 11             | \$154              |

Appendix 5: Recreational License Categories

**Department of Fish and Wildlife List of Recreational Licenses, Fiscal Year 2006**

R= Resident, N/R= Non-Resident, Y=Youth, S/R= Senior, D/V= Disabled Veteran

|   | License Type | Fee   | Quantity       | Revenue            |
|---|--------------|-------|----------------|--------------------|
| TURKEY - THIRD TAG** June 7, 2006       | N/R          | 40.00 | 0              | \$0                |
| TURKEY - THIRD TAG** June 7, 2006       | Y            | 9.00  | 0              | \$0                |
| TURKEY - THIRD TAG** June 7, 2006       | D/V          | 9.00  | 0              | \$0                |
| TURKEY - FOURTH TAG** June 7, 2006      | R            | 14.00 | 6              | \$84               |
| TURKEY - FOURTH TAG** June 7, 2006      | N/R          | 40.00 | 0              | \$0                |
| TURKEY - FOURTH TAG** June 7, 2006      | Y            | 9.00  | 0              | \$0                |
| TURKEY - FOURTH TAG** June 7, 2006      | D/V          | 9.00  | 0              | \$0                |
| TURKEY - FIFTH TAG** June 7, 2006       | R            | 14.00 | 5              | \$70               |
| TURKEY - FIFTH TAG** June 7, 2006       | N/R          | 40.00 | 0              | \$0                |
| TURKEY - FIFTH TAG** June 7, 2006       | Y            | 9.00  | 0              | \$0                |
| TURKEY - FIFTH TAG** June 7, 2006       | D/V          | 9.00  | 0              | \$0                |
| WESTERN WS. PHEASANT W/SMALL GAME       | R            | 36.00 | 6,318          | \$227,448          |
| WESTERN WS. PHEASANT W/SMALL GAME       | N/R          | 36.00 | 55             | \$1,980            |
| WESTERN WS. PHEASANT W/SMALL GAME       | Y            | 18.00 | 756            | \$13,608           |
| WESTERN WS. PHEASANT - W/SG 3 DAYS      | R            | 20.00 | 231            | \$4,620            |
| WESTERN WS. PHEASANT - W/SG 3 DAYS      | N/R          | 20.00 | 27             | \$540              |
| Small Game SPECIAL HUNT APPLICATION**   | R/NR         |       | 1,643          | \$8,058            |
| MIGRATORY BIRD VALIDATION               | R            | 10.00 | 37,817         | \$378,170          |
| MIGRATORY BIRD VALIDATION               | N/R          | 10.00 | 1,567          | \$15,670           |
| MIGRATORY BIRD VALIDATION               | Y            | 0.00  | 0              | \$0                |
| MIGRATORY BIRD VALIDATION               | S/R          | 10.00 | 5              | \$50               |
| MIGRATORY BIRD VALIDATION               | D/V          | 10.00 | 42             | \$420              |
| DUPLICATE                               | R            | 7.00  | 3,109          | \$7,518            |
| DUPLICATE                               | N/R          | 7.00  | 61             | \$215              |
| DUPLICATE                               | Y            | 7.00  | 380            | \$1,209            |
| DUPLICATE                               | S/R          | 7.00  | 0              | \$0                |
| DUPLICATE                               | D/V          | 7.00  | 0              | \$0                |
| <b>Hunting License - Small Game</b>     |              |       | <b>147,362</b> | <b>\$2,842,743</b> |
| <b>Raffles</b>                          |              |       |                |                    |
| DEER RAFFLE**                           | R/NR         | 4.50  | 5,410          | \$24,345           |
| ELK RAFFLE**                            | R/NR         | 4.50  | 7,891          | \$35,510           |
| MOOSE RAFFLE**                          | R/NR         | 4.50  | 3,966          | \$17,847           |
| GOAT RAFFLE**                           | R/NR         | 4.50  | 1,939          | \$8,726            |
| SHEEP RAFFLE**                          | R/NR         | 9.50  | 2,989          | \$28,396           |
| TURKEY RAFFLE**                         | R/NR         | 4.50  | 317            | \$1,427            |
| <b>Raffles Totals:</b>                  |              |       | <b>22,512</b>  | <b>\$116,249</b>   |
| <b>Lifetime Tickets</b>                 |              |       |                |                    |
| LIFETIME TICKETS**                      | R            | 5.48  | 12,973         | \$71,092           |
| LIFETIME TICKETS**                      | N/R          | 10.96 | 478            | \$5,239            |
| <b>Lifetime Tickets Totals:</b>         |              |       | <b>13,451</b>  | <b>\$76,331</b>    |
| <b>Collector Stamps</b>                 |              |       |                |                    |
| COLLECTOR MIGRATORY BIRD STAMP**        | R            | 10.00 | 144            | \$1,440            |
| COLLECTOR MIGRATORY BIRD STAMP**        | N/R          | 10.00 | 1,368          | \$13,680           |
| COLLECTOR MIGRATORY BIRD STAMP**        | Y            | 10.00 | 3              | \$30               |
| COLLECTOR MIGRATORY BIRD STAMP**        | D/V          | 10.00 | 0              | \$0                |
| COLLECTOR MIGRATORY BIRD STAMP-SOW**    | R/NR         | 10.00 | 129            | \$1,290            |
| <b>Collector Stamps Totals:</b>         |              |       | <b>1,644</b>   | <b>\$16,440</b>    |
| <b>Miscellaneous Sales</b>              |              |       |                |                    |
| Vehicle Access Stewardship - Original** | R/NR         | 10.00 | 11,132         | \$111,320          |
| Vehicle Access Stewardship - Second**   | R/NR         | 5.00  | 6,224          | \$31,120           |

Appendix 5: Recreational License Categories

**Department of Fish and Wildlife List of Recreational Licenses, Fiscal Year 2006**

R= Resident, N/R= Non-Resident, Y=Youth, S/R= Senior, D/V= Disabled Veteran

|   | <b>License Type</b> | <b>Fee</b> | <b>Quantity</b>  | <b>Revenue</b>      |
|---|---------------------|------------|------------------|---------------------|
| Vehicle Access Stewardship - Adjunct Sales**  | R/NR                | 10.00      | 36               | \$360               |
| Watchable Wildlife Decal**                    | R/NR                | 17.05      | 45               | \$767               |
| Watchable Wildlife Decal-Adjunct Sales**      | R/NR                | 17.05      | 14               | \$239               |
| Youth Donations                               | R/NR                |            | 3,055            | \$9,228             |
| Youth Donations- Adjunct Sales                | R/NR                |            | 178              | \$955               |
| Admin Penalty                                 | R/NR                | 10.00      | 2,886            | \$28,860            |
| <b>Miscellaneous Sales Totals:</b>            |                     |            | <b>23,570</b>    | <b>\$182,849</b>    |
| <b>Totals:</b>                                |                     |            |                  |                     |
| Total Fishing License Sales -                 |                     |            | 1,148,482        | \$18,136,724        |
| Total Hunting License - Big Game              |                     |            | 334,936          | \$9,933,439         |
| Total Hunting License - Small Game            |                     |            | 147,362          | \$2,842,743         |
| Total Hunting License - Raffles               |                     |            | 22,512           | \$116,249           |
| Total Lifetime Tickets                        |                     |            | 13,451           | \$76,331            |
| Total Migratory Birds Collection Stamps       |                     |            | 1,644            | \$16,440            |
| Total Miscellaneous                           |                     |            | 23,570           | \$182,849           |
| <b>Total Recreation License Sales - FY-06</b> |                     |            | <b>1,691,957</b> | <b>\$31,304,775</b> |

## APPENDIX 6: DEDICATED ACCOUNTS

This table provides detail on dedicated accounts, appropriated and non-appropriated, used by the Department since Fiscal Year 2000.<sup>9</sup> The funding source column provides statutory references and descriptions of the revenue source for each account. The purpose/use column provides account descriptions from the Office of Financial Management Fund Reference Manual.

| Funding Source  | Purpose/Use in WDFW   | FY 2006 Expenditures (\$ in millions) |
|---|---|---------------------------------------|
| <b>Aquatic Lands Enhancement (02R)</b>  |   |                                       |
| RCW 79.105.150: all moneys received by the state from the sale or lease of state-owned aquatic lands, the sale of valuable material from state-owned aquatic lands (after deducting management (RCW 79.64.040) and town payments (RCW 79.115.150(2))). Administered by the Department of Natural Resources. | These funds shall be used solely for aquatic lands enhancement projects; for the purchase, improvement, or protection of aquatic lands for public purposes; for providing and improving access to such lands; and for volunteer cooperative fish and game projects. | \$2.7                                 |
| <b>Recreational Fisheries Enhancement (04M)</b>   |   |                                       |
| RCW: 77.105.150: all receipts from a portion, as determined by Commission rules (RCW 77.32.440), of each saltwater and combination fishing license fee (RCW 77.105.140).  | To enhance recreational fisheries programs.   | \$1.7                                 |
| <b>Warm Water Game Fish (071)</b>   |   |                                       |
| RCW: 77.44.050: funds are determined by Commission rules (RCW 77.32.440) and the deposit is adjusted annually to the most recent annual survey of licensed anglers conducted by WDFW.   | Used to fund an enhancement program designed to increase the opportunities to fish for and catch warm water game fish.  | \$1.4                                 |
| <b>Special Wildlife (110)<sup>10</sup></b>  |   |                                       |
| RCW 77.12. 323: moneys received under RCW 77.12.320 as compensation for wildlife losses.  | Compensation, gifts and grants are to be used for the protection, propagation and conservation of wild animals, wild birds and game fish.   | \$0.9                                 |

<sup>9</sup> Some funds were excluded from this list. These include: revolving accounts, Pension Fund Stabilization, Savings Incentive, and Industrial Insurance Premium Refund.

<sup>10</sup> Federal and Private/Local funding are also provided through this account.

Appendix 6: Dedicated Accounts

| Funding Source  | Purpose/Use in WDFW  | FY 2006 Expenditures (\$ in millions) |
|---|--|---------------------------------------|
| <b>Regional Fisheries Enhancement Group (209) – Non-appropriated</b>  |  |                                       |
| RCW 77.95.090: a portion of each recreational fishing license as determined by Commission rules (RCW 77.32.440); a surcharge on each commercial salmon fishery license, salmon delivery license, and salmon charter license sold in the state; revenue from the Department’s sale of salmon carcasses and eggs that return to group facilities.                                 | To provide financial assistance to regional fisheries enhancement groups to participate in enhancing the state's salmon population including, but not limited to, salmon research, increased natural and artificial production, and habitat improvement. Revenue from the Department’s sale of salmon carcasses and eggs is only for use by the enhancement group that produced the surplus. | \$0.5                                 |
| <b>Oil Spill Prevention (217)</b>   |  |                                       |
| RCW 90.56.510: all receipts from the oil spill administration tax imposed on the privilege of receiving crude oil or petroleum products at a marine terminal within this state from a waterborne vessel or barge operating on the navigable waters of this state, and an oil spill administration tax as described in RCW 82.23B.020(2). Administered by Department of Ecology. | Used for administrative costs related to the purposes of Chapter 90.56 RCW (oil and hazardous substance spill prevention and response), and Chapters 90.48 RCW (water pollution control), 88.40 (transport of petroleum products-financial responsibility), and 88.46 (vessel oil spill prevention and response) RCW.  | \$0.5                                 |
| <b>Public Safety &amp; Education (02V)</b>  |  |                                       |
| RCW 43.08.250: fees, fines, forfeitures, penalties, reimbursements or assessments by any court organized under RCW Title 3 or 35 or Chapter 2.08 RCW. Administered by the Administrator for the Courts.   | Moneys in this account are to be used to promote traffic safety education, highway safety, criminal justice training, crime victims' compensation, judicial education, the judicial information system, winter recreation parking, and state game programs.  | \$0.3                                 |



Appendix 6: Dedicated Accounts

| Funding Source  | Purpose/Use in WDFW   | FY 2006 Expenditures (\$ in millions) |
|---|---|---------------------------------------|
| <b>Off Road Vehicle (01B)</b>   |   |                                       |
| RCW 46.09.110: three and one-half percent of one percent of total motor vehicle fuel tax revenues (minus up to 18% for DNR administration costs) collected is credited to the WDFW administered account. Administered by Department of Natural Resources. | Used to provide funds for acquisition, planning, development, maintenance, and management of off-road vehicle trails and areas; education and law enforcement programs related to non-highway vehicles; to construct and maintain related campgrounds and trail heads.  | \$0.3                                 |
| <b>Eastern Washington Pheasant Enhancement (098)</b>  |   |                                       |
| RCW 77.12.820: a portion of each small game hunting license fee (RCW 77.12.810) as provided by Commission rules (RCW 77.32.440).  | Used to improve pheasant habitat or to purchase or produce pheasants. Not less than eighty percent of expenditures must be used to purchase or produce pheasants. Grants may be offered to improve pheasant habitat on public or private lands that are open to public hunting. Money in the account must not be used to purchase land. | \$0.3                                 |
| <b>Oyster Reserve Land (507)</b>  |   |                                       |
| RCW 77.60.160: revenues from the lease of land or sale of shellfish from oyster reserve lands.  | Used for the management of the oyster reserve lands and for expenses associated with new research and development activities.   | \$0.2                                 |
| <b>Coastal Crab (259) – Non-appropriated</b>  |   |                                       |
| RCW 77.70.320: revenues from fees assessed on the transfer of each Dungeness crab-coastal fishery license (RCW 77.65.020), delivery (RCW 77.70.300), and the license surcharge (RCW 77.65.240).   | To be used for the purchase of Dungeness crab-coastal class B fisheries licenses and for coastal crab management activities.  | \$0.06                                |

Appendix 6: Dedicated Accounts

| Funding Source   | Purpose/Use in WDFW   | FY 2006 Expenditures (\$ in millions) |
|--|---|---------------------------------------|
| <b>Washington Coastal Crab Pot Buoy Tag (09J) – Non-appropriated</b>   |   |                                       |
| RCW 77.70.440: revenues from fees charged to holders of a Dungeness crab – coastal or a Dungeness crab-coastal class B fishery license and to holders of out-of-state licenses who are issued a pot certificate by WDFW (RCW 77.70.430(2)).  | For the production of crab pot buoy tags and the administration of a Washington coastal crab pot buoy tag program.  | \$0.06                                |
| <b>Aquatic Invasive Species Prevention (09N)</b>   |   |                                       |
| RCW 77.12.879: a portion of the annual collection of vessel registration applications (RCW 88.02.050).   | To develop an aquatic invasive species prevention program for recreational watercraft.  | \$0.05                                |
| <b>Sea Cucumber Dive Fishery (294) – Non-appropriated</b>  |   |                                       |
| RCW 77.70.190: surcharges for; each sea cucumber dive fishery license renewal for licenses issued in 2000 through 2010, licenses issued in 2000 and after for designating an alternate operator, and transferring the license.   | Only used to retire sea cucumber licenses until the number of licenses is reduced to 25, and thereafter shall only be used for sea cucumber management and enforcement.   | \$0.02                                |
| <b>Puget Sound Crab Pot Buoy Tag (320) – Non-appropriated</b>  |   |                                       |
| RCW 77.70.440: all revenues from fees charged to holders of a Dungeness crab-Puget Sound fishery license (RCW 77.70.430(1)).   | To reimburse for the production of crab pot buoy tags and the administration of the Puget Sound crab pot buoy tag program.  | \$0.02                                |
| <b>Fish and Wildlife Enforcement Reward (07V) – Non-appropriated</b>   |   |                                       |
| RCW 77.15.425: receipts from criminal wildlife penalty assessments (RCW 77.15.420- resulting in the death of wildlife and RCW 77.15.400- illegal hunting). The Department may also accept money or personal property under conditions requiring the property or money to be used consistent with expenditure intent. | Used for investigation and prosecution of fish and wildlife offenses, to provide rewards to persons informing the Department about violations of Title 77 and rules adopted under this title, and for other valid enforcement uses as determined by the Commission. | \$0.008                               |

Appendix 6: Dedicated Accounts

| <b>Funding Source</b>  | <b>Purpose/Use in WDFW</b>   | <b>FY 2006 Expenditures (\$ in millions)</b> |
|--|--|--|
| <b>Disaster Response (05H)</b>   |  |  |
| RCW 38.52.105: moneys from legislative appropriations and transfers, federal appropriations, or any other lawful source. Administered by the Military Department.  | Used to support state agency and local governments disaster response and recovery efforts.   | None   |
| <b>Salmon Recovery (06A)</b>   |  |  |
| RCW 77.85.170: funds indicated or appropriated by the legislature. Revenue sources include cigarette and other tobacco taxes. Administered by the Recreation and Conservation Funding Board.                               | To be used for salmon recovery.  | None   |
| <b>Dungeness Crab Appeals (261) – Non-appropriated</b>   |  |  |
| RCW 77.65.230: a surcharge collected on each Dungeness crab-coastal fishery license.   | To be used for processing appeals related to the issuance of Dungeness Crab-coastal fishery licenses.  | None   |
| <b>Sea Urchin Dive Fishery (295) – Non-appropriated</b>  |  |  |
| RCW 77.70.150: a surcharge for each sea urchin dive fishery license; renewal issued in 2000 through 2010, issued for the year 2000 and thereafter designating an alternate operator, and transfer after December 31, 1999. | Only used to retire sea urchin licenses until the number of licenses is reduced to twenty-five, and thereafter shall only be used for sea urchin management and enforcement. | None   |

Appendix 6: Dedicated Accounts

| Funding Source   | Purpose/Use in WDFW   | FY 2006 Expenditures (\$ in millions) |
|--|---|---------------------------------------|
| <b>Coastal Protection (408) – Non-appropriated</b>   |   |                                       |
| <p>RCW 90.48.390: penalties, fees, damages, charges, and compensation for damages received pursuant to provisions of this chapter (water pollution control) and chapter 90.56 RCW (oil and hazardous substance spill prevention and response), and an amount equivalent to one cent per gallon from each marine use refund claim (RCW 82.36.330). A Steering committee that includes WDFW authorizes the expenditure of moneys collected after consultations with affected parties. Administered by the Department of Ecology as a revolving fund.</p> | <p>Cost relating to the enforcement of statutes regulating unlawful discharge of oil into waters of the state; costs relating to the abatement of pollution caused by the discharge of oil; costs for research and development in the causes, effects, and removal of pollution caused by discharge of oil.</p> | <p>None</p>                           |
| <b>Wildlife Rehabilitation (14A)</b>   |   |                                       |
| <p>RCW 77.12.471: a portion of revenues collected from an additional fee on the application and renewal of personalized license plates (RCW 46.16.606). This account will be used for the first time in Fiscal Year 2008 and 2009.</p>   | <p>For support of the wildlife rehabilitation program.</p>  | <p>None</p>                           |
| <b>Water Quality (139)</b>   |   |                                       |
| <p>RCW 70.146.030: tax receipts as provided in RCW 82.24.027, 82.24.026(2)(d), and 82.32.390, principal and interest from the repayment of any loans granted pursuant to this chapter, and any other moneys appropriated to the account by the Legislature. Administered by the Department of Ecology. This account will be used for the first time by WDFW in Fiscal Year 2008 and 2009.</p>  | <p>Provide financial assistance in the achievement of state and federal water pollution control requirements for the protection of the state's waters.</p>  | <p>None</p>                           |

Appendix 6: Dedicated Accounts

| Funding Source   | Purpose/Use in WDFW   | FY 2006 Expenditures (\$ in millions) |
|--|---|---------------------------------------|
| <b>Environmental Excellence (194)</b>  |   |                                       |
| RCW 43.21K.170: all fees and voluntary contributions collected by state agencies via a fee assessed to recover the costs of processing environmental excellence agreement proposals. Sponsors may voluntarily contribute funds for the agency's administration. Moneys are appropriated to each agency in the amount each agency collects and deposits into the account. Administered by the Department of Ecology. This account will be used for the first time by WDFW in Fiscal Year 2008 and 2009. | Used to support the environmental excellence program.                                   | None                                  |
| <b>Aquatic Invasive Species Enforcement (09M)</b>  |   |                                       |
| RCW 43.43.400: a portion of the annual vessel registration application (RCW 88.02.050). Administered by the Washington State Patrol. This account will be used for the first time by WDFW in Fiscal Year 2008 and 2009.  | To develop an aquatic invasive species enforcement program for recreational watercraft. | None                                  |
| <b>TOTAL</b>   |   | <b>\$8.9</b>                          |

Source: JLARC analysis of LEAP data, state statute, and Office of Financial Management Fund Reference Manual.



## APPENDIX 7: “EARMARKS”

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This table provides detail on “earmarks.” We use “earmarks” as a way of describing those references in statute directing the Department to deposit specific revenues into a larger fund such as the Wildlife Account and spend these revenues on specific purposes. WDFW tracks expenditures and revenues for these earmarks using records and data that are not part of the state’s audited accounting system. The RCW references and “earmark” source descriptions are from Department documentation. The summary of “earmark” purpose is from JLARC analysis of statute.

| RCW References                              | Source of “Earmark”   | Summary of “Earmark” Purpose   |
|---|---|--|
| <b>General Fund - State</b>                 |   |  |
| 77.32.510                                   | Adult saltwater, and all annual razor clam and shellfish license sales (recreational) | To be used for the management, enhancement, research, and enforcement of shellfish and saltwater programs of the Department.   |
| <b>Wildlife Account - State</b>             |   |  |
| 77.32.530<br>77.32.050<br>77.12.170 (1) (j) | Sheep, Deer, Elk, Moose, Mountain Goat, and Turkey Auction/ Raffle                    | To be used to improve the habitat, health, and welfare of the auctioned or raffled species.  |
| 77.12.170                                   | Pheasant Reinvestment   | RCW 77.12.170(b) references revenue from the sale of real property. The Department interprets this as an “earmark.”  |
| 77.32.460                                   | Turkey Tags Management<br>Turkey Tags Upland Game Management                          | To be used as follows: One-third of the moneys received from turkey tags must be appropriated solely for the purposes of turkey management. An additional one-third of the moneys received from turkey tags must be appropriated solely for upland game bird management.   |
| 77.12.690                                   | Migratory Artwork   | To be used for the costs of producing and marketing prints and related artwork including committee and director agreed upon administrative expenses. Net funds are to be used by the director to contract with one or more appropriate individuals or nonprofit organizations for the development of waterfowl propagation projects within Washington which specifically provide waterfowl for the Pacific flyway. |

Appendix 7: "Earmarks"

| <b>RCW References</b>  | <b>Source of "Earmark"</b>                                 | <b>Summary of "Earmark" Purpose</b>  |
|------------------------|--|--|
| 77.12.670              | Waterfowl and Non Waterfowl Migratory Bird Stamp           | <p>Waterfowl stamp: To be used only for that portion of the cost of printing and production of the stamps for migratory waterfowl hunters as determined by subsection (4) of this section, and for those migratory waterfowl projects specified by the director of the Department for the acquisition and development of migratory waterfowl habitat in the state and for the enhancement, protection, and propagation of migratory waterfowl in the state.</p> <p>Non-Waterfowl: To be used only for that portion of the cost of printing and production of the stamps for nonwaterfowl migratory bird hunters as determined by subsection (4) of this section, and for those nonwaterfowl migratory bird projects specified by the director for the acquisition and development of nonwaterfowl migratory bird habitat in the state and for the enhancement, protection, and propagation of nonwaterfowl migratory birds in the state.</p> |
| 77.32.470<br>77.32.050 | Transaction Fees   | <p>77.32.470: (c) A transaction fee to support the automated licensing system will be taken from the amounts set forth in this subsection for temporary licenses.</p> <p>77.32.050: A transaction fee on recreational documents issued through an automated licensing system may be set by the Commission and collected from licensees. The Department may authorize all or part of such fee to be paid directly to a contractor providing automated licensing system services.</p>  |
| 9.41.070(9)(a)         | Hunter Ed Firearm Permits                                  | To be used for the printing and distribution of a pamphlet on the legal limits of the use of firearms, firearms safety, and the preemptive nature of state law, and subsequently the support of volunteer instructors in the basic firearms safety training program conducted by the Department.   |
| 46.16.560<br>46.16.606 | Nongame Personalized Plates and Specialized License Plates | <p>46.16.560: To be used for the furtherance of the programs, policies, and activities of the Department in preservation, protection, perpetuation, and enhancement of the wildlife resources that abound within the geographical limits of the state of Washington.</p> <p>46.16.606: To be used for the management of resources associated with the nonconsumptive use of wildlife.</p>  |



Appendix 7: "Earmarks"

| <b>RCW References</b>                | <b>Source of "Earmark"</b>   | <b>Summary of "Earmark" Purpose</b>  |
|--------------------------------------|------------------------------|--|
| 77.32.050<br>77.32.010<br>77.32.380  | Vehicle Use Permit           | To be used solely for the stewardship and maintenance of Department-improved access facilities.                                  |
| 77.12.170                            | Surplus Property             | RCW 77.12.170(b) references revenue from the sale of real property. The Department interprets this as an "earmark."              |
| 77.32.430<br>77.105.140<br>77.32.440 | Puget Sound Crab Endorsement | To be used only for the sampling, monitoring, and management of catch associated with the Dungeness crab recreational fisheries. |



# APPENDIX 8: COMPONENTS OF WILDLIFE ACCOUNT FUND BALANCE

The table below illustrates revenues, expenditures, and the ending fund balance for the Wildlife Account reported to JLARC staff by WDFW. This consists of the balance from earmarked funds, the balance from revenues generated from various hunting and fishing license sales, and other miscellaneous revenues.

The fund balance for the Wildlife Account consists of the ending fund balances for the following categories:

- “Earmarks” (see Appendix 7 for further detail)
- Federal and local
- License and miscellaneous

WDFW tracks expenditures and revenues for the earmarked accounts using records and data that are **not** part of the state’s audited accounting system.

|  | <b>FY 06<br/>Revenues</b> | <b>FY 06<br/>Expenditures</b> | <b>Balance as of<br/>6/30/2006</b> |
|--|---------------------------|-------------------------------|------------------------------------|
| <b>“Earmarks”</b>  |                           |                               |                                    |
| Sheep, Deer, Elk, Moose, Mt. Goat, and Turkey Auction/Raffle | \$301,098                 | (\$118,468)                   | \$700,685                          |
| Pheasant Reinvestment  | \$0                       | \$0                           | \$100,000                          |
| Turkey Tags Mgmt and Turkey Tags Upland Game Mgmt            | \$0                       | \$0                           | \$0                                |
| Migratory Artwork  | \$4,753                   | (\$1,024)                     | \$141,894                          |
| Waterfowl and Non Waterfowl Migratory Bird Stamp             | \$410,750                 | (\$443,468)                   | \$654,854                          |
| Transaction Fees   | \$0                       | \$0                           | \$98,659                           |
| Hunter Ed Firearm Permits                                    | \$14,953                  | (\$9,677)                     | \$198,181                          |
| Nongame Personalized Plates and Specialized License Plates   | \$2,935,343               | (\$2,527,739)                 | \$492,663                          |
| Vehicle Use Permit   | \$142,820                 | (\$128,578)                   | \$404,750                          |
| Surplus Property   | \$48,039                  | (\$251,622)                   | \$127,326                          |
| Puget Sound Crab Endorsement                                 | \$401,419                 | (\$505,470)                   | \$216,624                          |
| Earmark Total  | \$4,259,175               | (\$3,986,046)                 | \$3,135,636                        |
| <b>Federal and Local</b>                                     |                           |                               |                                    |
| Federal and Local Total                                      | \$17,549,785              | (\$17,549,821)                | (\$187) <sup>11</sup>              |
| <b>License and Miscellaneous</b>                             |                           |                               |                                    |
| License and Miscellaneous Total                              | \$59,658,226              | (\$63,170,208)                | \$2,582,158                        |
| <b>Total Wildlife Account Fund balance</b>                   |                           |                               | <b>\$5,717,607</b>                 |

<sup>11</sup> The balance is cumulative as of June 30, 2006.



# APPENDIX 9: PROGRAM DESCRIPTIONS

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In this appendix, detailed program descriptions, relevant RCW references, and examples of program activities as they address the five mandates of the Department are provided for an enhanced understanding of each program within the Department.

The tables that provide examples of each program's activities as they pertain to the five mandates of the Department, listed in RCW 77.04.012, are used to characterize each program from a slightly different perspective than the general descriptions. Examples were provided by the Department and summarized by JLARC.

Information contained in each of the RCW reference tables was provided by the Department.

## **The Department**

The Department of Fish and Wildlife (Department) was formed in 1994 with the merger of the Department of Fisheries and the Department of Wildlife. The Department's mission is to protect, restore and enhance fish and wildlife and their habitats, while providing sustainable and wildlife-related recreational and commercial opportunities.

The Department has been given a mandate that can be summarized into five categories in accordance with RCW 77.04.012: 1) Conserve wildlife, food fish, game fish and shellfish in a manner that does not impair the resource, 2) Maintain the economic well-being of the fishing industry, 3) Promote orderly fisheries and enhance and improve recreational commercial fishing, 4) Authorize the taking of wildlife, food fish, game fish, and shellfish so as not to impair supply of resources, and 5) Maximize the public recreational game fishing and hunting opportunities of all citizens, including juvenile, disabled, and senior citizens.

## **The Commission**

Since 1995, a Governor-appointed and Senate confirmed, Fish and Wildlife Commission has had oversight of the Department. The Commission is composed of nine members, each of whom serves six-year terms. The Commission's primary role is to establish policies that preserve, protect, and perpetuate wildlife, fish, and their habitats (RCW 77.04.055), monitor implementation of goals, policies and objectives established by the Commission, classify wildlife, and establish basic rules and regulations related to harvest methods and methods for the enjoyment of fish and wildlife.

## **The Programs**

The Department is composed of five separate programs; Fish, Business Services, Wildlife, Enforcement, and Habitat.

### ***Fish***

The Fish Program is responsible for the management of all fish species (marine, inland, anadromous, deleterious and exotic) including those that are wild and those that are produced in hatcheries. The categories of fish include game fish, food fish, shellfish, unclassified marine aquatic

Appendix 9: Program Descriptions

species, aquatic pest and predator control. Through scientific methodology staff informs the management process to sustain healthy fish populations and provide fishing opportunities. This often translates into the management of ensuring the fishing of healthy hatchery stocks while protecting weak wild stocks. Staff also manage contracts and grants programs such as the Aquatic Lands Enhancement Act (ALEA) and the Regional Fisheries Enhancement Program (RFEP) as well as management of treaty tribe agreements.

Hatcheries can vary widely from the services provided, to the size, to the type of fish managed.

| <b>Examples of Fish Program Activities Based on Five Statutory Mandates (RCW 77.04.012)</b>   |  |
|---|--|
| <i>Conserve wildlife, food fish, game fish and shellfish in a manner than does not impair the resource</i>  | <ul style="list-style-type: none"> <li>• Conduct surveys and laboratory activities.</li> <li>• Develop habitat conservation and species management and recovery plans.</li> <li>• Ensure compliance with the Endangered Species Act and other government regulations.</li> </ul> |
| <i>Maintain the economic well-being of the fishing industry</i>   | <ul style="list-style-type: none"> <li>• Manage seasons and harvests.</li> <li>• Conduct fish production activities.</li> </ul>  |
| <i>Promote orderly fisheries and enhance and improve recreational commercial fishing</i>  | <ul style="list-style-type: none"> <li>• Coordinate tribal fish management.</li> <li>• Manage seasons and harvests.</li> </ul>   |
| <i>Authorize the taking of wildlife, food fish, game fish, and shellfish so as not to impair supply of resources</i>                              | <ul style="list-style-type: none"> <li>• Develop conservation, species management, and recovery plans.</li> <li>• Ensure compliance with the Endangered Species Act and other government regulations.</li> <li>• Manage seasons and harvests.</li> </ul>                         |
| <i>Maximize the public recreational game fishing and hunting opportunities of all citizens, including juvenile, disabled, and senior citizens</i> | <ul style="list-style-type: none"> <li>• Manage seasons and harvests.</li> <li>• Manage recreational access sites for public use.</li> <li>• Conduct fish production activities.</li> <li>• Provide outreach and education services.</li> <li>• Manage facilities.</li> </ul>    |

| <b>Agency Representation of Relevant RCWs</b>              |  |
|--|--|
| <b>Citation</b>  | <b>Description</b>   |
| RCW 77.70.220  | Geoduck Fishery.   |
| RCW 77.20.220  | Herring – spawn-on-kelp.   |
| RCW 77.04.012, 77.12.047, 77.040.55                        | Management of fish and shellfish resources and related fisheries. Scope of Commission’s authority. |
| RCW 77.95.030, 77.95.060, 90.71                            | Rebuilding wild salmon stocks through enhancement projects and habitat restoration.                |
| RCW 77.60.030, 77.60.040                                   | Management policies on state oyster reserves.  |
| RCW 77.95.220, 77.95.240, 77.95.280, 77.55.080, 77.105.010 | Enhancement/augmentation of state fishery.   |

Appendix 9: Program Descriptions

| <b>Agency Representation of Relevant RCWs</b>   |   |
|---|---|
| <b>Citation</b>   | <b>Description</b>  |
| RCW 77.12.455, 77.60.060, 77.115.010  | Prevention and suppression of diseases and pests affecting fish and shellfish.  |
| RCW 77.75.010, 77.75.030  | Fishery co-management – Columbia River Compact and Pacific Marine Fisheries Compact.  |
| RCW 77.12.451, 77.12.177  | Authorization for the Director – may sell or give away to state institutions or economically-depressed people food fish and shellfish taken during test fishing operations. |
| RCW 77.12.420, 77.12.440, 77.12.710, 77.44.010, 77.105.010  | Enhancement of recreational salmon, marine fish and game fish opportunities.  |
| 16 U.S.C. 3631  | Pacific Salmon Treaty Act implementing a treaty between the U.S. and Canada for the conservation and management of Pacific salmon.  |
| 16 U.S.C. 1801-1882   | Fishery Conservation and Management Act of 1976 establishing a 200-mile fishery conservation zone.  |
| RCW 77.70.160, 77.70.180  | Emerging commercial fishery authority and management.   |
| RCW 77.70.280-77.70.320, 77.70.330, 77.70.340, 77.70.350, 77.70.360, 77.70.370, 77.70.380, 77.70.390, 77.70.400 | Coastal crab management, license limitations, tri-state management, and coastal crab account.   |
| RCW 77.12.425   | Modification of inadequate fishways and protective devices.   |
| RCW 77.44.040   | Enhancement of warm water fish habitat and production.  |
| RCW 77.95.200   | Remote site incubator program.  |
| RCW 77.65   | Direct retail sale endorsement.   |
| 77.04.160, 77.95.210, 77.100.050,   | Viable eggs.  |
| 77.32.430   | Catch record cards.   |
| 77.105.010, 77.105.160  | Puget Sound Recreational Fisheries Enhancement Oversight Committee.   |
| 77.120.030, 77.120.040  | Ballast Water Discharge.  |

**Business Services**

The Business Services Program can be thought of as “Headquarters.” Business Services staff are responsible for supporting Department-wide activities such as: final compilation of the budget, management of IT operations including specific projects such as the contract management system, administration of the licensing program, capital projects, and assisting the Commission with policy and regulation development.

Appendix 9: Program Descriptions

The capital projects and engineering section of Business Services works with the other programs on capital projects from the design to the construction phase and manages Public Works and Architectural and Engineering contracts as well as the capital budget.

| <b>Examples of Business Services Program Activities Based on Five Statutory Mandates (RCW 77.04.012)</b>             |   |
|--|---|
| <i>Conserve wildlife, food fish, game fish and shellfish in a manner than does not impair the resource</i>           | <ul style="list-style-type: none"> <li>• Maintain and enhance IT systems and infrastructure.</li> <li>• Provide telephone and web based technologies for harvest statistics used to set limits on seasons.</li> <li>• Design, permit and construct: forest and fish implementation screens, fish passage improvement, and habitat restoration projects (examples: Yakima Screen Shop, beach restoration project in Chemicum where fill material was removed and the beach was re-graded to create a natural sand bar and lagoon-type salt water estuary).</li> <li>• Planning, performance and budget alignment, performance measure development and tracking, internal and external GMAP accountability, Washington State Quality Award Assessment application.</li> </ul> |
| <i>Maintain the economic well-being of the fishing industry</i>  | <ul style="list-style-type: none"> <li>• Manage commercial license system (LIFT).</li> <li>• Data share with Tribes.</li> <li>• Design, construction and redevelopment of state hatcheries.</li> <li>• Construction and maintenance of fish screens and redevelopment of access areas (examples: upgrades or raceways and pollution abatement ponds at Hoodspout, Samish, and Skookumchuck hatcheries).</li> </ul>  |
| <i>Promote orderly fisheries and enhance and improve recreational commercial fishing</i>                             | <ul style="list-style-type: none"> <li>• Control issuance of commercial and recreational licenses and special permits.</li> <li>• Construct and redevelop access sites to create recreational opportunities equitably distributed.</li> <li>• CP&amp;E staff assure archeological compliance, perform biological evaluations and implement construction (example: Bush Point on Whidbey Island).</li> <li>• CP&amp;E supports Enforcement by designing and constructing evidence storage rooms and impound yards.</li> </ul>  |
| <i>Authorize the taking of wildlife, food fish, game fish, and shellfish so as not to impair supply of resources</i> | <ul style="list-style-type: none"> <li>• Maintain and enhance IT systems and infrastructure for all programs.</li> <li>• Supply licenses to individuals so Enforcement can accurately monitor compliance with catch requirements.</li> <li>• Develop and improve access areas such as Kapowsin Lake, improve areas such as Pt. Whitney Shellfish Lab, support capital needs of Wildlife Areas by constructing storage buildings and fencing.</li> </ul>   |



Appendix 9: Program Descriptions

|  |  |
|--|--|
| <p><i>Maximize the public recreational game fishing and hunting opportunities of all citizens, including juvenile, disabled, and senior citizens</i></p> | <ul style="list-style-type: none"> <li>• Provide data entry and data management services for recreational and commercial harvest management.</li> <li>• As required in statute, provide reduced fees for juvenile, disabled, and senior citizens.</li> <li>• Provide license sales over the phone, internet and over 500 retail outlets statewide.</li> <li>• Construction projects provide physical access to fishing and hunting opportunities, and increase safety.</li> <li>• Design, permit and construct access areas, ADA hunting trails, ADA fishing platforms/gangways (examples: design and management of public works contract on ADA hunting trail in Snohomish County; design and construction of safer parking areas such as Tennant Lake).</li> <li>• Manage statewide program that provides companion assisted hunting and fishing, statewide road access entry program for roads behind locked gates for disabled hunters, and special use permit program.</li> </ul> |
|--|--|

| <p style="text-align: center;"><b>Agency Representation of Program Relevant RCWs</b></p> |  |
|--|--|
| <p><b>Citation</b></p>   | <p><b>Description</b></p>  |
| <p>Title 75 and 77 as amended by SB 6074 (Referendum 45) and ESHB 2793</p>               | <p>Authorities for the Department of Fish and Wildlife.</p>  |
| <p>RCW 39</p>  | <p>Public contracts.</p>   |
| <p>RCW 77.32.010, 75.25.005, 75.28.010, 75.30</p>  | <p>Hunting, fishing, trapping and other required licenses.</p>   |
| <p>Title 34 RCW</p>  | <p>Administrative law.</p>   |
| <p>RCW 42.17.250</p>   | <p>Public disclosure.</p>  |
| <p>Public Law 95-224</p>   | <p>Federal Grant and Cooperative Agreement Act.</p>  |
| <p>Federal Obligations and Authorities</p>   | <p>Columbia River Compact, Magnuson-Stevens Fishery Conservation and Management Act (Pacific Fishery Management Council, North Pacific Fishery Management Council), Convention on Conservation and Management of Pollock Resources in the Bering Sea, North Pacific Halibut Act (International Pacific Halibut Commission), Pacific States Marine Fisheries Commission, Pacific Salmon Treaty, North Pacific Anadromous Stocks Act of 1992, Columbia Basin Fish and Wildlife Authority, Northwest Power Act, and Endangered Species Act.</p> |

| Agency Representation of Program Relevant RCWs         |  |
|--|--|
| Citation   | Description  |
| Court Decisions Pursuant to Tribal Fishing and Hunting | <u>U.S. v Washington</u> (Puget Sound Salmon Management Plan, Co-Management Stipulation of 1997, Shellfish Order of 1994, Shellfish Implementation Order of 1995), <u>U.S. v Oregon</u> (Columbia River Salmon Management Plan), <u>State of Washington v Buchanan</u> (Geographic Scope of Tribal Hunting Privilege). |

**Wildlife**

Wildlife staff provide a variety of services including: consultation for Department projects, research (includes collection and analysis of animal and habitat data) to assist in species management, determine the balance between specific needs of individual species and the changing environment in which they live while providing for recreational opportunities, manage over 900,000 acres of land and over 600 access sites utilized by the general public across the state, work with private land owners to negotiate land use and access, and manage the watchable wildlife program which provides education and outreach.

Often, staff will work with local land owners and stakeholder groups to manage existing recreational lands and improve habitat to better manage specific species. In Skagit the state owns land that is currently farmed, but is also used as a winter habitat for migrating species. Staff must manage the land in a way that will work in cooperation with the surrounding community while providing for a healthy habitat for game and non-game access.

Other staff manage wildlife areas such as Oak Creek in Naches where the winter feeding of elk and deer has created a positive impact for surrounding communities that have been developed close to natural habitats for wildlife and have subsequently found elk and deer wandering through private property searching for food.

| Examples of <u>Wildlife</u> Program Activities Based on Five Statutory Mandates (RCW 77.04.012)            |  |
|--|--|
| <i>Conserve wildlife, food fish, game fish and shellfish in a manner than does not impair the resource</i> | <ul style="list-style-type: none"> <li>• Manage 900,000 acres of habitat for fish and wildlife.</li> <li>• Enhance habitat on private and public lands through grants and technical assistance.</li> <li>• Conduct game and non-game population surveys, develop management plans, and implement conservation strategies.</li> <li>• Determine ecological requirements and limiting factors of priority species and populations.</li> <li>• Recover endangered and threatened species using recovery plan strategies.</li> <li>• Develop and maintain wildlife and geographic information systems to document wildlife occurrences in their habitats.</li> </ul> |
| <i>Maintain the economic well-being of the fishing industry</i>  | Wildlife Program has no involvement in this area of fishing.   |

## Appendix 9: Program Descriptions

|   |  |
|---|--|
| <i>Promote orderly fisheries and enhance and improve recreational commercial fishing</i>  | <ul style="list-style-type: none"> <li>• Manage more than 600 sites statewide to provide access to lakes and rivers for fishing opportunities.</li> </ul>  |
| <i>Authorize the taking of wildlife, food fish, game fish, and shellfish so as not to impair supply of resources</i>                              | <ul style="list-style-type: none"> <li>• Utilize biological information collected in the field and public opinion to make recommendations for hunting season adoption to the Fish and Wildlife Commission.</li> </ul>  |
| <i>Maximize the public recreational game fishing and hunting opportunities of all citizens, including juvenile, disabled, and senior citizens</i> | <ul style="list-style-type: none"> <li>• Manage 900,000 acres and more than 600 sites for access to fishing and hunting opportunities.</li> <li>• Create special season hunting opportunities in each district of the state for seniors, youth and disabled citizens.</li> </ul> |

| <b>Agency Representation of Relevant RCWs</b> |  |
|---|--|
| <b>Citation</b>                               | <b>Descriptions</b>                                      |
| RCW 77.04.012                                 | Management of wildlife. Scope of Commission's authority. |
| RCW 77.12.020                                 | Classification of wildlife.                              |
| RCW 77.12.037; 77.12.210; 77.12.220           | Acquisition, management and use of property.             |
| RCW 77.12.065; 77.12.880                      | Wildlife viewing tourism.                                |
| RCW 77.12.203                                 | In-lieu payments authorized.                             |
| RCW 77.12.240                                 | Authority to take wildlife.                              |
| RCW 77.12.467                                 | Wildlife rehabilitation program.                         |
| RCW 77.12.570                                 | Game farm licenses.                                      |
| RCW 77.12.610; 77.12.620; 77.12.630           | Check stations.  |
| RCW 77.12.650; 77.12.655                      | Bald eagle protection.                                   |
| RCW 77.12.670; 77.12.680; 77.12.690           | Migratory waterfowl stamp.                               |
| RCW 77.12.790                                 | Eastern Washington pheasant program.                     |
| RCW 77.75.150                                 | Wildlife restoration - Federal Act.                      |

### **Enforcement**

The Enforcement Program is faced with a variety of regulatory tasks throughout the year due to continuous hunting and fishing activities across the state and off-shore waters. Enforcement officers patrol all areas of the state including air, land and sea. They are responsible for enforcing both state and federal laws. As general authority enforcement officers they have a duty to respond to general obstructions of the law. Enforcement officers also regulate compliance with harvests, provide for public health, public safety, and hunter education.

Appendix 9: Program Descriptions

Officers are faced with the potential for enforcing general obstructions of the law on a daily basis. For example, while driving to a shellfish harvesting area for monitoring, the officer observes a driver swerving and speeding down the road. The officer has a sworn responsibility to investigate.

Officers have also become familiar with local drug makers, dealers and users from encounters during regular patrols while enforcing hunting and fishing regulations. Officers work with the state's Meth Task Force providing intelligence when able. This information helps Task Force personnel locate, arrest, and prosecute these individuals.

| <b>Examples of Enforcement Program Activities Based on Five Statutory Mandates (RCW 77.04.012)</b>  |  |
|---|--|
| <i>Conserve wildlife, food fish, game fish and shellfish in a manner than does not impair the resource</i>  | <ul style="list-style-type: none"> <li>• Ensure compliance with all fish, wildlife, shellfish, and habitat laws and rules by enforcing those laws and rules.</li> <li>• Manage and respond to human and wildlife conflicts.</li> </ul>   |
| <i>Maintain the economic well-being of the fishing industry</i>   | <ul style="list-style-type: none"> <li>• Contribute to sustaining and perpetuating the fishing industry by ensuring compliance with commercial fishing laws and rules.</li> <li>• Ensure compliance with sanitary shellfish restrictions.</li> </ul>   |
| <i>Promote orderly fisheries and enhance and improve recreational commercial fishing</i>  | <ul style="list-style-type: none"> <li>• Enforce the laws and rules associated with commercial and recreational fishing.</li> <li>• Includes boat laws and rules.</li> </ul>   |
| <i>Authorize the taking of wildlife, food fish, game fish, and shellfish so as not to impair supply of resources</i>                              | <ul style="list-style-type: none"> <li>• Participate in the development and enactment of laws and rules associated with time, place, and manner of taking wildlife, food fish, and shellfish.</li> <li>• Ensure license and permit compliance.</li> </ul>  |
| <i>Maximize the public recreational game fishing and hunting opportunities of all citizens, including juvenile, disabled, and senior citizens</i> | <ul style="list-style-type: none"> <li>• Ensure compliance with all fish, wildlife, shellfish, and habitat laws and rules by enforcing those laws and rules.</li> <li>• Provide for and manage the statewide Hunter Education program.</li> <li>• Ensure the safety and equal opportunity of the public afield.</li> </ul> |

| <b>Agency Representation of Relevant RCWs</b> |   |
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| <b>Citation</b>                               | <b>Description</b>  |
| RCW 77.15.075                                 | Authorizes Fish and Wildlife Officers to enforce Title 77 (Fish and Wildlife Law), rules of the Department (WAC 220 and 232), and other statutes as prescribed by the Legislature. Also authorizes Fish and Wildlife Officers to enforce, throughout the state, such police powers and duties as are vested in sheriffs and peace officers generally. (See RCW 10.93.020) |
| RCW 9, 9A                                     | Criminal Codes.   |
| RCW 10  | Criminal Procedure.   |

Appendix 9: Program Descriptions

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| RCW 10.93.020                          | General Authority Washington Law Enforcement Agency.  |
| RCW 46                                 | Laws pertaining to motor vehicles.                    |
| RCW 69.30                              | Sanitary control of shellfish.                        |
| RCW 70.93                              | Litter Control Act.                                   |
| RCW 76.04                              | Forest Protection Act.                                |
| RCW 79.01.805, 79.01.810,<br>79.01.815 | Seaweed harvest and possession limits.                |
| RCW 88.02, 43.51.400,<br>79A.05.310    | Watercraft registration and boating safety education. |
| RCW 77.32.155                          | Hunter education training program.                    |

**Habitat**

Habitat staff provide a variety of services such as consultation, mitigation plans, state environmental policy act (SEPA) reviews, and monitoring while interacting with land owners, businesses, local government, state government, federal government, and tribes.

Habitat staff efforts go towards projects such as maintaining natural river flows, water conservation, forestry balance, ensuring recreational access, creating functional fish passages and screens, land management, creating functional wildlife passages, Hydraulic Project Approval (HPA), and obtaining lands for preservation.

Old dams or other fish obstructions that are out of compliance will be identified by Habitat staff, citizens, or local governments. Habitat staff will work with the local government and the surrounding land owners to develop a plan that allows for proper fish passage and agreed upon financial contributions. These plans often include water conservation efforts and assurance for adequate water flow throughout the year. Habitat staff oversee the project from beginning to end and provide continued monitoring.

Staff work in cooperation with other programs, both within the Department and outside stakeholder groups, to obtain advice during the planning, construction, implementation, and monitoring stages of projects such as fish passages and screens to bring dams into compliance.

The Suncadia development is a good example of these cooperative efforts between the Department, stakeholders, recreational enthusiasts, and corporations. The development was set to be built in the middle of a well traversed recreational area including a major river important for fish and wildlife. Through staff efforts an agreement was reached that allowed for maintaining natural river flows, balancing the existing forest, providing continued access for recreationalists, and maintaining wildlife and fish access. Staff services included consultation, SEPA reviews, mitigation and monitoring.

| <b>Examples of <u>Habitat</u> Program Activities Based on Five Statutory Mandates (RCW 77.04.012)</b>                |   |
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| <i>Conserve wildlife, food fish, game fish and shellfish in a manner than does not impair the resource</i>           | <ul style="list-style-type: none"> <li>• Administer state’s Hydraulic Code (RCW 77.55) to protect fish life associated with projects that affect the bed or flow of state waters.</li> <li>• Hydraulic project administration involves on-site evaluations; land owners consultation to minimize impact on rivers, streams, and marine shorelines; and mitigation measure development to compensate for project impacts on fish resources.</li> <li>• Develop scientific tools, information, and knowledge required to protect fish and wildlife habitats.</li> </ul>   |
| <i>Maintain the economic well-being of the fishing industry</i>  | <ul style="list-style-type: none"> <li>• Provide technical assistance to city and county governments in developing Critical Areas Ordinances under the state’s Growth Management Act (RCW 36.70A) that protect rivers, streams and wetlands.</li> <li>• Respond to oil spills to reduce impacts to fish and wildlife and their habitats.</li> </ul>   |
| <i>Promote orderly fisheries and enhance and improve recreational commercial fishing</i>                             | <ul style="list-style-type: none"> <li>• Provide policy and technical assistance in developing, managing, and evaluating major Puget Sound marine projects that may affect marine fish and fish habitat.</li> <li>• Projects that involve sediment cleanup (RCW 70.105D).</li> <li>• Provide statewide technical assistance under RCW 76.09 to the Department of Natural Resources and forest landowners to protect streams and fish resources in planning and implementing timber harvests, developing road maintenance and abandonment plans, and classifying streams.</li> </ul>   |
| <i>Authorize the taking of wildlife, food fish, game fish, and shellfish so as not to impair supply of resources</i> | <ul style="list-style-type: none"> <li>• Provide technical assistance to local watershed planning groups, water trusts and other conservancy boards, and to Ecology staff.</li> <li>• Conduct research on local streams to provide science-based support for Ecology’s In-stream Flow Guidelines.</li> <li>• Review proposals to transfer water rights and other major projects that involve issues of surface and ground water interaction.</li> <li>• Provide environmental engineering assistance to the Department of Transportation, salmon recovery projects, and landowners engaged in projects to protect stream banks and to provide fish passage at transportation crossings.</li> <li>• Approve plans under RCW 77.57 for fish guards, screens, and stream bypasses whenever water is diverted from a lake, river, or stream containing fish.</li> </ul> |

## Appendix 9: Program Descriptions

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| <p><i>Maximize the public recreational game fishing and hunting opportunities of all citizens, including juvenile, disabled, and senior citizens</i></p> | <ul style="list-style-type: none"> <li>• Provide statewide technical assistance through the Watershed Stewardship Team to lead entities, regional salmon recovery groups, Regional Fisheries Enhancement Groups, and local environmental groups engaged in habitat recovery projects in freshwater and marine habitats under RCW 77.85.</li> <li>• Develop written and web-accessible technical guidelines and management recommendations to protect fish and wildlife, such as; “Integrated Streambank Protection Guidelines”, “Stream Habitat Restoration Guidelines”, “Design of Road Culverts for Fish Passage”, “Fish Protection Screen Guidelines for Washington State”, “Fishway Guidelines for Washington State”, and “Management Recommendations for Washington’s Priority Habitats and Species: Riparian.”</li> </ul> |
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| <b>Agency Representation of Relevant RCWs</b>  |  |
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| <b>Citation</b>  | <b>Descriptions</b>  |
| RCW 77.12.010, 77.04.012   | Preservation, protection, and perpetuation of food fish, shellfish and wildlife.   |
| RCW 77.55, 77.16.220, 77.16.221, U.S.C. 33   | Construction projects in state waters, federal rivers and harbors.                 |
| RCW 77.55  | Columbia River fish sanctuary established.   |
| RCW 4.14   | Liability for owners of land and water areas being used for recreational purposes. |
| RCW 36.70  | Growth Management Act.   |
| RCW 43.21C, Public Law 91-190, 101-380, 99-499   | State and National Environmental Policy and Oil Pollution Act.                     |
| RCW 43.220.120, 43.21J   | Environmental and forest restoration projects.                                     |
| RCW 76.04.600, 76.04.610, 76.04.660, 76.04.730, 76.04.750                                    | Forest fire protection and obligations.  |
| RCW 76.09  | Forest Practices Act.  |
| RCW 78.44, 78.56   | Surface and metal mining.  |
| RCW 90.03.200, 90.22.010, 90.48, 90.54, 90.56, 90.58, 90.70, 88.46.060, U.S.C. 33 1341, 1344 | Water rights, protection, and pollution.   |
| U.S.C. 16 1456   | Coastal Zone Management Act.   |





