

Agency Biennium Comparison

The following table compares the 2021 biennium appropriated budget and the 2023 biennium budget request by type of expenditure and source of funding.

Agency Biennium Comparison				
Budget Item	Appropriated Budget 20-21	Requested Budget 22-23	Biennium Change	Biennium % Change
Personal Services	117,646,354	118,538,547	892,193	0.76 %
Operating Expenses	79,995,120	93,453,214	13,458,094	16.82 %
Equipment & Intangible Assets	4,073,466	1,825,876	(2,247,590)	(55.18)%
Capital Outlay	43,500	0	(43,500)	(100.00)%
Grants	2,790,404	2,818,936	28,532	1.02 %
Benefits & Claims	31,150	21,600	(9,550)	(30.66)%
Transfers	3,683,281	3,612,514	(70,767)	(1.92)%
Debt Service	29,042	29,042	0	0.00 %
Total Expenditures	\$208,292,317	\$220,299,729	\$12,007,412	5.76 %
General Fund	682,245	797,250	115,005	16.86 %
State/Other Special Rev. Funds	154,703,721	163,237,407	8,533,686	5.52 %
Federal Spec. Rev. Funds	52,906,351	56,265,072	3,358,721	6.35 %
Total Funds	\$208,292,317	\$220,299,729	\$12,007,412	5.76 %
Total Ongoing	\$204,180,732	\$220,299,729	\$16,118,997	7.89 %
Total OTO	\$4,111,585	\$0	(\$4,111,585)	(100.00)%

Agency Biennium Comparison -

The biennium comparison table shows a total growth in expenditures of \$12.0 million or 5.8% when compared to total appropriations for the previous biennium. Ongoing expenditures increase by 7.9%.

Mission Statement

Montana Fish, Wildlife & Parks, through its employees and citizen commission, provides for the stewardship of the fish, wildlife, parks, and recreational resources of Montana while contributing to the quality of life for present and future generations.

Agency Highlights

Department of Fish, Wildlife, and Parks Major Budget Highlights
<p>Base funding for the agency totals \$102.5 million in each year of the biennium. In addition to base funding the executive proposes \$15.4 million in present law and new proposals as follows:</p> <ul style="list-style-type: none"> • Increase of 4.39 FTE funded by \$1.1 million in state special revenue including: <ul style="list-style-type: none"> ◦ An increase of 1.89 FTE at Milltown State Park and \$259,000 for personal services ◦ Present law increase of 2.5 FTE for wolf monitoring programs and \$839,000 for personal services and associated operating expenses • Statewide present law adjustments increase for personal services and operating expense funded primarily with state special revenue totaling \$2.1 million • Other present law and new proposals totaling \$12.2 million funded from state special revenue and federal sources are discussed in the executive request section within each program section below.

Agency Actuals and Budget Comparison

The following table compares the last full fiscal year actuals, previous biennium appropriations by year, and current annual biennium budget request by type of expenditure and source of funding.

Agency Actuals and Budget Comparison					
Budget Item	Actuals Fiscal 2020	Approp. Fiscal 2020	Approp. Fiscal 2021	Request Fiscal 2022	Request Fiscal 2023
FTE	0.00	754.38	754.38	758.77	758.77
Personal Services	58,060,101	58,883,544	58,762,810	59,179,400	59,359,147
Operating Expenses	28,538,182	39,346,451	40,648,669	47,075,546	46,377,668
Equipment & Intangible Assets	1,673,931	3,235,528	837,938	937,938	887,938
Capital Outlay	44,412	43,500	0	0	0
Grants	875,469	1,380,936	1,409,468	1,409,468	1,409,468
Benefits & Claims	14,044	20,350	10,800	10,800	10,800
Transfers	318,892	1,877,024	1,806,257	1,806,257	1,806,257
Debt Service	14,521	14,521	14,521	14,521	14,521
Total Expenditures	\$89,539,552	\$104,801,854	\$103,490,463	\$110,433,930	\$109,865,799
General Fund	283,624	283,620	398,625	398,625	398,625
State/Other Special Rev. Funds	66,502,546	77,477,435	77,226,286	81,914,942	81,322,465
Federal Spec. Rev. Funds	22,753,382	27,040,799	25,865,552	28,120,363	28,144,709
Total Funds	\$89,539,552	\$104,801,854	\$103,490,463	\$110,433,930	\$109,865,799
Total Ongoing	\$88,447,543	\$101,727,651	\$102,453,081	\$110,433,930	\$109,865,799
Total OTO	\$1,092,009	\$3,074,203	\$1,037,382	\$0	\$0

Agency Discussion

FY 2020 Appropriation Compared to FY 2020 Actual Expenditures

The Department of Fish, Wildlife, and Parks (FWP) HB 2 modified budget was 85.4% expended as of the end of

FY 2020 leaving about \$15.3 million in unspent budget authority at the end of the fiscal year. Of the unexpended budget authority \$13.3 million was ongoing and \$2.0 million was for OTO appropriations. The unexpended authority is summarized below:

- Operating Expenditures account for \$10.8 million
- Equipment and Intangible Assets totaled \$1.6 million
- Transfers account for \$1.6 million
- Personal services vacancy savings account for \$823,000
- Grants account for \$505,000

Unexpended authority budgeted for hunting access programs account for the bulk of unexpended operating expense. The agency paid for operating expenses with available federal funds outside of the HB 2 base appropriation for programs that compensate private landowners for providing access to hunters, such as the Block Management Program and SB 341 Public Access Land Act.

Unexpended base authority established in HB 411 (AIS expenditures and funding) accounted for \$1.5 million in unexpended authority for transfers. Federal funds appropriated in HB 411 did not materialize. The agency has a budget for personal services of \$58.8 million which funds 758.38 FTE. Personal services were 98.6% expended in FY 2020.

FY 2020 Appropriations Compared to FY 2021 Appropriations

Total appropriations in the second year decreased by 1.3% or \$1.3 million. Budgeted authority for expenditures for equipment decreased by \$2.4 million and was offset by increases in operating expenditures of \$1.3 million. Other expenditure categories decrease by \$216,000.

Comparison of FY 2021 Legislative Budget to FY 2021 Base

Figure 1 illustrates the beginning FY 2021 budget as adopted by the 2019 Legislature compared to the finalized FY 2021 base budget, which included modifications as approved by the executive during the interim. The FY 2021 base budget was agreed upon by the executive and legislative branches to be the point from which any changes would be recorded for the 2023 biennium budgeting process.

Figure 1

FY 2021 Legislative Appropriations - Department of Fish, Wildlife, and Parks				
	% Change from			
	Legislative Action	Per Statutory Authority	Executive Base	Legislative Action
01 TECHNICAL SERVICES DIVISION				
61000 Personal Services	-	3,499,614	3,499,614	0.0%
62000 Operating Expenses	-	2,707,328	2,707,328	0.0%
63000 Equipment & Intangible Assets	-	53,111	53,111	0.0%
68000 Transfers-out	-	102,342	102,342	0.0%
01 TECHNICAL SERVICES DIVISION Total	-	6,362,395	6,362,395	0.0%
03 FISHERIES DIVISION				
61000 Personal Services	15,901,547	(287,197)	15,614,350	-1.8%
62000 Operating Expenses	9,322,604	(257,963)	9,064,641	-2.8%
63000 Equipment & Intangible Assets	222,884	-	222,884	0.0%
66000 Grants	264,570	-	264,570	0.0%
68000 Transfers-out	1,402,392	-	1,402,392	0.0%
03 FISHERIES DIVISION Total	27,113,997	(545,160)	26,568,837	-2.0%
04 ENFORCEMENT DIVISION				
61000 Personal Services	10,548,709	29,279	10,577,988	0.3%
62000 Operating Expenses	2,369,260	106,803	2,476,063	4.5%
63000 Equipment & Intangible Assets	87,200	-	87,200	0.0%
68000 Transfers-out	53,044	-	53,044	0.0%
04 ENFORCEMENT DIVISION Total	13,058,213	136,082	13,194,295	1.0%
05 WILDLIFE DIVISION				
61000 Personal Services	10,881,341	-	10,881,341	0.0%
62000 Operating Expenses	13,964,342	57,887	14,022,229	0.4%
63000 Equipment & Intangible Assets	77,867	-	77,867	0.0%
66000 Grants	170,800	25,000	195,800	14.6%
67000 Benefits & Claims	800	4,000	4,800	500.0%
05 WILDLIFE DIVISION Total	25,095,150	86,887	25,182,037	0.3%
06 PARKS DIVISION				
61000 Personal Services	5,628,142	(8,000)	5,620,142	-0.1%
62000 Operating Expenses	2,458,875	(40,707)	2,418,168	-1.7%
63000 Equipment & Intangible Assets	119,238	-	119,238	0.0%
66000 Grants	517,696	-	517,696	0.0%
67000 Benefits & Claims	-	4,000	4,000	0.0%
06 PARKS DIVISION Total	8,723,951	(44,707)	8,679,244	-0.5%
07 CAPITAL OUTLAY				
64000 Capital Outlay	-	-	-	0.0%
07 CAPITAL OUTLAY Total	-	-	-	0.0%
08 COMMUNICATION & EDUCATION DIV				
61000 Personal Services	2,297,241	-	2,297,241	0.0%
62000 Operating Expenses	1,637,122	2,972	1,640,094	0.2%
66000 Grants	431,402	-	431,402	0.0%
67000 Benefits & Claims	-	2,000	2,000	0.0%
08 COMMUNICATION & EDUCATION DIV Total	4,365,765	4,972	4,370,737	0.1%
09 ADMINISTRATION				
61000 Personal Services	6,609,363	3,449,271	10,058,634	52.2%
62000 Operating Expenses	8,328,719	(582,455)	7,746,264	-7.0%
63000 Equipment & Intangible Assets	65,751	(38,113)	27,638	-58.0%
68000 Transfers-out	207,694	40,785	248,479	19.6%
69000 Debt Service	-	14,521	14,521	0.0%
09 ADMINISTRATION Total	15,211,527	2,884,009	18,095,536	19.0%
12 TBD - DEPARTMENT MANAGEMENT				
61000 Personal Services	6,690,967	(6,690,967)	-	-100.0%
62000 Operating Expenses	2,023,365	(2,023,365)	-	-100.0%
63000 Equipment & Intangible Assets	14,998	(14,998)	-	-100.0%
68000 Transfers-out	140,627	(140,627)	-	-100.0%
69000 Debt Service	14,521	(14,521)	-	-100.0%
12 TBD - DEPARTMENT MANAGEMENT Total	8,884,478	(8,884,478)	-	-100.0%
52010 DEPARTMENT OF FISH, WILDLIFE, AND PARKS Total	102,453,081	-	102,453,081	0.0%

Legislative action for the Department of FWP includes base appropriations contained in HB 2, plus other appropriations passed by the 2019 Legislature that were designated to be included in the base.

The agency reorganized by eliminating the department management program and moving the functions and funding of \$8.9 million to existing programs and a newly created technical services division. The agency also moved \$37,500 in authority for personal services and operating expense to other expense categories.

Executive Request

The executive proposes an increase of 5.8% or \$12.1 million in total expenditures. In addition to present law adjustments the executive proposes an increase of 4.39 FTE amounting to \$1.1 million in personal services and related operating expense as follows:

- 1.89 FTE to fund existing staff levels at Milltown State Park as federal grants expire
- 2.50 FTE to staff wolf collaring program

The executive proposes increases in operating expenditures of \$1.2 million to support 6.00 modified FTE or contractors to perform various cyber security, operational activities, maintenance and administrative duties.

The executive proposes to renew \$2.4 million in appropriations approved by the 2019 Legislature but not included in base funding:

- Funding for snowmobile trail grooming equipment
- Support for programs to establish access to public lands (SB 341 Public Access Land Act)
- Statutorily required wolf monitoring programs (87-5-132, MCA and 87-1-625, MCA)

The executive includes other proposals to fund:

- Wildlife disease detection and surveillance
- Wildlife management
- Technology upgrades
- Smith river corridor enhancement
- Increases in funding for operations agency wide

As proposed by the executive, the agency HB 2 appropriation would be 74.1% state special revenue, 25.5% federal revenue and 0.4% general fund.

5% Reduction Plan

Statute requires that agencies submit plans to reduce general fund and certain state special revenue funds by 5%. A summary of the entire 2023 biennium 5% plan submitted for this agency is in the Section C Subcommittee web page on ["Tab 4 Materials"](#).

The department's 5.0% plan reduces general fund \$14,181 annually by reducing expenditures on mitigation of aquatic invasive species. State special revenue is reduced by \$308,150 expenditure for maintenance, operations, enforcement activities, and admiration at state parks. Other reductions include grants for snowmobile trail grooming and other administrative activities.

Agency Personal Services

In order to explain the factors influencing personal services changes, the proposed statewide personal services present law adjustment (DP 1) has been broken down into three categories, as follows:

1. Expected Changes

This category includes those adjustments explicitly approved by the legislature, such as expected changes to annualize personal services costs including FY 2021 statewide pay plan adjustments, changes to benefit rates, and longevity adjustments related to incumbents in each position at the time of the personal services snapshot, plus rate changes for workers' compensation and unemployment insurance.

2. Personal Services Management Decisions

Any agency management decisions that adjusted employee pay. This includes raises or position changes that may increase or reduce a budget, such as hiring FTE at a lower rate to replace retired senior staff, or moving FTE between programs.

3. Modifications to the Personal Services Base Budget

Other modifications to the FY 2021 personal services base like operating plan transfers that occurred during the interim may impact the overall size of the personal services present law adjustment (DP 1).

Personal Services Present Law DP 1 - FY 2022				
Program	Expected Changes	Management Decisions	Budget Modifications	DP1 SWPL
01 TECHNICAL SERVICES DIVISION	17,140	125,300	-	142,440
03 FISHERIES DIVISION	34,595	(285,900)	-	(251,305)
04 ENFORCEMENT DIVISION	(119,691)	170,266	-	50,575
05 WILDLIFE DIVISION	33,718	147,647	-	181,365
06 PARKS DIVISION	17,208	35,810	8,000	61,018
08 COMMUNICATION & EDUCATION DIV	20,750	47,445	-	68,195
09 ADMINISTRATION	52,726	(46,615)	-	6,111
12 DEPARTMENT MANAGEMENT	-	-	-	-
Agency Total	\$ 56,446	\$ 193,953	\$ 8,000	\$ 258,399

In FY 2021 the Department of Fish, Wildlife, and Parks was appropriated \$58.8 million to fund 754.38 FTE, the personal services budget represented 56.8% of the total appropriations. The executive proposes to increase personal services by \$258,399 in FY 2022 and \$473,936 in FY 2023. Management decisions include adjustments to health benefits that were over appropriated in the previous biennium, an increase in pay beyond the pay plan, and movement of FTE between programs. The agency reorganized by eliminating department management, reassigning its functions to existing programs and the new Technical Services Division. In addition to DP 1, the executive proposes an increase of 4.39 FTE and \$697,542 in personal services over the 2023 biennium. Other changes include changes in pay rates due to turnover.

Statewide present law adjustments are funded primarily with state special revenue generated from the sale of hunting and fishing licenses. The personal services DP 1 for FY 2022 of \$258,399 is funded as follows:

- State special revenue, \$236,457
- Increase from federal sources, \$21,942

The executive proposal includes a 2% reduction for vacancy savings. In FY 2020 the agency utilized 104.6% of the total personal services hours budgeted. At the beginning of FY 2021 vacant positions totaled 76.08 FTE.

Funding

The following table shows proposed agency funding by source of authority.

Total Department of Fish, Wildlife, and Parks Funding by Source of Authority 2023 Biennium Budget Request - Department of Fish, Wildlife, and Parks						
Funds	HB2 Ongoing	HB2 OTO	Non-Budgeted Proprietary	Statutory Appropriation	Total All Sources	% Total All Funds
General Fund	797,250	0	0	0	797,250	0.34 %
State Special Total	163,237,407	0	0	4,997,009	168,234,416	71.47 %
Federal Special Total	56,265,072	0	0	625,400	56,890,472	24.17 %
Proprietary Total	0	0	9,460,587	0	9,460,587	4.02 %
Other Total	0	0	0	0	0	0.00 %
Total All Funds	\$220,299,729	\$0	\$9,460,587	\$5,622,409	\$235,382,725	
Percent - Total All Sources	93.59 %	0.00 %	4.02 %	2.39 %		

FWP is predominately funded by state special revenue and federal revenue sources. State special revenue is from fees for hunting, fishing, and other recreational activities. Federal sources are predominately derived from federal excise taxes on hunting and fishing equipment, grants for endangered species, and state wildlife grants. State special revenue support 74.1% of the total HB 2 appropriations for the agency. The general license account alone accounts for 71.3% of total state special revenue and 54.4% of total funding for the agency.

Statutory funds are primarily state special revenue generated from lodging taxes and used for maintenance on the state park system, these funds may be matched with federal funds. Other statutory appropriations support PILT or payment in lieu of taxes, aquatic invasive species mitigation, and habitat projects.

Of the 42 state special revenue funds that support the agency, nine funds account for 96.1% of the agency's state special revenue appropriation and are shown in the table below. Forecast revenues and balances in state special revenue accounts are enough to support the budget as proposed by the executive apart from the State Parks Miscellaneous Funds (02411). For more information on this fund, see the analysis in the Parks Division.

Executive Proposal for Major State Special Funds 2023 Biennium (The funds listed below constitute 96.1% of agency state special funding)				
State Special Revenue	Beginning ¹ Balance	Revenues	Expenditures ²	Ending Balance ³
02409 General License	\$71,641,621	\$125,282,155	(\$139,483,590)	\$57,440,186
02334 Hunting Access	8,015,578	15,921,235	(17,934,166)	6,002,647
02411 State Parks Miscellaneous	2,012,970	9,351,458	(12,464,279)	(1,099,851)
02284 Aquatic Invasive Species	4,534,804	14,016,528	(5,832,359)	12,718,973
02274 FWP Accommodations Tax	2,810,140	5,264,000	(4,981,409)	3,092,731
02412 Motorboat Fuel Tax	1,454,871	3,000,002	(3,245,181)	1,209,692
02408 Coal Tax Trust Account	286,082	2,522,629	(1,916,018)	892,693
02469 Habitat Trust Interest	408,540	2,022,128	(1,706,578)	724,090
02407 Snowmobile Fuel Tax	<u>1,008,965</u>	<u>1,540,000</u>	<u>(1,433,588)</u>	<u>1,115,377</u>
Total funding	\$92,173,571	\$178,920,135	(\$188,997,168)	\$82,096,538

Notes

¹ The beginning balance is calculated using FY 2020 actual revenues and expenditures and FY 2021 forecast revenues and appropriations

² HB 2 appropriated, appropriations to other agencies and non-HB 2 appropriations

³ The ending balance includes encumbered funds

FWP has non-budgeted proprietary funds for aircraft use, parks usage, copying, equipment, and warehouse inventory. These will be discussed further in the appropriate programs.

General License Funds

The General License Account (GLA) is the major funding source for FWP supporting 74.1% of HB 2 appropriations.

GLA is the depository for hunting, fishing, and conservation fees charged to residents and non-residents. The Montana Legislature sets hunting and fishing license fees in statute. Traditionally, FWP seeks a fee increase when the projected fund balance approaches \$15.0 million. This balance represents the minimal amount needed to buffer cash flow. The 2015 Legislature approved HB 140 that increased license fees for hunting and fishing. Every four years HB 140 requires the agency to review its expenditures and revenue to determine the need for making licenses revenue recommendations to the legislature. In addition to base and present law appropriations the executive proposes \$8.4 million in new proposals to be funded by the general license account. Expenditures as proposed by the executive exceed revenues by \$16.7 million for the biennium. The table below summarizes proposed expenditures and revenues from the general license account for the 2023 biennium, FY 2021 forecast is included for reference.

General License Account			
Projected Balances, Revenues, and Expenditures			
FY 2021 & 2023 Biennium			
	FY 2021	FY 2022	FY 2023
Beginning Balance	\$78,641,071	\$71,641,621	\$74,035,435
Revenues	\$62,359,754	\$62,524,240	\$62,757,915
HB 2 Appropriations			
Technical Services Division	\$6,174,092	\$7,758,884	\$7,331,879
Fisheries Division	10,932,903	10,770,874	10,748,265
Enforcement Division	10,911,168	10,518,903	10,584,626
Wildlife Division	5,246,903	5,946,997	5,982,710
Parks Division	1,000,000	1,582,555	1,614,205
Communication & Education Div	3,347,223	3,569,141	3,579,787
Administration	19,501,140	19,425,772	19,343,075
HB 2 Total	\$57,113,429	\$59,573,126	\$59,184,547
Statutory			
Administration	\$557,300	\$557,300	\$557,300
Statutory Total	\$557,300	\$557,300	\$557,300
Capital Projects	\$11,688,475	\$0	\$19,546,150
Ending Balance	\$71,641,621	\$74,035,435	\$57,505,353

Budget Summary by Category

The following table summarizes the total budget by base, present law adjustments, and new proposals. For a description of these categories, please see the [glossary](#).

Budget Summary by Category								
Budget Item	-----General Fund-----				-----Total Funds-----			
	Budget Fiscal 2022	Budget Fiscal 2023	Biennium Fiscal 22-23	Percent of Budget	Budget Fiscal 2022	Budget Fiscal 2023	Biennium Fiscal 22-23	Percent of Budget
2021 Base Budget	398,625	398,625	797,250	100.00 %	102,453,081	102,453,081	204,906,162	93.01 %
SWPL Adjustments	0	0	0	0.00 %	932,437	1,133,096	2,065,533	0.94 %
PL Adjustments	0	0	0	0.00 %	4,854,995	4,611,128	9,466,123	4.30 %
New Proposals	0	0	0	0.00 %	2,193,417	1,668,494	3,861,911	1.75 %
Total Budget	\$398,625	\$398,625	\$797,250		\$110,433,930	\$109,865,799	\$220,299,729	

HB 2 Language

This agency did not request any HB 2 language.