



# Legislative Budget and Finance Committee

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## PA Game Commission Compliance With Its Strategic Plan

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March 2006

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# Report Summary

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## Background

Between 1984 and 1998, the Legislative Budget and Finance Committee (LB&FC) regularly audited the budget of the Pennsylvania Game Commission (PGC). These annual "budget audits" were required by the Game and Wildlife Code.

In 1998, the General Assembly amended the Code to implement a new hunting license fee structure. This legislation, Act 1998-166, also changed the nature and frequency of the LB&FC's audit involvement with the Game Commission. Act 1998-166 requires that the LB&FC conduct a performance audit every three years of the PGC's compliance with its Strategic Plan. The first of these reports was due by February 28, 2000.

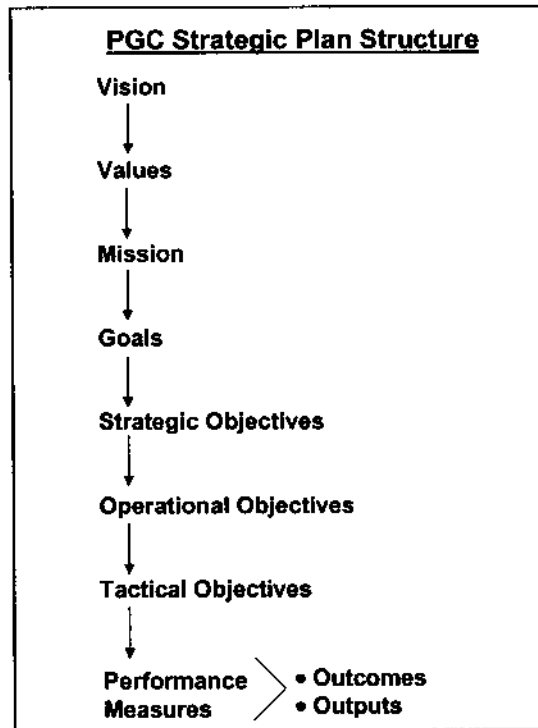
The LB&FC issued its first performance audit report under this mandate in late February 2000. This initial audit could not test PGC compliance with its Strategic Plan because the agency had not yet made a systematic and concerted effort to implement the Strategic Plan it had adopted in 1998. We also found that the PGC had not linked the Plan to its annual budget. The 2000 report recommended that the PGC hire a full-time strategic planner and comprehensively reexamine and revise its strategic planning process and strategic plan document.

The Committee's second performance audit report, issued in February 2003, found that the PGC had set aside the plan it adopted in 1998 and initiated a complete overhaul of the process. While the Game Commission was finalizing a new plan at the time of our second report, strategic planning had not yet become a significant factor in guiding PGC operations, programming, or financial decision-making. The 2003 report recommended that the Commission adopt the new Strategic Plan and reaffirm its commitment to the strategic planning process, direct agency-wide attention to plan implementation, and establish an internal system to monitor plan implementation.

This is the third performance audit conducted under the Act 1998-166 mandate. This audit focuses on PGC progress, to date, on implementing the Strategic Plan it adopted in May 2003, *Conserving and Protecting Wildlife for Everyone, 2003-2008*. It also addresses PGC implementation of other statutory provisions related to strategic planning and budgeting as well as the current and projected financial condition of the Game Fund.

## Strategic Plan Overview

The PGC's Strategic Plan, entitled *Conserving and Protecting Wildlife for Everyone, 2003-2008*, was finalized in May 2003. The Plan is predicated upon a "Vision, Values, and Mission Statement" for the agency. A series of broad goals and strategic, operational, and tactical objectives comprise the foundation of the plan.



As defined in the Commission's planning system, the ***Vision*** provides the overall statement of where the Commission should be after completing the strategic objectives. It is intended to provide a concept and direction to the agency of what it has been and what it will be. The PGC's ***Values*** are statements of traditional and future philosophies on how strategic objectives are to be achieved. Values reflect the public image of the Commission and are to serve as the standards for daily operations. An agency's ***Mission*** is a clear and concise statement of what the agency is seeking to accomplish. This statement serves as the purpose for everything the Commission does. All Commission functions are in support of its mission. The PGC's ***Goals*** are macro level statements of how the Commission intends to complete its mission. Goals set priorities for the development of strategic objectives and transcend agency bureaus. The PGC has six goals in its current draft Strategic Plan. The specific initiatives or issues designed to accomplish each goal are the PGC's ***Strategic Objectives***. These form the initial basis for directing the work of the bureaus, divisions, and regions to complete the goal. There are 34 strategic objectives.

Supporting the strategic objectives are bureau and division activities referred to as **Operational Objectives**. To identify these objectives, the PGC engaged in a self-analysis of current operations against the strategic objectives. A total of 107 operational objectives were identified. Finally, **Tactical Objectives** are tasks or projects that division staff must perform so that the operational objective can be met. Tactical objectives also have **outcomes** and **outputs**, which are to serve as performance measurement tools.

### **Statements of the PGC's Strategic Plan Vision, Values, Mission, and Goals**

**VISION:** A leader among conservation agencies, worthy of the public's trust, and champion of all wildlife resources and our hunting and trapping heritage.

**VALUES:** As an agency the PGC will:

- Respect the concerns and views of our various stakeholders.
- Be open, honest, and forthright in all matters.
- Provide quality service to both internal and external customers.
- Carry out our responsibilities in a polite, professional, and compassionate manner.
- Be ethical in the performance of our duties.
- Encourage the professional development of all employees.
- Have pride in our heritage.
- Reflect on our success and lead for the future.

**MISSION:** To manage all wild birds, mammals, and their habitats for current and future generations.

**GOALS:**

- *Wildlife:* Maintain and improve wildlife populations for consumptive and non-consumptive recreational use and their ecological value.
- *Communication, Education, and Outreach:* Expand and improve communication, education, and outreach for public awareness and understanding of wildlife resource management.
- *Heritage:* Protect and enhance our hunting and trapping heritage.
- *Habitat:* Acquire, protect, maintain, and enhance an array of habitats on public and private lands.
- *Funding:* Develop a sustainable funding structure that supports the agency's mission and identity.
- *Workforce:* Recruit, develop, and maintain an effective workforce.

The PGC's strategic objectives, or specific initiatives and issues designed to accomplish each goal, are listed on pages 17 and 18 of this report.

## Findings

**1. Although the PGC finalized and published a five-year Strategic Plan in May 2003, full-scale implementation of the plan never materialized. For a number of reasons, the Commission's planning process has not been a priority and the Plan itself has had relatively little, if any, meaningful influence on day-to-day Commission operations, programming, or fiscal decision-making.<sup>1</sup>**

- After years of prodding, the Game Commission finalized and published a five-year agency-wide Strategic Plan in May 2003. Although now nearly three years into the Plan, the agency has not yet fully committed to the Plan or the planning process.
- To function as intended and to effectively guide agency operations, a Strategic Plan must be linked to the agency's budgeting process. In the case of the Game Commission, this linkage has not yet occurred.
- The Game Commission has not yet developed a performance measurement system to assess progress in implementing its Strategic Plan; the Game and Wildlife Code directs the PGC to establish such a system to enhance program and financial accountability.

We gauged PGC compliance to date against the four basic components of the "Comprehensive Management Systems" (CMS) approach to wildlife agency planning and operations as defined by the U.S. Fish and Wildlife Service and the Organization of Wildlife Planners. (See below.)



<sup>1</sup>Note: This finding discussion relates to the PGC's agency-wide strategic planning process and the document entitled *Conserving and Protecting Wildlife for Everyone, 2003-2008*. The PGC has many other internal planning systems and program and wildlife species-specific plans in place within its individual bureaus.

To date, the PGC has progressed through two of the four system components of the CMS model: the “Inventory” (Phase 1) and the “Strategic Plan” (Phase 2). However, the PGC has not yet had either an operational plan to implement its Strategic Plan (Phase 3) or an effective evaluation component to monitor implementation progress (Phase 4).

Several factors have contributed to the current problems in the PGC’s implementation of its Strategic Plan:

- an apparent lack of commitment to Plan implementation from the agency’s former director;
- ongoing budgetary problems within the agency;
- the elimination of the in-house “PGC Strategic Planner” position;
- a failure to “cost out” the sub-elements of the plan and the overall cost requirements of plan implementation;
- a record of “unfunded needs” in the context of plan requirements has not been maintained;
- the absence of structured processes to operationalize the Plan;
- the lack of specific planning targets and “milestones” to formally evaluate implementation progress; and
- an apparent lack of understanding and overall acceptance of the planning process among PGC staff.

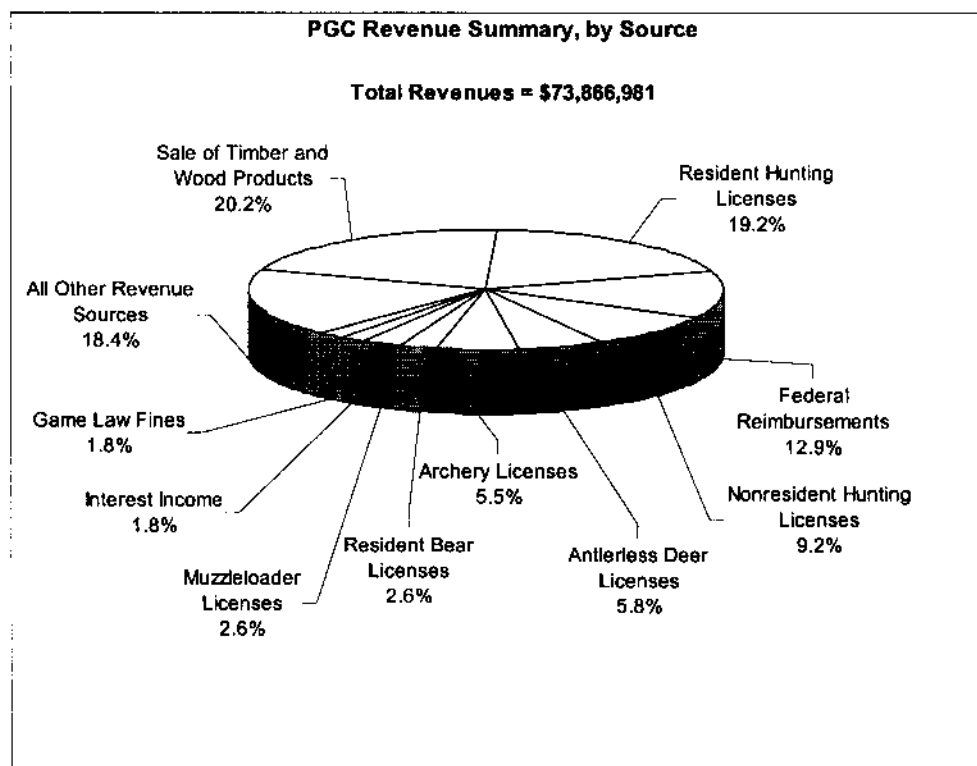
In fairness to the PGC, it is very challenging to implement such a plan when the agency’s resources are being reduced. Because it has been necessary to maintain many programs at a minimum level, it is difficult to accomplish various objectives established in the Strategic Plan. In its *2005 Legislative Annual Report*, the PGC concluded as follows:

Since programs in general have held steady or been reduced and even eliminated, it is problematic to measure each program’s effectiveness against the stated objectives.

The PGC’s current Executive Director has, however, expressed a strong commitment to the current plan and the strategic planning process. The Executive Director told us that, despite the lack of progress to date, his intent is to incorporate a strategic planning process into day-to-day PGC operations and to tie the plan to the budget. He also stated that he has advised PGC personnel that this is a priority and that managers will be accountable for both in-person briefings and periodic written reports to him on their respective sections of the Plan.

**2. While the PGC has continued to experience problems in operationalizing its Strategic Plan, the agency's financial condition represents its most significant near-term challenge. Despite expenditure cuts and ongoing cost-containment measures, the Commission is in need of a substantial revenue augmentation in order to stem the decline in the Game Fund balance and avoid further reductions in programs, services, and staff.**

*a. PGC revenues totaled \$73.9 million in FY 2004-05, an increase of \$10.2 million, or 16.1 percent over the prior year. This, however, appears to have been an anomaly caused primarily by higher than normal timber and coal revenues. Annual revenues are expected to drop back to about \$67.7 million in FY 2005-06.*



Revenues from licenses and fees have traditionally been the Game Commission's major source of revenue. Other Game Fund revenues are derived from various miscellaneous sources, such as the sale of timber and coal.

In FY 2004-05, licenses and fees generated \$38.9 million, an increase of 2.1 percent over the prior year. Of this total, \$14.2 million came from the sale of resident hunting licenses, down slightly from FY 2003-04.

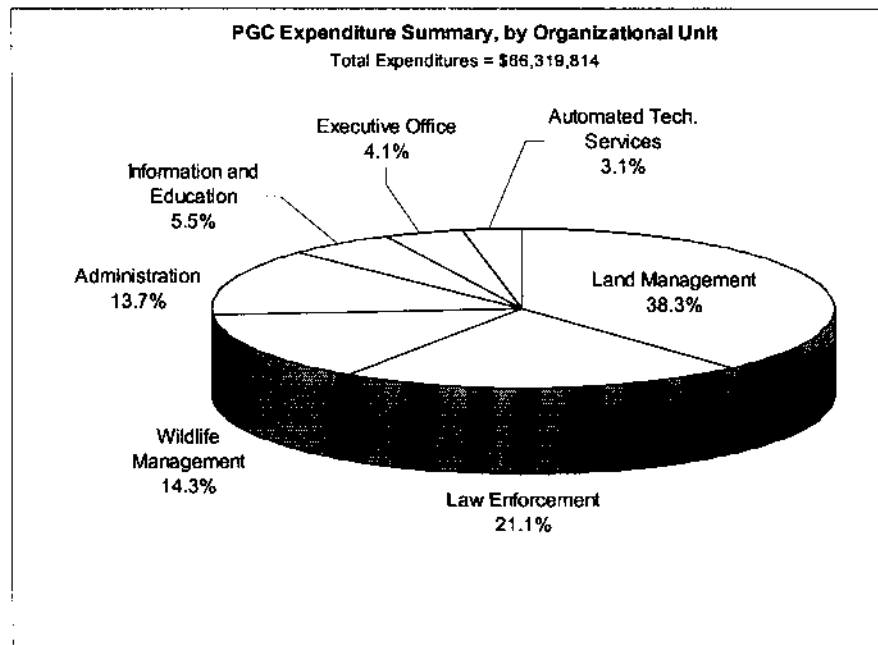
Overall, increased revenues from the sale of timber and coal accounted for much of the rather substantial increase that occurred in PGC revenues in FY 2004-05.



During FY 2004-05, revenues from timber sales doubled when favorable weather conditions allowed operators to conduct both the scheduled harvest and the harvest of timber that could not be cut during FY 2003-04 due to wet weather conditions. Also, to take advantage of the good weather, several two-year timbering contracts were executed resulting in additional revenues being credited to the Game Fund in FY 2004-05.

During FY 2004-05, revenue from the sale of coal also increased sharply due to what the PGC officials described as a "one-time only" advanced coal royalty payment of \$2.0 million.

*b. With expenditure cuts and ongoing cost-containment measures, the PGC's expenditures in FY 2004-05 dropped to \$66.3 million, a reduction of \$4.2 million or 5.9 percent from the prior year. With scheduled salary and benefit increases and other uncontrollable costs, expenditures are projected to increase to \$70.1 million in the current fiscal year.*



During FY 2004-05, the PGC continued to make a concerted effort to delay the depletion of the Game Fund balance by further containing costs and reducing expenditures. In recent years, program and service cuts have been necessary and infrastructure repairs,<sup>2</sup> land acquisitions, equipment replacements, and filling of vacancies have been deferred. Similar measures continued in FY 2005-06. Additional measures include, for example, a 50 percent reduction in pheasant production, discontinuing toll-free telephone service at the regional level, reductions

<sup>2</sup>Beginning in FY 2005-06, the \$625.0 million, six-year "Growing Greener II Program" provides \$20.0 million to the PGC for capital improvement projects to its existing lands and facilities. (See Appendix E for further information.)

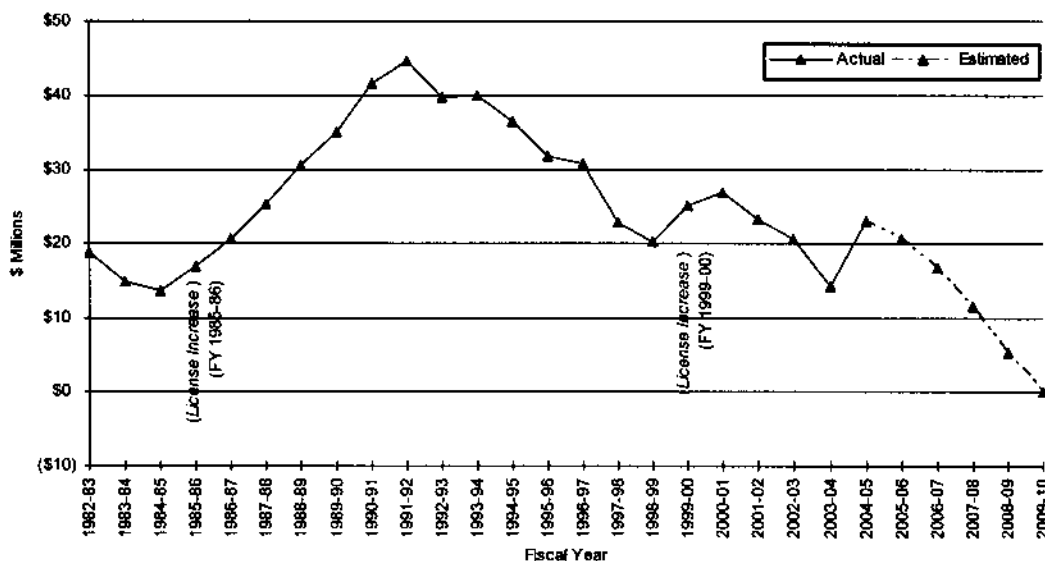
in overtime, postponed training of a new class of Wildlife Conservation Officers (more than 10 percent of the WCO workforce is vacant), delays and reductions in hiring seasonal employees, reduced training and travel budgets, cancellation of certain surveys and contracts, and the maintenance of more than 60 vacancies on the staff complement.

c. Although the PGC had an operating surplus of \$7.5 million in FY 2004-05, the PGC has experienced many years of operating deficits in which annual expenditures exceed annual revenues. As shown on the following page, annual Commission expenditures exceeded annual revenues in 16 of the past 23 fiscal years. An operating deficit of \$2.4 million is projected for the current fiscal year.

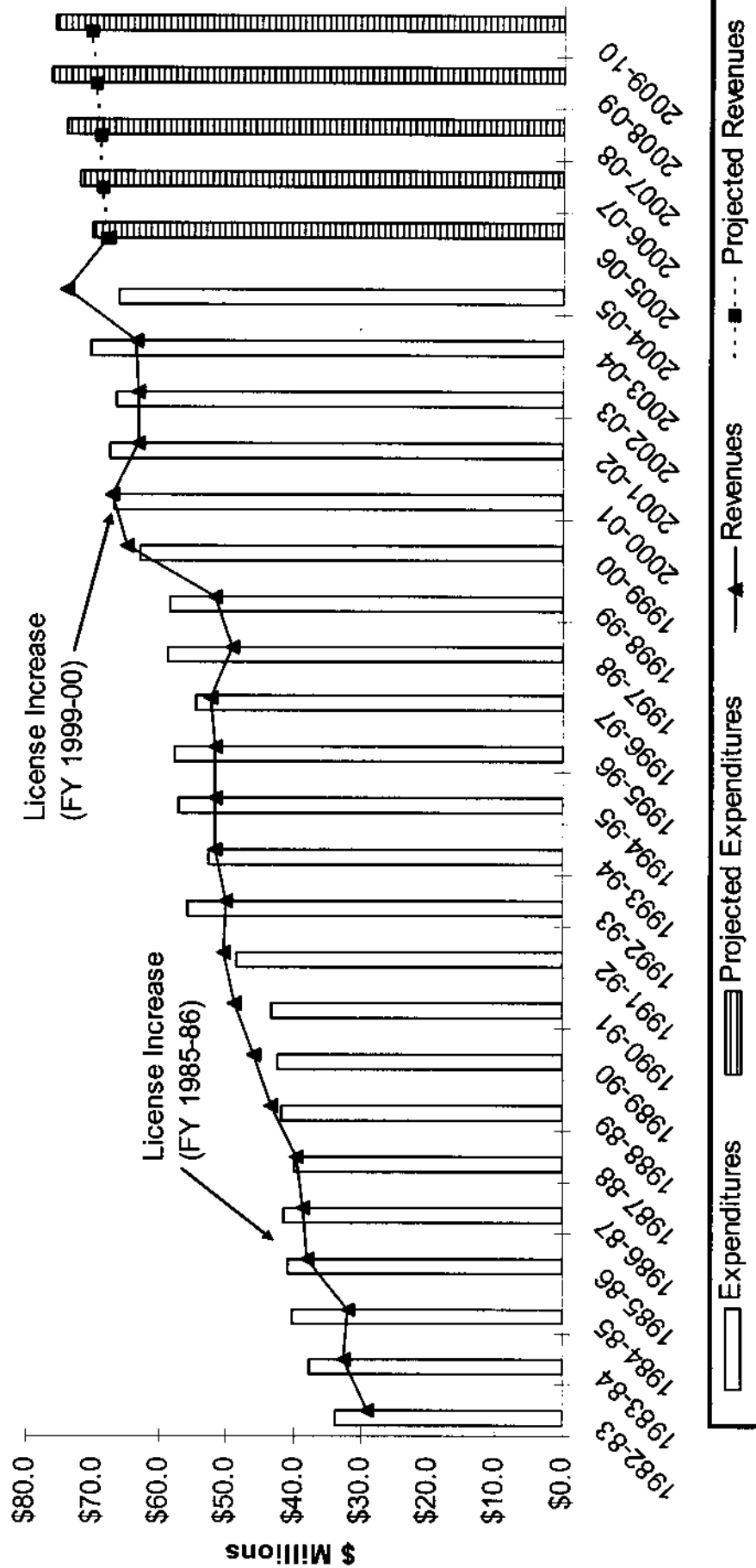
During this period, the fiscal-year-end balance in the Game Fund has ranged from a low of \$13.6 million in FY 1984-85 (when the Commission's annual operating expenditures were \$40.2 million) to a high of \$44.6 million in FY 1991-92 (when the Commission's annual operating expenditures were \$48.5 million). During this 23-year period, the General Assembly authorized two license increases: one in FY 1985-86 and the other in FY 1999-00.

d. As of June 30, 2005, the Game Fund had an unreserved fund balance of \$23.1 million, \$8.8 million higher than a year before. This improvement in fund balance was due to a combination of cost-cutting measures and higher than normal revenues from timber and coal sales. By June 30, 2006, the fund balance is projected to decline to \$20.6 million, about the same level it was at in FY 1999-00 when the last fee increase was granted.

**Actual and Projected Game Fund Balances**



# Pattern of PGC Operating Surpluses and Operating Deficits



As of early 2006, the PGC, along with a coalition of sportsmen's groups, were discussing the license fee increase issue with members of the General Assembly. As of late February 2006, however, no formal proposals had been developed and no fee increase legislation had been introduced.

Also, there are some indications that, when drafted, license fee increase legislation will not receive serious consideration until after the November 2006 elections. Some legislators have also expressed reluctance to move ahead with a license fee increase in an atmosphere in which many hunters are expressing agitation over what they perceive to be too few deer.

## Recommendations

*To operationalize and strengthen its Strategic Plan and strategic planning process, the PGC should consider doing the following:*

- 1. As soon as financially feasible, fill the position of PGC Strategic Planer that has been vacant since early 2003.** This position should be organizationally located in the Executive Office and should report directly to the PGC Executive Director. A strategic planning process and in-house planners are common to most state wildlife agencies.
- 2. Issue an agency-wide directive clarifying the status of the Commission's strategic planning process and the role the plan is to play in agency operations and budgeting.** Expand the existing PGC Policy Statement on strategic planning. The current statement is one sentence in length and does not provide definition of the process or direction to agency staff. Also, there are no provisions relating to plan modifications and updates. The system established as a result of this policy should be made a part of the PGC's "Standard Operating Procedures Manual."
- 3. Seek consulting assistance from the U.S. Fish and Wildlife Service Management Assistance Team (MAT) and the Organization of Wildlife Planners (OWP) to fully activate the planning process, relate the plan to the budget, and develop an agency-wide performance measurement system.** Specialized consulting assistance is available to the PGC at little or no cost from the OWP and MAT. The OWP is an affiliate of the International Association of Fish and Wildlife Agencies. OWP members include agency managers, planners, and administrators representing federal and state fish and wildlife and land management agencies. OWP generally provides consulting services, "best practices" workshops, training, and networking opportunities to wildlife agencies. The PGC is currently not a member of OWP, but should consider joining this organization.

The MAT Team is a management consultancy for state fish and wildlife agencies that is operated out of the U.S. Fish and Wildlife Service. The group's mission is "to advance the improved management of fish and wildlife agencies." MAT project leaders work as consultants to offer free assistance to fish and wildlife professionals on a wide range of management-related challenges.

OWP and MAT representatives with whom we spoke were receptive to the idea of working with the PGC to address strategic plan implementation and related budget-linkage and performance measurement issues. A member of OWP suggested the possibility of a joint MAT/OWP consulting effort. In any case, requests for such assistance would need to come from the PGC Executive Director.

In working with these groups, the PGC should consider adopting, for purposes of operationalizing its strategic plan, the Comprehensive Management System (CMS) approach for wildlife agencies that is articulated by the MAT Team and the OWP. The "Comprehensive Management System" is defined as "an approach and methodology for state fish and wildlife agency operations that links programs, financial systems (including budget), human resources, goals, products, and services together into one interconnected system." As further defined by the U.S. Fish and Wildlife Service, a CMS is a state wildlife agency's system of:

- (a) assessing the current, projected, and/or desired status of fish and wildlife resources;
- (b) developing a strategic plan (or its equivalent) for its fish and wildlife resources;
- (c) implementing the strategic plan by means of an operational planning process (operational plan); and
- (d) evaluating the results to determine whether or not objectives were met, what costs and investments were made to achieve results, and how well the system is working.

**4. In conjunction with Recommendation #3 above, explore the availability of financial assistance for planning in the form of a U.S. Fish and Wildlife Service "Comprehensive Management System Grant." Federal assistance grants that fund all or part of a state's implementation and operation of a Comprehensive Management System (including strategic planning) may be available through the U.S. Fish and Wildlife Service.**

# **I. Introduction**

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In 1998, the General Assembly amended the Game and Wildlife Code to implement a new hunting license fee structure. In addition to changing the license fee structure, Act 1998-166 also changed the nature and frequency of performance audits to be conducted of the Pennsylvania Game Commission, and made various other changes to the Code. Under the provisions of Act 166, the Legislative Budget and Finance Committee is to periodically audit the Commission's compliance with its Strategic Plan. The LB&FC is to report its findings to the General Assembly by February 28 every three years.

## **Audit Objectives**

The performance audit of the PGC's compliance with its Strategic Plan has the following objectives:

1. To assess the extent of progress made by the PGC in implementing the Commission's Strategic Plan and linking it to the annual budget; and, specifically, to evaluate PGC performance in implementing each of the individual objectives which comprise the Strategic Plan goals.
2. To determine if the PGC has implemented policies and programs in accordance with its Strategic Plan to improve its relationship with the general public and its licensees, including the development of a system to respond to citizen complaints against Wildlife Conservation Officers (WCOs).
3. To determine if the PGC budget process and resulting budget document integrate the Commission's Strategic Plan as well as the program evaluation and performance measurement system required by the Game and Wildlife Code.
4. To examine PGC revenues and expenditures and the impact of actual and budgeted spending on the current and projected financial condition of the Game Fund.
5. To develop findings and recommendations, as appropriate.

## **Scope and Methodology**

Pursuant to the Game and Wildlife Code, the LB&FC staff focused its audit efforts on determining the nature and extent of PGC compliance with Code provisions related to strategic planning. In addition to examining PGC compliance with its strategic plan, the audit scope included testing of related accountability and performance measurement requirements.

Because the Game and Wildlife Code requires that the PGC link its Strategic Plan to the agency budget, we also examined the Commission's finances, including revenues, expenditures, the PGC budget, and the Game Fund financial condition.

The performance audit was carried out primarily during the period November 2005 through early February 2006. Audit activities centered on an examination of the PGC's implementation of the Strategic Plan and whether agency operations and budget are linked to the agency-wide plan. With the hiring of a full-time strategic planner in July 2001, the PGC completed a strategic plan in early 2003 entitled *Strategic Plan 2003-2008: Conserving and Protecting Wildlife for Everyone*.

LB&FC staff held an initial audit entrance meeting with PGC officials and staff in early December 2005 and requested information related to the implementation of the Strategic Plan. Using this data, LB&FC staff assessed PGC implementation efforts through a series of meetings and interviews with pertinent PGC officials and staff and a review of portions of the strategic plan and related file materials. Audit activities centered on a comprehensive review and examination of the PGC's Strategic Plan, the Commission performance to date in achieving Plan objectives, and the role the Plan has and is playing in agency operations.

We also tested PGC compliance with several "accountability provisions" that Act 1998-166 added to the Game and Wildlife Code. These provisions relate to the development of a program performance measurement system, increased budget reporting and financial accountability, the operation of a system to respond to citizen complaints against PGC law enforcement personnel, and implementation of policies and programs to improve the agency's relationship with the general public and its licensees.

To test compliance with those provisions, we met with pertinent PGC officials and staff, determined if the Commission submitted required reports to the General Assembly, and examined the Commission's budget for performance measures and linkages to the planning process. We also reviewed the Commission's 2003, 2004, and 2005 annual reports to the House and Senate Game and Fisheries and Appropriations Committees.

The audit also included an examination of PGC revenues and expenditures and the impact of actual and budgeted spending on the financial condition of the Game Fund. To do this, we obtained and analyzed PGC revenue and expenditure reports for FY 2001-02 through FY 2004-05, the Game Fund comparative financial statement and related projections, and the PGC's FY 2005-06 and FY 2006-07 budget requests. We did not independently audit the financial information presented in the report and, accordingly, do not express an opinion or any other form of assurance on the accuracy of the financial statements. In light of declining Game Fund balances, we examined cost cutting measures taken by the Commission for



the past three fiscal years as well as impending significant expenses that will affect the Game Fund.

To obtain information on current strategic planning practices in other states, we contacted the Organization of Wildlife Planners, the U.S. Fish and Wildlife Service's Management Assistance Team, the Alaska Department of Fish and Game, the Indiana Division of Fish and Wildlife, the New York Department of Environmental Conservation, and the Arizona Game and Fish Department.

### **Acknowledgements**

LB&FC staff acknowledges the excellent cooperation and assistance provided by the Pennsylvania Game Commission and its staff during the audit. Special appreciation for the cooperation and support they provided during this audit is extended to: Executive Director Carl G. Roe; Deputy Executive Director Michael W. Schmit; and Budget Analyst Dorothy R. Derr.

### **Important Note**

*This report was developed by Legislative Budget and Finance Committee staff. The release of this report should not be construed as indicating that the Committee's members endorse all the report's findings and recommendations.*

*Any questions or comments regarding the contents of this report should be directed to Philip R. Durgin, Executive Director, Legislative Budget and Finance Committee, P.O. Box 8737, Harrisburg, Pennsylvania 17105-8737.*

## **II. Background Information on the Pennsylvania Game Commission**

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### **Powers and Duties**

The Pennsylvania Game Commission (PGC) was established by the state legislature in 1895 as an independent public wildlife protection agency. This act created the Board of Game Commissioners to “protect and preserve the game, song and insectivorous birds and mammals of the state . . .” and to “enforce the laws of this Commonwealth relating to the same.” Act 1897-103 set forth the actions prohibited by law and the penalties for such actions. Act 1937-316 consolidated the game laws and changed the name of the Board of Game Commissioners to the Pennsylvania Game Commission. Act 1986-93, which became effective on July 1, 1987, codified the game laws into the Game and Wildlife Code.

As directed in the Game and Wildlife Code, 34 Pa.C.S.A. §322(a), the Game Commission (PGC) is:

. . . to protect, propagate, manage and preserve the game or wildlife of this Commonwealth and to enforce, by proper actions and proceedings, the laws of this Commonwealth relating thereto.

In furtherance of this mission, the Game Commission “has the power and duty to take all actions necessary for the administration and enforcement” of the Game and Wildlife Code. As stated in the Code, 34 Pa.C.S.A. §322(c), the Commission has the following specific powers and duties:

- To fix seasons, daily shooting or taking hours, and any modification thereof, and daily, season and possession limits for any species of game or wildlife.
- To remove protection, declare an open season or increase, reduce or close a season.
- To increase or reduce bag limits or possession limits.
- To define geographic limitations or restrictions.
- To fix the type and number of devices which may be used to take game or wildlife.
- To limit the number of hunters or furtakers in any designated area and prescribe the lawful methods of hunting or taking furbearers in these areas.
- To govern the use of recorded calls or sounds or amplified calls or sounds of any description for taking or hunting game or wildlife.
- To add to or change the classification of any wild bird or wild animal.

- To prohibit the possession, importation, exportation or release of any species of birds or animals which may be considered dangerous or injurious to the general public or to the wildlife of this Commonwealth.
- To manage and develop its lands and waters and other government or private lands and waters under agreement with the owners as it considers advisable and, by proper action and proceedings, enact and enforce regulations to insure the prudent and proper use of these lands.
- To collect, classify and preserve such statistics, data and information as in its judgment will tend to promote the object of the Game and Wildlife Code and take charge of and keep all reports, books, papers, and documents which shall, in the discharge of its duties, come into its possession or under its control.
- To take any necessary action to accomplish and assure the purposes of the Game and Wildlife Code.
- To serve the interest of sportsmen by preserving and promoting our special heritage of recreational hunting and furtaking by providing adequate opportunity to hunt and trap the wildlife resources of this Commonwealth.

### Commission Composition

The Game Commission is comprised of eight Pennsylvania citizens appointed by the Governor with the advice and consent of two-thirds of the Senate. Each Commissioner is to be a resident of a specific geographic region of the Commonwealth and is to serve a term of eight years.<sup>1</sup> The individuals who were serving as Commissioners as of December 2005 are listed on Exhibit 1.

The Commissioners receive no compensation but may be reimbursed for travel expenses. The Commission is to hold meetings in Harrisburg in January and June or July and at such other times and places within the state as the Commission deems necessary.

#### Exhibit 1

#### PA Game Commission Membership (As of December 2005)

<u>Commissioner</u>	<u>Residence</u>	<u>Term Expires</u>
John J. Riley, President.....	Scotrun	June 2006
Roxane S. Palone, Vice President .....	Waynesburg	November 2008
Thomas E. Boop, Secretary .....	Sunbury	July 2011
H. Daniel Hill, III .....	Erie	June 2006
Russell E. Schleiden .....	Centre Hall	November 2008
Stephen L. Mohr.....	Bainbridge	December 2005
Gregory J. Isabella .....	Philadelphia	July 2011
David W. Schreffler .....	Everett	June 2013

Source: PA Game Commission.

<sup>1</sup>The Game and Wildlife Code, 34 Pa.C.S.A. §301, prohibits Commissioners from succeeding themselves at the end of an eight-year term or at the end of an interim appointment of more than four years. Commissioners can serve up to six months following the expiration of their term, or until a successor is appointed and qualified.

## Commission Staffing

### Staff Complement

As of December 2005, the PGC had an authorized complement of 732 salaried positions. At that time, 91 percent, or a total of 666 positions, were filled. Table 1 shows the distribution of the staff complement among the central office, six regional offices, and four game farms.

Table 1

<b>Staff Complement of the PA Game Commission</b> (Salaried Positions as of December 12, 2005)			
	Salaried Positions <sup>a</sup>		
<u>Central Office:</u>	<u>Filled</u>	<u>Vacant</u>	<u>Total</u>
Executive Office <sup>b</sup> .....	18	6	24
Bureau of Administrative Services .....	17	1	18
Bureau of Information and Education .....	18	1	19
Bureau of Wildlife Management .....	16	2	18
Bureau of Law Enforcement .....	17	2	19
Bureau of Land Management .....	44	5	49
Bureau of Automated Technology Services .....	18	1	19
Subtotal - Central Office <sup>c</sup> .....	148	18	166
<u>Regional Offices:</u>			
Northwest (Franklin) .....	92	7	99
Southwest (Ligonier) .....	70	1	71
Northcentral (Jersey Shore) .....	85	5	90
Southcentral (Huntingdon) .....	71	11	82
Northeast (Dallas) .....	84	12	96
Southeast (Reading) .....	83	3	86
Subtotal - Regional Offices .....	485	39	524
<u>Game Farms:</u> <sup>d</sup>			
Western .....	10	0	10
Loyalsock .....	9	1	10
Northcentral .....	7	2	9
Southwest .....	7	0	7
Subtotal - Game Farms .....	33	3	36
Commission Total .....	666	66 <sup>e</sup>	732 <sup>e</sup>

<sup>a</sup>Includes salaried positions only. Does not include wage positions and Deputy Wildlife Conservation Officers.

<sup>b</sup>Includes Executive Director, Deputy Executive Directors, Executive Secretaries, Chief Counsel, Legislative Liaison, Budget Office, Personnel Division, Training Division, Policy Analyst, Strategic Planner, and Press Secretary.

<sup>c</sup>This figure includes positions that are assigned to the central office but work out of field locations.

<sup>d</sup>Although broken out separately on this table, the Game Farms and the positions assigned to them are part of the Wildlife Management Bureau.

<sup>e</sup>Includes six Leave Without Pay positions.

Source: Developed by LB&FC staff from personnel complement tables provided by the PA Game Commission, dated December 12, 2005.

## Organizational Structure

As shown on the PGC organizational chart on Exhibit 2, the Commission's staff structure includes an Executive Office, six bureaus, and six regional offices.

**Executive Office.** The functions of the Executive Office include developing and recommending a budget for the consideration of the Commission and for presentation to the Governor, and developing legislation for presentation to the General Assembly. The Executive Office also manages personnel services, oversees the operation of the Ross Leffler School of Conservation, evaluates existing policies, develops and recommends revisions to policies, and provides direction while presenting new policies to subordinates. The Executive Office also establishes and maintains working relationships with other state, federal, and private agencies, and sportsmen's groups.

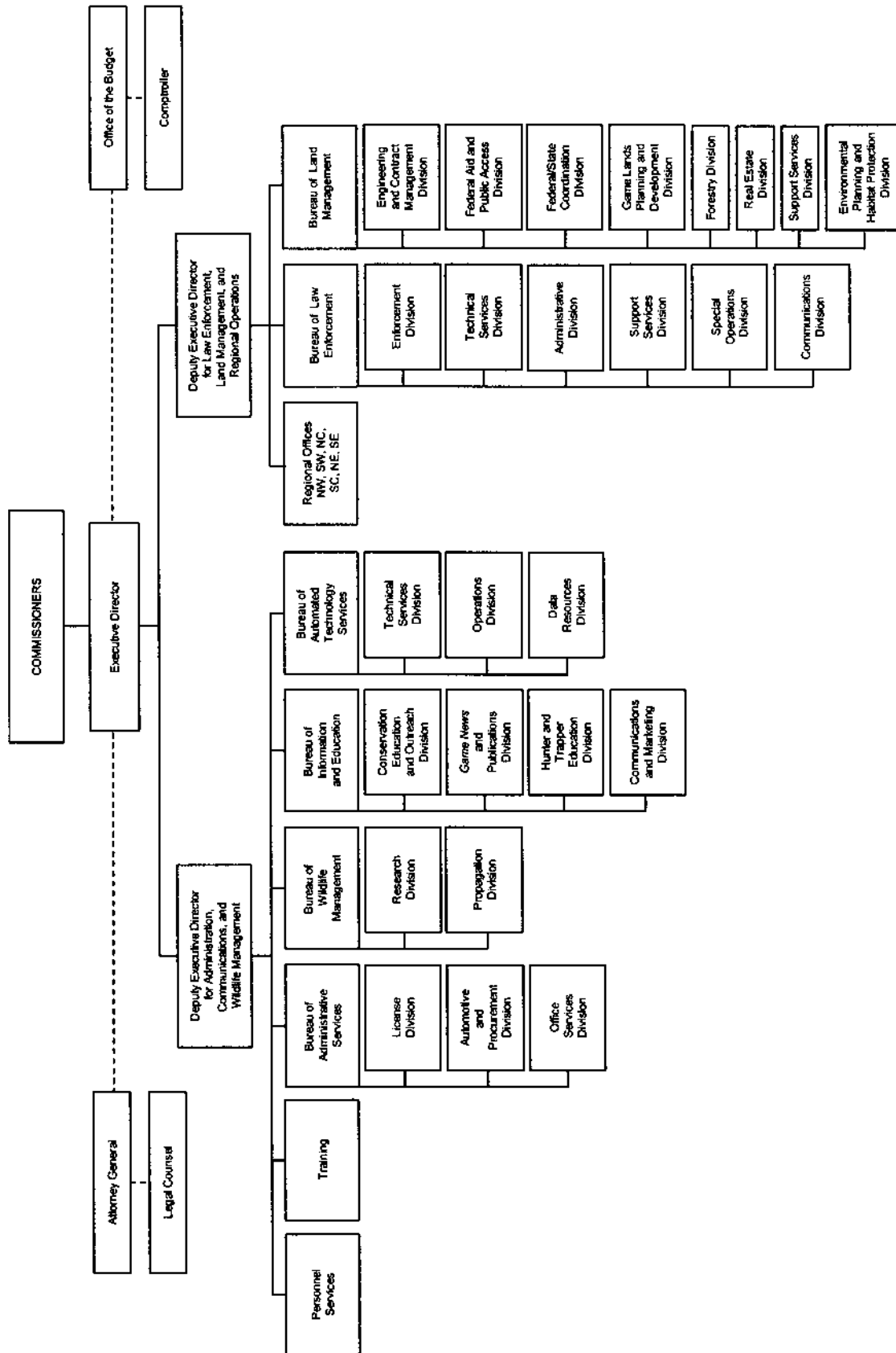
**Bureau of Administrative Services.** The functions of the Bureau of Administrative Services include issuing hunting licenses through approximately 900 agents and an online Internet based system. Purchasing, printing, duplicating, and mailing services are provided through the Bureau. This Bureau is also responsible for the procurement, the maintenance, and the management/disposal of the Commission's automotive fleet.

**Bureau of Wildlife Management.** Bureau of Wildlife Management functions include conducting research, surveying and inventoring wildlife populations, developing species management plans, leading wildlife reintroduction and recovery efforts, and monitoring wildlife health. It also develops and coordinates agency wildlife health projects, provides population management technical assistance, reviews wildlife use permit requests, conducts public surveys on wildlife management issues, and trains agency staff on wildlife management topics. The Bureau also operates the four game farms where pheasants are raised for release throughout the state. The farms are located at Cambridge Springs in Crawford County (Western Game Farm), at Loyalsockville in Lycoming County (Loyalsock Game Farm), at Barbours in Lycoming County (Northcentral Game Farm), and at Distant in Armstrong County (Southwest Game Farm). The production and incubation activities at the farms result in the annual distribution of more than 200,000 ring-necked pheasants when at peak production. Pheasant production during the 2005 and 2006 hunting seasons is set at 100,000 birds due to budget considerations. Due to increasing concerns for wildlife health issues, the Bureau recently hired a wildlife veterinarian whose office is located in the Animal Diagnostics Laboratory at Penn State University.

**Bureau of Information and Education.** The functions of this Bureau are to plan, organize, and provide a means by which to educate and provide information to agency personnel and the public. Training seminars and educational programs are provided on wildlife-related topics. Special emphasis is placed on training educators, primarily through the Project WILD program. The Bureau also administers

# Exhibit 2

## Pennsylvania Game Commission Organization Chart



Source: Pennsylvania Game Commission.

the mandatory Hunter-Trapper Education Program for all first-time hunters and trappers in the Commonwealth. A major responsibility for the Bureau is public outreach. Bureau personnel provide information to the general public through periodicals, news releases, audio-visual services, speaking engagements, exhibits, special functions at visitor centers, and by publication of pamphlets, books, charts, and other educational materials. The Bureau also is responsible for the publication of the *Pennsylvania Game News* and the production and sale of fine art wildlife prints, publications, stamps, patches, and other items of interest. The Press Secretary has been transferred from the Executive Office to the Bureau of Information and Education.

**Bureau of Land Management.** The functions of the Bureau of Land Management include acquiring and developing lands to augment the State Game Lands System and improving wildlife habitat on public and private lands. The Bureau accomplishes habitat improvement through treatment programs involving timber sales, mineral recovery projects, and the distribution of trees and seedlings from the Howard Nursery. The Bureau also conducts programs to increase public access to private land, assesses the environmental impacts of a variety of projects that affect the public interest, and oversees repair and maintenance work on Game Commission property.

**Bureau of Law Enforcement.** The functions of the Bureau of Law Enforcement include apprehending and prosecuting Game and Wildlife Code violators, investigating hunting accidents and contracting for administrative hearings for license revocations, permit denials, and permit revocations. The Bureau also maintains the statewide two-way radio system, issues special permits, and takes measures to prevent property damage by wild animals. Administration of the Deputy Wildlife Conservation Officer program is a responsibility of this Bureau. This Bureau also develops and reviews amendments to the Game and Wildlife Code.

**Bureau of Automated Technology Services.** The Bureau of Automated Technology Services is responsible for the Commission's information technology needs. The Bureau is responsible for the Commission's electronic commerce and Internet initiatives, supplying network and desktop computing services to PGC's office and field personnel, the analysis and programming of data processing systems, the geographic information systems within the agency, computer operations, and data entry. The Bureau works with other Commonwealth agencies and private contractors to institute Commonwealth data processing standards and to deliver electronic data processing systems to end-users.

**Regional Offices.** Game Commission field operations are administered through its six regional offices in Franklin, Ligonier, Jersey Shore, Huntingdon, Dallas, and Reading. In 2004, responsibility for the agency's forestry program was transferred from the Bureau of Land Management to each respective regional director. Policy and program oversight remains vested in the Bureau of Land Management. Additionally, Wildlife Biologist 3s were hired in March 2005 to broaden the professional disciplines of each region's supervisory team.

### **III. The PGC's Strategic Plan: *Conserving and Protecting Wildlife for Everyone, 2003-2008***

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#### **A. Chronology of Plan Development**

For many years, the PGC has struggled with the development and implementation of a meaningful strategic plan. Agency officials report that the Commission had first considered formulating a strategic plan as early as the 1970s. However, documented efforts to develop a formal strategic plan can be traced to FY 1985-86 following the LB&FC's initial budget audit. The following is a chronological overview of the PGC's development of a strategic plan:

**1985 to 1989:** The LB&FC's first PGC budget audit report in 1985 recommended that the Commission "develop a long-range plan and enhance its program planning and analysis capabilities" and that "the planning activities be tied to the budget process." The PGC agreed with the LB&FC report recommendations and stated an intention to link the resulting long-range plan to the Commission's budget process. The PGC initially projected that a plan would be in place by 1990.

PGC staff prepared and submitted a draft strategic plan to the Commission's Executive Office in 1989. The PGC Executive Office reportedly chose not to proceed with the plan at that time because it was based on wildlife species rather than on PGC programs. Additionally, there was a degree of dissatisfaction with the process used in developing this version of the plan, and some regional and bureau directors believed significant changes were needed.

**1993 to 1995:** By February 1993, PGC staff had developed a different draft strategic plan. In December 1994 a second draft of this Strategic Plan was developed incorporating comments from PGC senior staff reviews. In February and March 1995, the PGC held a series of nine public meetings to discuss several Commission initiatives, including the strategic planning process and the draft Strategic Plan. A brochure describing the planning process, agency mission, and the draft plan was distributed at these meetings. Interested external stakeholders, primarily sportsmen and sportswomen who attended these public meetings, were invited to comment on the Strategic Plan.

**1997:** In January 1997, the Commission President directed the PGC staff to finalize a Strategic Plan by January 1998. Ultimately, the December 1994 draft of the strategic planning document was the version used to arrive at the final plan. The PGC conducted another series of internal reviews of the draft document in mid-1997 and completed the final version in October 1997. In



January 1998, the PGC Commissioners approved the Commission's *Strategic Plan for Managing Pennsylvania's Wildlife Resources, 1998-2003*.<sup>1</sup>

1998: In 1998, the Legislature passed Act 1998-166, which requires the LB&FC to conduct performance audits of PGC's compliance with a Strategic Plan on a three-year cycle. The first audit was due and was completed in February 2000. As part of that audit, an assessment was made of the PGC's 1998-2003 Plan.

2000: In the February 2000 report, we found that the PGC had not made a systematic and concerted effort to implement its 1998 Strategic Plan. Our report stated that, while a laudable first attempt, the Plan had numerous deficiencies and did not prove to be a significant factor in guiding agency operations. Among the deficiencies noted were the following:

- Many of the Plan's objectives were restatements of basic day-to-day functions and activities of a particular PGC organizational unit and technically were not objectives.
- Many of the Plan's objectives were not measurable.
- Most of the Plan's objectives were not time-fixed.
- The Plan did not have an evaluation component and was essentially a static document.
- The Plan was not linked to the agency's annual budget process.

We found that during the Plan's initial implementation period in 1998, much of the attention of PGC management and staff was focused on obtaining a license fee increase. The Commission also experienced a change in leadership during that time and participated in a major management review conducted by the U.S. Fish and Wildlife Service. As a result, in early 2000, the PGC's Executive Director acknowledged that there were many problems with the Strategic Plan and that both the strategic planning document and process needed to be strengthened.

Our February 2000 report recommended that the PGC create and fill a full-time strategic planner position. The Commission concurred with this recommendation, and in early 2000, intensified the personnel search for a permanent full-time Strategic Planner. By this time, the PGC had also discontinued use of its 1998-2003 Strategic Plan. In November 2000, the Commonwealth's Management Intern Program assigned an individual to the PGC who had considerable strategic planning experience.<sup>2</sup> One of this intern's

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<sup>1</sup>This document was structured around 11 "goal" areas roughly equivalent to the PGC's major functional areas. The PGC then developed a total of 77 separate objectives as the means to accomplish the 11 Strategic Plan goals.

<sup>2</sup>Although classified in the program as an intern, this individual had prior work experience, with specific training and experience in the field of strategic planning.

initial responsibilities was to reevaluate the agency's strategic planning document and process. In reviewing the *Strategic Plan for Managing Pennsylvania's Wildlife Resources, 1998 – 2003*, this individual concurred with audit observations that the plan was more a listing of daily activities than a planning document. This person was then tasked by the PGC Executive Director to develop a proposal for a new strategic planning process and revised plan.

2001: Through an extensive review of the activities, programs, and responsibilities of the Game Commission, as well the agency's policies and mission, the intern developed a document titled "Planning the Strategic Plan" (commonly referred to as "Plan to Plan"). This document provided a framework and timeline for guiding the development of a new strategic plan for the PGC. The Executive Director believed the direction and approach reflected in the "Plan to Plan" document would address existing deficiencies in the agency's planning process. The Commonwealth Management Intern was subsequently hired as the Commission's full-time Strategic Planner effective July 1, 2001.

With the addition of a Strategic Planner to the staff, the PGC began the process of developing a new strategic plan using the "Plan to Plan" document for guidance. The Strategic Planner immediately conducted several meetings with the executive staff and headquarters and regional employees on his concept for a strategic plan. He also began to educate them on the terminology in the "Plan to Plan" document and explained what their role would be in developing a strategic plan.

The new Strategic Plan would not focus on current agency operations, but would rather look to the future and to how the agency could continue to improve itself. According to the "Plan to Plan":

The Strategic Plan is not the end product. The strategic planning process is a vehicle for the agency to examine itself with an eye toward improvement. The (strategic) Plan is the map on how the agency moves from where we are today to where we want to be in the future. The Strategic Plan is a document that evolves over time with input from the agency and stakeholders. It is a collaborative process that invites participation. Once completed it becomes a fluid document that adjusts and adapts to changing circumstances maintaining focus on the mission, goals and values of the agency.

The new Strategic Plan as envisioned by the "Plan to Plan" introduced new concepts to the PGC's strategic planning process. These concepts were

intended to move the Plan from focusing on daily activities to a more encompassing approach that focuses on objectives that transcend PGC bureaus and divisions.

In August 2001, the PGC Executive Director, the two Deputy Executive Directors, the Legislative Liaison, and the Strategic Planner attended a two-day retreat in which they developed Vision, Values, and Mission Statements for the PGC. Three weeks later this same group met with the addition of the Press Secretary to refine the language in the statements. By August 31, 2001, the PGC's Vision, Values, and Mission Statements were finalized.

In September 2001, the bureau and regional directors reviewed the vision, values, and mission statements, and at the same time they began to work with the Executive Staff to develop goals for the Game Commission. By the end of September 2001, they had developed six overall goals for the agency.

Once developed, the Executive Staff shared the Goals and the Vision, Values, and Mission Statements with the Commissioners. At the October 2001 meeting, the Commissioners approved these statements. At this same meeting, the Strategic Planner provided an overview of the strategic planning process to the Commissioners.

In October 2001, the PGC Strategic Planner established teams to work on strategic objectives for each goal. These teams were comprised of bureau directors, regional directors, agency staff, and external stakeholders. External stakeholders included members from the constituency groups that have an interest in the PGC as well as conservancy groups. The external stakeholders were contacted by Game Commission staff and were asked to participate in the process. PGC officials report that the external stakeholders were eager to work with the PGC and provided valuable input to the plan process.

2002: By April 2002, the strategic objectives for the agency were finalized. Following development of the strategic objectives, teams were again assembled for development of the operational objectives. These teams, which consisted primarily of bureau directors and division chiefs, began working on the operational objectives in May 2002. By September 2002, the operational objectives were forwarded to the Strategic Planner for refinement. In November 2002 the Strategic Planner finished refining the operational objectives, and then distributed them to the bureau directors for final review and acceptance.

2003: As of January 31, 2003, operational objectives had been established for each of the Strategic Plan's 34 strategic objectives. Once the teams finished their drafts of the operational objectives, PGC bureau directors worked with

division chiefs to establish tactical objectives. (A tactical objective is a task or project that division staff must perform so that the operational objective can be met.) As of January 2003, the development of tactical objectives was reportedly ongoing, and it was not possible to determine how many tactical objectives would ultimately be part of the Plan.

In addition to establishing the tactical objectives, the division chiefs were also working on developing outcomes and outputs for each tactical objective. An output is the quantity of work achieved over a period of time. An outcome is a measurable means of achieving the tactical objective and is the result of work accomplished or services provided.

A draft of the PGC's new plan was under development at the time of our 2003 audit. Using the final draft of tactical objectives and outcomes and outputs, the Strategic Planner was preparing a final draft of the Plan for completion by March 31, 2003. At about the same time, the person who was serving as the PGC's Strategic Planner was transitioning to his new position as the Commission's Director of Administration. At that time, a decision was made to assign responsibility for the Strategic Plan to the Director of Administration and eliminate the full-time Strategic Planner position.

The PGC anticipated having a publishable draft of the Strategic Plan completed during April 2003 and the final Plan available for publication and distribution in May 2003. The Plan was then to become operational on July 1, 2003, and be used to guide agency operations through 2008.

## **B. Plan Structure and Description**

The introduction to the PGC's Strategic Plan, *Conserving and Protecting Wildlife for Everyone, 2003 – 2008*, cites the importance of strategic planning as follows:

The Strategic Plan provides the Game Commission direction and continuity of effort. It establishes a framework and timeline to achieve goals and objectives that support the mission. The Strategic Plan is not about producing a product: It's about getting results. The strategic planning process is a vehicle for the agency to examine itself with an eye towards improvement. The plan is a map depicting how the agency moves from where we are today to where we want to be in the future. Strategic planning is a collaborative process that invites—in fact, requires—participation. Once completed, it becomes a flexible document that adjusts and adapts to changing circumstances while maintaining focus on the vision, values, mission, goals and strategic objectives of the agency.

In order to focus the planning effort, senior PGC managers developed the basic elements of the planning process. As shown on Exhibit 3, these include a vision statement, a set of values for the organization, and a mission statement. A *vision* provides the overall statement of where the Commission should be after completing the strategic objectives. It provides a concept and direction to the agency of what it has been and what it will be.

*Values* are statements of traditional and future philosophies on how strategic objectives are to be achieved. Values reflect the public image of the Commission and serve as standards for daily operations.

The agency's *mission* is a clear concise statement of what the agency is seeking to accomplish. This statement serves as the purpose for everything the agency does and all of its functions are to be in support of its mission.

### Exhibit 3

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#### **PA Game Commission Vision, Values, and Mission Statements**

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**VISION:** A leader among conservation agencies, worthy of the public's trust, and champion of all wildlife resources and our hunting and trapping heritage.

**VALUES:** As an agency we will:

- Respect the concerns and views of our various stakeholders.
- Be open, honest, and forthright in all matters.
- Provide quality service to both internal and external customers.
- Carry out our responsibilities in a polite, professional, and compassionate manner.
- Be ethical in the performance of our duties.
- Encourage the professional development of all employees.
- Have pride in our heritage.
- Reflect on our success and lead for the future.

**MISSION:** To manage all wild birds, mammals, and their habitats for current and future generations.

Source: PGC Strategic Plan 2003-2008.

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For its strategic planning purposes, the PGC defines a "goal" as a macro level statement of how the Commission completes its mission. Goals set priorities for the development of strategic objectives and transcend agency bureaus. To support the agency mission, the Commission's current Strategic Plan is structured around a set of six goals. (See Exhibit 4.)

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### PGC Strategic Plan Goals

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- Wildlife: Maintain and improve wildlife populations for consumptive and non-consumptive recreational use and their many public values.
- Communication, Education, and Outreach: Expand and improve communication, education, and outreach for public awareness and understanding of wildlife resource management.
- Heritage: Protect and enhance our hunting and trapping heritage.
- Habitat: Acquire, protect, maintain, and enhance an array of habitats on public and private lands.
- Funding: Develop a sustainable funding structure that supports the agency's mission and identity.
- Workforce: Recruit, develop, and maintain an effective workforce.

Source: PGC Strategic Plan 2003-2008.

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Within each goal are *strategic objectives*. These are specific initiatives or issues designed to accomplish the goal. These form the initial basis for directing the work of the bureaus, divisions, and regions to complete the goal. There are 35 strategic objectives in the PGC's current Plan. These are listed on Exhibit 5 within their pertinent goal areas. This matrix also illustrates the goals to which each applies as well as the PGC organizational unit that has primary responsibility for implementing the objective.

Supporting the strategic objectives are *operational objectives*. These are PGC bureau and division-level activities that are directed to the accomplishment of the broader strategic objectives. Identifying these objectives involves a self-analysis of current agency operations against the strategic objectives. The PGC identified a total of 107 operational objectives in conjunction with the goals and strategic objectives of its current plan.

A *tactical objective* is a task or project that PGC division staff must perform so that the operational objective can be met. Tactical objectives also have outcomes and outputs, which are to serve as performance measurement tools.

**PGC Strategic Plan Matrix: Organizational Unit Assignments**  
*(Conserving and Protecting Wildlife for Everyone, 2003 to 2008)*

	PGC Organizational Units Involved						
	Goals						
	Wildlife	Com/Ed/Reach	Heritage	Habitat	Funding	Workforce	
<div>MISSION: To manage all wild birds, mammals, and their habitat for current and future generations.</div> <div>Strategic Objectives</div>							(Office of Primary Responsibility)*
GOAL 1: Maintain and improve wildlife populations for consumptive and nonconsumptive recreational value and their many public values.							
Safeguard and facilitate sustainable wildlife populations and their use.	X	X	X	X			WM, IE, LM, LE
Develop and enforce laws and regulations to protect wildlife populations and habitat.	X	X	X	X			LE, WM, LM
Minimize the impact of disease on wildlife populations through prevention and control.	X	X					WM, LE
Educate stakeholders on the intrinsic value of wildlife.	X	X		X			WM, IE, LM
Promote a league of partnerships to achieve mutual goals for wildlife and habitat.	X	X	X	X			WM, XO, IE, LM
GOAL 2: Expand and improve communication, education and outreach for public awareness and understanding of wildlife resource management.							
Develop and implement a wildlife management communications plan.	X	X	X	X			IE, WM
Promote the safe and responsible behavior of hunters and trappers.		X	X				LE, IE
Expand the availability of news and conservation information.	X	X		X			IE, LE, WM, LM, XO
Increase the number of people reached by PGC wildlife conservation education programs.		X	X		X		IE, WM
Continue to use a stakeholder participation process in Commission Programs.	X	X	X				XO, All
Promote wildlife viewing opportunities throughout the Commonwealth.	X	X		X			LM, WM, IE
GOAL 3: Protect and enhance our hunting and trapping heritage.							
Increase hunter and trapper recruitment with a focus on youth, women and minorities.		X	X				IE, LE, XO
Increase the retention rates of hunters and trappers.			X				Admin, IE, LE, WM
Improve the public's understanding of the role of hunters and trappers in wildlife management.	X	X	X	X	X		IE, LE, XO, WM
Increase the number of people reached in activities that promote our hunting and trapping heritage with emphasis on youth, women, and minorities.		X	X				IE, LE, WM
Improve the hunters' and trappers' understanding of their roles in wildlife management.	X	X	X				IE, WM, LE

# Exhibit 5 (Continued)

PGC Organizational Units Involved					
Goals					
Wildlife	Com/Ed/Reach	Heritage	Habitat	Funding	Workforce
Strategic Objectives					
GOAL 4: Acquire, protect, maintain, and enhance an array of habitats on public and private lands.					
X		X	X		
X		X	X		
X			X		
X			X		
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\*Key: WM=Bureau of Wildlife Management; IE=Bureau of Information and Education; LM=Bureau of Land Management; LE=Bureau of Law Enforcement; Admin.=Bureau of Administration; XO=Executive Office; PERS=Bureau of Personnel; and ALL=all bureaus.

Source: PGC Strategic Plan, *Conserving and Protecting Wildlife for Everyone*, 2003-2008.



## **IV. Assessing the Status of Strategic Plan Compliance**

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### **A. Plan Implementation**

The LB&FC's 2003 assessment of the status of plan implementation by the Game Commission concluded that, after many years of discussion, the agency appeared ready to make a serious attempt at linking a strategic plan to agency operations and budgeting. At that time, our report noted that this would require an aggressive implementation effort and an agency-wide commitment to the process.

In contrast to prior planning efforts, the strategic plan in draft form as of early 2003 was the result of a systematic planning process coordinated by a full-time strategic planner. Further, the plan was predicated on Vision, Values, and Mission Statements that had been agreed upon by both the PGC Commissioners and staff. Also, at that time, PGC officials told us that plans were in place to link the strategic plan to the annual budget (beginning with the development of the FY 2004-05 budget) and to begin to monitor agency performance against the plan on an ongoing basis during FY 2003-04.

We found, however, that for a number of reasons, the PGC has made relatively little progress in implementing the 2003 to 2008 plan. While the agency finally did commit to developing and finalizing a plan, an equal level of commitment was not forthcoming from the PGC Executive Office to direct and ensure that the plan was carried out.

It does not appear that the plan was accorded a high priority status or visibility across the agency. To promote such an approach, the LB&FC's 2003 report made the following recommendation:

... the PGC Executive Director should work with the Commission's Strategic Planner and Executive Policy Specialist to develop a formal policy statement for adoption by the Commission affirming the agency's commitment to the strategic planning process, directing agency-wide attention to Plan implementation, and establishing an internal system to monitor, measure, and report on individual organizational unit performance in achieving their Strategic Plan objectives. The system established as a result of this policy directive should be made a part of the PGC's "Standard Operating Procedures Manual."

The PGC Executive Office did not follow-up on this recommendation but did insert a reference to strategic planning in the *PGC Policy Manual* that simply states that:

The agency will develop a strategic plan in order to prioritize the utilization of resources to ensure an effective and efficient operation in the areas of natural resources conservation, personnel/personnel development, public outreach, and business operations.

No further guidelines or directives were apparently issued to agency staff. While difficult to quantify, it seems that many PGC staff members did not gain a full understanding of the planning process and their role in implementing the plan. There are also indications that the process has been met with less than full acceptance.

Complicating the implementation process are the ongoing budget and cash-flow problems facing the Commission (see also Section V). And, apparently due to fiscal considerations, the PGC has been without a full-time strategic planner since spring 2003.

The PGC's current Executive Director (the Commission's former Director of Administration and Strategic Planner) has expressed a strong commitment to the current plan and the strategic planning process. Upon assuming the position of Executive Director, he informed staff that strategic planning would be incorporated into day-to-day PGC operations. He anticipates linking the agency's budget to the plan and requiring regular internal performance reports on plan implementation.

## **B. Integration of the Strategic Plan and the Budget Process**

Following the identification of tactical objectives in 2003, the PGC division chiefs were to assign costs to each of those objectives. This was to be the first step in integrating the Strategic Plan into the budget. In theory, costs were to be configured on a minor object basis and budgeted for each of the five years that the tactical objective is part of the Plan. When this process was complete, the PGC anticipated having a document outlining the costs to perform the duties and responsibilities necessary for meeting the agency-wide goals.

Following release of the *FY 2003-04 Governor's Executive Budget* in March 2003 and, when the rebudget process began in late May 2003, the PGC anticipated using the initial cost information from the strategic plan as a guide in the development of the rebudget. The PGC then expected that all costs would be assigned to the Strategic Plan by July 1, 2003, and could be used by the PGC Budget Analyst in developing the Commission's FY 2004-05 budget in the fall of 2003.

For the reasons previously discussed, this did not occur and a link between the PGC Strategic Plan and the annual budget has not yet been established. The Commission has also not developed the "unfunded needs" list that PGC officials

described to us in 2003 as being part of their planned linkage of the Plan to the budget.

The Strategic Plan is a list of all the activities the PGC needs to take to meet their goals and the costs associated with those tasks. In any given year, the cost to perform all those activities could exceed the available revenues to the Commission. As such, certain objectives may not be fully funded and implemented in that year, as activities and/or programs will have to be reduced or eliminated to reduce costs. In 2003, the PGC Executive Director stated that in years in which available funding is not adequate to fully implement the Strategic Plan, he would meet with senior staff to decide what activities are the critical priorities for the agency and what activities can be delayed. Those activities that cannot be funded form the basis of an "unfunded needs" list.

The maintenance of such a list, which first requires having a Strategic Plan in place, becomes a management tool for the agency. The list provides the Commission with a quantifiable record of activities that cannot be accomplished with existing revenues. Moreover, this list can be used to demonstrate how much additional funding would be needed in order for the Commission to comply with its plan. Such a list could also prove useful in future discussions concerning the need for license increases and revenue augmentations.

### **C. Accountability and Performance Measurement System**

The General Assembly's 1998 amendments to the Game and Wildlife Code included the addition of several specific provisions related to accountability. Section 328(b) and (c) of the Code provide as follows:

(b) Program Accountability - The Commission shall require program accountability of its various functions through program performance measurement in accordance with its Strategic Plan.

(c) Financial Accountability - The Commission shall improve the financial accountability of its various functions through performance measurement in accordance with its Strategic Plan.

To comply with these requirements, the PGC would have to establish a formal performance measurement system that could be linked to the Strategic Plan. Because the Strategic Plan could not unilaterally impose this mandate, ensuring that a performance measurement and accountability system was put in place required action by the PGC Executive Director.

At that time in January 2003, the former Executive Director told us that his intent was to establish criteria for measuring program performance. Once this was

accomplished, the Director stated that programs would be monitored and evaluated based on the adopted program measures. Annual budget requests were to quantify program performance of the prior budget year, and planned program measurements for the current year and planning years. Under the planned policy described by the Executive Director, bureau directors would be required to measure performance on a quarterly basis. At year-end, quarterly performance reports were then to be consolidated into an annual performance measurement report for the agency as a whole.

The policy regarding quarterly and annual performance measurement reporting was apparently never developed and communicated to agency staff. The former Strategic Planner (who was then acting as the PGC's Director of the Bureau of Administrative Services) did, on several occasions, however, attempt to compile "strategic plan measurements." Through memoranda sent to agency bureau directors, the Director of Administration requested that reports be compiled assessing output and outcome measures for strategic objectives in their areas of responsibility.

This process did not proceed smoothly and, in many cases, responses were not timely necessitating further communications between the Director of Administration and individual bureau directors. When provided, the quality of the measurement data in the responses was uneven and suggested that at least some of the bureau directors did not have a uniform understanding of, or appreciation for, the need to have a performance measurement system tied to the Strategic Plan. The current PGC Executive Director stated that he plans to operate a performance measurement system that incorporates both in-person briefings and written progress reports on a regular basis.

The Game and Wildlife Code further requires that the PGC, through its Executive Director, is to submit an annual written report on program and financial accountability to the House and Senate Game and Fisheries Committees. Such reports are due no later than January 31 of each year. The Commission is also to be available to meet with and provide testimony on these subjects on an as-requested basis. The PGC provided its 2005 report to the Committees on January 31, 2006, and appeared at a legislative hearing on February 9, 2006.

#### **D. Law Enforcement Accountability and Relationship With the Public and Licensees**

##### **Law Enforcement Complaint System**

Act 1998-166 requires the PGC to maintain a system to respond to citizen complaints against Wildlife Conservation Officers and Deputies. The PGC is to report annually not later than January 31 to the General Assembly on the number and nature of complaints received. The act specifically states that:

The commission shall maintain a system to respond to citizen complaints against wildlife conservation officers and deputy wildlife conservation officers. The commission shall release information relating to the number and nature of complaints received on at least an annual basis.

The Commission may release further information related to the nature of complaints, provided that the release of such information is not prohibited or restricted by any contract, regulation, order of court, or statute to the contrary.

A PGC manual establishes operating guidelines for the citizen complaint system and states that the PGC's policy is to "appropriately, accurately, objectively, and consistently investigate complaints concerning violations of professional standards or misconduct; take appropriate action when warranted; and provide timely conclusions regarding those allegations." The manual is to be reviewed and revised as necessary, initially after 12 months and then at least once every two years.

The Professional Responsibility and Internal Affairs Coordinator (PRIAC) at the PGC has primary responsibility for the employee complaint system. This task is now performed by the Deputy Executive Director.

The complaint system works as follows: A preliminary complaint comes into the system through a letter, a telephone call, or in person. If this initial contact is not in writing, PGC asks the complainant to submit a written complaint verification form. After a verified complaint is received, the PGC sends a confirmation letter of receipt and sends a Notice of Complaint to the PGC employee who is the subject of the investigation to inform the employee of the incident under investigation.

The PRIAC, with assistance from pertinent bureau and regional directors, determines the nature and severity of the complaint. The PRIAC then assigns a case number, creates a case file, and designates an investigator. The investigator contacts the complainant and the employee to verify the information in the complaint and, if necessary, to gather more information. The case file that is created is to be used by the PGC to document the types and numbers of complaints received against employees and volunteers.

During the process, the PRIAC may contact the employee's supervisor, the Executive Director, and the Chief Counsel if necessary for guidance. The entire process is to occur within 45 days, although it may be extended in certain situations to gather more information.

The complainant is sent a final letter explaining the case disposition. This letter does not disclose specific details of any corrective action taken against the employee or volunteer but does state whether action has been taken or is planned as a result of the investigation. The agency employee also receives a copy of the final disposition letter once the matter is resolved. If necessary, the PGC's personnel division will be notified of action it must take.

As of January 2006, the fundamentals of the complaint process remained the same as they were when we examined the PGC in 2000 and 2003. The PGC did not maintain annual summaries of citizen complaints during 2000 and 2001. The newly appointed PRIAC has, however, resumed the compilation of such an annual summary, which provides documentation as to the types and numbers of complaints received against employees and volunteers. A classification of the 44 complaints filed during CYs 2003-2005 is presented on Table 2 below.

Table 2

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**Citizen Complaints Made Against PGC Employees, by Type**  
(Filed During CYs 2003-2005)

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<u>Complaint Type</u>	<u>Number</u>
Unprofessional Conduct .....	25
Methods of Investigation.....	7
Intimidation/Harassment.....	3
Personal Issues .....	2
Questions Officers Decision to Cite.....	2
Damage to Property.....	1
Dissatisfied With Results of Investigation.....	3
Misuse of Equipment .....	<u>1</u>
Total .....	44

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Source: Developed by LB&FC staff using information obtained from the PGC's Professional Responsibility and Internal Affairs Coordinator.

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Using the process described earlier in this section, the PRIAC and other PGC officials and staff investigate each complaint and arrive at a complaint disposition. We requested information from the PGC on the disposition of all complaints received through this system for the past three years.

As shown on Table 3, the PGC has on record a total of 44 complaints being received from 2003 through 2005. The disposition of these complaints is shown below

Table 3

**Disposition of Complaints Filed Against PGC Employees**  
(2003 Through 2005)

<u>Complaint Disposition:</u>	<u>2003</u>	<u>2004</u>	<u>2005</u>
Unfounded.....	4	3	0
Exonerated.....	8	8	4
Not Sustained.....	1	1	2
Sustained.....	2	7	2
Resolved.....	0	1	1
Withdrawn by Complainant.....	0	0	0
Dismissed for No Verification.....	0	0	0
Pending Verification.....	0	0	0
Investigation Stage.....	<u>0</u>	<u>0</u>	<u>0</u>
Total.....	15	20	9

Source: Developed by LB&FC staff using information obtained from the PGC's Professional Responsibility and Internal Affairs Coordinator.

A regional breakdown of complaints filed during 2005 is as follows: Northwest Region (2); Southwest Region (2); Northcentral Region (2); Southcentral Region (1); Northeast Region (2); Southeast Region (0); and Central Office (0).

### **Relationship With the Public and Licensees**

The Game and Wildlife Code, 34 Pa. C.S.A. §328(a) requires the Game Commission to implement policies and programs to improve its relationship with the general public and with its licensees in accordance with its Strategic Plan. While scientific data must be used to guide its various wildlife management plans, PGC actions during the study period reflect a corresponding recognition of the obligation the Commission has to seek and incorporate public and licensee input into its operations.

The PGC reports, however, that, due to budgetary constraints, some of the methods used in the past to gather public input have had to be discontinued. For example, printing, postage, and data entry costs, as well as reduced travel budgets, have significantly impacted the agency's ability to conduct mailings, surveys, and public programs. PGC officials believe that they have been able to compensate by maximizing the use of the agency's website ([www.pgc.state.pa.us](http://www.pgc.state.pa.us)). For example, as described further below, the PGC has posted draft management plans on the website for public review and comment.

The following are examples of actions taken by the PGC over the past three years to enhance public input and outreach.

- As referenced above, the PGC has increased its efforts to include public input in the management plans developed for the various wildlife species

(e.g., for bear, wild turkey, and elk), including the posting of draft management plans for review and comment. PGC officials report that by incorporating e-mail links for comments into these web pages, gathering and directing public input to program biologists and other appropriate staff has been streamlined and, from a customer-service perspective, those offering public comments have been saved time and money by being able to submit comments online.

- In August 2005, the PGC asked the public for input on ways to resolve human-deer conflicts in urban/suburban areas, as well as for suggestions on how to address the unique challenges of urban/suburban deer management. The Commission received more than 500 comments, which were reviewed and are being considered for inclusion in an urban/suburban deer management plan, which will be issued in 2006.
- Consistent with the approved deer management plan, a pilot Citizens Advisory Committee (CAC) concerning deer management goals is underway in Wildlife Management Unit 4B. In 2005, the citizen advisory task force pilot program was developed, a list of potential committee members was compiled and a staff orientation session was completed. The first committee meeting was to be held on February 1, 2006. This is a cooperative effort with the Bureau of Management Consulting, which is providing facilitation services. Based on what the agency learns from the CAC process, adjustments may be made and similar advisory committees may be formed for other wildlife management units.
- The Game Commission and waterfowl hunting organizations jointly hold the annual "Waterfowl Symposium." Following the symposium, public comments are accepted via e-mail from early July through the first week of August. PGC staff then reviews comments as season and bag limits for waterfowl and migratory game birds are developed.
- In conjunction with the Pennsylvania Fish and Boat Commission, the PGC is developing a "Comprehensive Wildlife Conservation Strategy," a requirement for the continued receipt of federal State Wildlife Grants Program (SWG) funding.<sup>1</sup> The agencies sought input from various conservation stakeholders during this process.
- In 2005, the agency issued 145 news releases statewide. For comparison, there were 121 news releases issued statewide in 2004; 118 in 2003; and 117 in 2002. In addition to expanding their number, the PGC has sought to expand the types and content of the releases. Feature news releases on trapping, wildlife nuisance control, bald eagle recovery, a fisher

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<sup>1</sup>In 2001, Congress created the State Wildlife Grants (SWG) program to support state fish and wildlife agencies in conserving low and declining populations of fish and wildlife. A significant requirement of the SWG program, which emphasizes endangered species prevention, is that each state must produce a Comprehensive Wildlife Conservation Strategy (CWCS) and submit it for U.S. Fish and Wildlife Service approval.



reintroduction update, and deer research are part of some of the newer offerings. In addition, the agency reports that it has increased the number of news releases on upcoming seasons, food conditions, and wildlife sightings reports to provide more useful information to hunters and trappers.

- Several new video productions have been provided to PGC officers in the field for presentation to school groups, sportsmen's clubs, and other interested organizations. Subjects include history and duties of the Game Commission; the agency's State Game Land habitat work; the bobcat research program; and the bald eagle reintroduction program and recovery.
- The PGC worked with a local television station in the production of a week-long "Target on Hunting" series, which was packaged and broadcast as a half-hour special.

## V. PGC Financial Profile

The Pennsylvania Game Commission is a self-supporting agency that does not receive any funding from state tax revenues. Commission operations, which in FY 2004-05 cost \$66,319,814, are financed entirely from the Game Fund. This section provides information on PGC revenues and expenditures and the financial condition of the Game Fund. The revenue and expenditure analyses focus on the three fiscal years since the last LB&FC audit in FY 2001-02, while the information presented on the Game Fund financial condition reflects a longer-range historical perspective.

### A. Revenues

Game Commission revenues are derived from licenses and fees, timber sale revenues, other miscellaneous revenues, fines and penalties, and augmentations. All receipts from these sources are deposited into the Game Fund, a separate special fund within the state's accounting structure. As shown on Table 4 below, total annual revenues averaged \$63.5 million in FYs 2001-02 through 2003-04. PGC revenues in FY 2004-05 were \$73,866,981, an increase of \$10,244,650, or 16.1 percent over the prior year.

Table 4

**PGC Revenue Summary, by Major Source Categories**  
(FY 2001-02 Through FY 2004-05)

	<u>FY 2001-02</u>	<u>FY 2002-03</u>	<u>FY 2003-04</u>	<u>FY 2004-05</u>
Licenses and Fees:				
Amount	\$37,116,318	\$37,702,696	\$38,104,556	\$38,917,882
% of Total	58.6%	59.5%	59.9%	52.7%
Miscellaneous Revenues:				
Amount	\$16,214,991	\$16,227,443	\$12,855,980	\$23,433,768
% of Total	25.6%	25.6%	20.2%	31.7%
Augmentations:				
Amount	\$ 8,751,300	\$ 7,923,715	\$11,167,826	\$10,195,875
% of Total	13.8%	12.5%	17.6%	13.8%
Fines and Penalties:				
Amount	\$ 1,287,629	\$ 1,509,345	\$ 1,493,970	\$ 1,319,457
% of Total	2.0%	2.4%	2.3%	1.8%
Total Revenues:				
Amount	\$63,370,238	\$63,363,199	\$63,622,332	\$73,866,982
% of Total	100.0%	100.0%	100.0%	100.0%

Note: See Appendix A for a detailed breakdown of these revenue categories, by source.

Source: Developed by LB&FC staff using information obtained from the Pennsylvania Game Commission.

## Licenses and Fees

Revenues from licenses and fees have traditionally been the Game Commission's major source of revenue. The Commission charges fees in the 35 different license categories listed on Table 5.

Table 5

### PGC License Categories and Associated Fees (As of January 2006)

<u>License Category</u>	<u>Fee</u>	<u>License Category</u>	<u>Fee</u>
Junior Resident Hunting .....	\$ 5	Junior Nonresident Combination <sup>a, b</sup> .....	\$ 50
Junior Resident Combination <sup>a, b</sup> .....	8	7-Day Nonresident Small Game .....	30
Adult Resident Hunting .....	19	Junior Resident Furtakers <sup>b</sup> .....	5
Senior Resident Hunting .....	12	Adult Resident Furtakers <sup>b</sup> .....	19
Senior Lifetime Resident Hunting .....	50	Senior Resident Furtakers <sup>b</sup> .....	12
Senior Lifetime Resident Combination <sup>a, b</sup> .....	100	Senior Lifetime Resident Furtaker <sup>b</sup> .....	50
Resident Bear Hunting .....	15	Adult Nonresident Furtaker .....	80
Nonresident Bear Hunting .....	35	Junior Nonresident Furtaker .....	40
Resident Antlerless Deer <sup>c</sup> .....	5	Resident Migratory Game Bird Hunting .....	2
Nonresident Antlerless Deer .....	25	Nonresident Migratory Game Bird Hunting .....	5
Resident Archery Deer .....	15	Owners/Possessors of Land Open to Public Hunting. ..	3
Nonresident Archery Deer .....	25	Resident Disabled Veteran Hunting or Furtaker .....	0
Resident Muzzleloader Deer .....	10	Replacement License <sup>d</sup> .....	5
Nonresident Muzzleloader Deer .....	20	Resident Elk <sup>e</sup> .....	25
Adult Nonresident Hunting .....	100	Nonresident Elk <sup>e</sup> .....	250
Junior Nonresident Hunting .....	40	Issuing Agent Fee for each license listed above <sup>f</sup> .....	1
Resident Military, PA National Guard, Reserves, and former POWs Hunting .....	1	Resident Special Wild Turkey <sup>g</sup> .....	20
		Nonresident Special Wild Turkey <sup>g</sup> .....	40

<sup>a</sup>Includes hunting, furtaking, archery, and muzzleloader.

<sup>b</sup>Persons with a resident furtaker license are eligible to submit a \$5 bobcat permit application. Of these applicants, PGC holds an annual random drawing to select the individuals who may harvest a bobcat.

<sup>c</sup>Includes resident military, resident disabled veteran, and landowner.

<sup>d</sup>Antlerless deer licenses shall be replaced by county treasurers only.

<sup>e</sup>Beginning in FY 2001-02, all individuals with a hunting license were able to pay a \$10 application fee for a chance to receive an elk hunting license. A random drawing was held, and those applicants selected paid the pertinent fee for the elk hunting license. Beginning in FY 2003-04, applicants, through a preference point system, will be included in the drawing until the applicant is successfully drawn and issued a license.

<sup>f</sup>For those license sales made on-line or through PGC offices, the issuing agent fee is paid directly to the PGC.

<sup>g</sup>Becomes effective if the Commission establishes a two-bird bag limit for the spring gobbler season. Granted licenses are valid only during the spring gobbler season for harvesting a spring gobbler.

Source: Developed by LB&FC staff from the PA Game and Wildlife Code and PA Game Commission.

The last general increase in license fees took effect on July 1, 1999, pursuant to the provisions of Act 1998-166. Prior to that time, an increase in license fees had not occurred since FY 1985-86. (As discussed further in Section V, Commission officials have communicated to the General Assembly a need for a further increase in license fees.)

Since the last license fee increase, the PGC has added four new license categories for limited bobcat and elk seasons. In FY 2000-01, the PGC opened limited hunting of bobcats, the first in nearly 30 years. Persons with a resident furtaker license, a junior resident combination license, a junior nonresident combination license, or a senior lifetime resident combination license were eligible to apply for a chance to receive the permit. The bobcat application fee was \$5. Of those persons who applied for a permit, a limited number of names were randomly drawn for the award of a bobcat permit. The PGC reports that it plans to continue a limited bobcat season each year as long as the Commission's wildlife managers determine it can be done on a sustainable population basis.

Also, in FY 2001-02, the Game Commission authorized the hunting of elk for the first time in 70 years. For a \$10 fee, any resident or nonresident was eligible to apply for an elk license. From those who applied, a limited number of names were randomly drawn to receive the license. All applicants drawn were required to purchase a general hunting license prior to purchasing their elk license. Pennsylvania residents paid a \$25 fee for a resident elk license; nonresidents paid a \$250 license fee. The PGC plans to continue holding an elk hunt each year so long as this hunt forwards the Commission's elk management objectives.

The PGC has also added a Deer Management Assistance Program (DMAP) Harvest Permit for both residents and non-residents. Beginning on July 1, 2003, landowners could enroll their land in DMAP, a program that is designed to help landowners manage deer on their properties. Under this program, coupons are issued to the landowners at a rate of one coupon for every five acres in agricultural operations or one coupon for every 50 acres for all other landowners. Landowners are then able to make these coupons available to hunters who can redeem them for a DMAP antlerless deer permit to hunt on the property for which the coupon is issued. The permit costs \$6 for resident hunters and \$26 for non-resident hunters.

Revenues from licenses and fees totaled \$38,917,882 in FY 2004-05, an overall increase of 2.1 percent over the prior year level. More than one-third of the revenues generated in this category came from Resident Hunting license fees. Revenues from this source were down slightly in FY 2004-05. (See Table 6.)

## Total 6

**PGC License and Fee Revenues, by Source**  
(FY 2003-04 and FY 2004-05)

<u>Revenue Source</u>	<u>FY 2003-04</u>	<u>FY 2004-05</u>	<u>% Increase (+)/ Decrease (-)</u>
Resident Hunting.....	\$14,279,570	\$14,178,246	-0.7%
Nonresident Hunting.....	6,456,786	6,801,777	+5.3
Antlerless Deer.....	4,541,876	4,305,911	-5.2
Archery.....	3,997,780	4,057,483	+1.5
Muzzleloader.....	1,770,813	1,918,413	+8.3
Resident Bear License.....	1,784,005	1,902,373	+6.6
Nonresident Antlerless Deer.....	838,634	895,370	+6.8
Right-of-way Licenses.....	470,355	699,736	+48.8
Senior Resident Hunting.....	470,885	445,499	-5.4
Resident Furtaker - Adult.....	407,841	436,449	+7.0
Resident Junior Combination.....	409,606	428,709	+4.7
Nonresident Archery.....	392,333	400,068	+2.0
Special Game Permits.....	325,124	359,691	+10.6
Resident Senior Lifetime Combination.....	264,461	300,367	+13.6
Resident Hunting -Jr.....	273,800	268,858	-1.8
Migratory Game Bird License.....	233,644	225,803	-3.4
Nonresident Muzzleloader.....	194,588	223,958	+15.1
DMAP Harvest Permit - Residents.....	140,169	193,845	+38.3
Nonresident Bear License.....	146,154	171,189	+17.1
Senior Resident Lifetime.....	143,414	165,229	+15.2
Elk License Application.....	143,655	132,280	-7.9
Nonresident Hunting -Jr.....	156,499	129,217	-17.4
Nonresident 7 day Hunting.....	80,572	78,216	-2.9
Nonresident Junior Combination.....	39,058	49,022	+25.5
DMAP Harvest Permit - Non-Resident.....	0	45,578	+100.0
Nonresident Migratory Game Bird.....	26,235	28,434	+8.4
Nonresident Furtaker - Adult.....	21,332	22,881	+7.3
License Agents Issue Fees.....	53,474	16,275	-69.6
Bobcat Permit Application.....	15,866	16,165	+1.9
Resident Furtaker - Sr.....	10,705	8,649	-19.2
Landowner Hunting License.....	7,394	6,764	-8.5
Resident Furtaker - Jr.....	2,474	2,244	-9.3
Nonresident Elk.....	2,625	1,000	-61.9
Resident Elk.....	2,286	900	-60.6
Nonresident Furtaker -Jr.....	412	721	+75.0
Senior Lifetime Furtaker.....	132	357	+169.9
Resident Military Personnel Hunting.....	0	205	+100.0
<b>Total Licenses and Fees.....</b>	<b>\$38,104,556</b>	<b>\$38,917,882</b>	<b>+2.1%</b>

Source: Developed by LB&FC staff using information obtained from the PA Department of Revenue's "Report of Revenue and Receipts," month ending June 30, 2004 and 2005.

## Miscellaneous Revenues

Revenues from miscellaneous sources contribute a substantial portion of the PGC's funding. Table 7 shows that total revenues from all miscellaneous categories rose by 82.3 percent between FY 2003-04 and FY 2004-05, from \$12,855,980 to \$23,433,768. The sale of timber and wood products, which is the largest single source of miscellaneous revenue, accounted for much of this increase. Other miscellaneous revenue categories include interest income, rental and royalty income from gas and oil leases, *Game News* sales, the sale of coal, and the sale of merchandise, such as waterfowl stamps, waterfowl art prints, wildlife promotional publications and materials, and maps.

Table 7

<b>PGC Miscellaneous Revenues, by Source</b> (FY 2003-04 and FY 2004-05)			
<u>Revenue Source</u>	<u>FY 2003-04</u>	<u>FY 2004-05</u>	<u>% Increase (+)/ Decrease (-)</u>
Sale of Timber/Wood Products .....	\$ 7,383,012	\$14,901,798	+101.8
Gas/Oil Rental/Royalties .....	1,770,938	2,926,811	+65.3
Sale of Coal.....	292,803	2,686,520	+817.5
Interest Income .....	1,725,109	1,363,505	-21.0
Sale of Game News .....	696,096	757,626	+8.8
Wildlife Promotional Pubctns & Materials.....	274,308	319,202	+16.4
Working for Wildlife Non-Game Fund.....	130,767	154,314	+18.0
Other Miscellaneous Revenue .....	203,327	90,450	-55.5
Oil and Gas Recovery Support.....	216	58,464	a/
Sale of Stone, Sand, Gravel & Limestone .....	54,673	36,669	-32.9
Sale of Skins and Guns.....	34,521	32,459	-6.0
Waterfowl Art Prints .....	18,859	27,507	+45.9
Refunds of Expenditures .....	35,298	18,709	-47.0
Waterfowl Stamp Sale.....	21,086	17,518	-16.9
Redeposit of Checks .....	(1,798)	9,098	+606.1
Sale of Centennial Items .....	16	8,100	a/
Hunter Trapper Education Replacement.....	0	6,810	+100.0
Sale of Grain and Hay .....	12,868	5,826	-54.7
Rental of State Property .....	15,772	5,000	-68.3
SPORT Prom. Publications .....	6,255	4,088	-34.6
Sale of Maps .....	4,866	1,676	-65.6
Sale of Nonusable Property .....	16,129	1,063	-93.4
Middle Creek Visitors Center.....	20	599	a/
Migratory Bird Harvest Info Card Program .....	30	6	-80.0
Mineral Recovery Support.....	162,691	0	-100.0
Sales Tax .....	(1,882)	(49)	-97.4
<b>Total Miscellaneous Revenues .....</b>	<b>\$12,855,980</b>	<b>\$23,433,768</b>	<b>+82.3%</b>

<sup>a</sup>In this case, the percentage change is not provided because of the vast percentage difference between the two fiscal year figures shown.

Source: Developed by LB&FC staff using information obtained from the PA Department of Revenue's "Report of Revenue and Receipts," month ending June 30, 2004, and 2005.

**Sale of Timber and Wood Products.** Although an increasingly important funding source, the PGC does not manage its timber program for the purpose of generating revenue. As stated in the PGC Timber Management Program guidelines, timber management considerations are made first to provide a conducive environment for wildlife, and secondly to grow quality timber. The PGC manages its State Game Lands on a 100 year restoration cycle. Much of this land is not available for timber sales due to wildlife management concerns or because the land is not suitable for commercial timber management. PGC timber cuts are based on forest wildlife management plans prepared for each State Game Land.

The PGC generally projects about \$10 million in annual revenues from timber sales, but cannot control for market cost fluctuations or weather conditions. Table 8 presents the revenue generated from timber sales for FY 2001-02 through FY 2004-05.

Table 8

<b>PGC Timber Sales Revenues</b> (FY 2001-02 Through FY 2004-05)	
<u>Fiscal Year</u>	<u>Amount</u>
2001-02.....	\$12,307,643
2002-03.....	12,039,166
2003-04.....	7,383,012
2004-05.....	14,901,798

Source: Developed by LB&FC staff using information obtained from the PA Game Commission.

While timber sales remained steady in FY 2001-02 and FY 2002-03, they declined significantly in FY 2003-04. Revenues decreased by over \$4.6 million, or nearly 40 percent. PGC officials attributed this decline in timber sales to wet weather during much of the year that prevented many operators from harvesting timber. During FY 2004-05, timber sales revenues recovered to nearly \$15.0 million. One factor in this doubling of timber revenue is that weather conditions allowed operators to harvest the timber that could not be harvested in the prior year. Additionally, several two-year contracts were implemented in the first year, FY 2004-05, to take advantage of the good weather. This means that PGC received the money in the first year of the contract. The PGC predicts that timber revenues will level to \$10.0 million in FY 2005-06 since some of these two-year contracts have been exercised.

**Sale of Coal.** As is the case with timber sales, decisions regarding the sale of coal are based on wildlife management plans developed for each State Game Land. Revenue from the sale of coal remained relatively consistent for the three years under review: \$305,183 in FY 2001-02, \$498,976 in FY 2002-03, and \$292,803 in FY 2003-04. However, in FY 2004-05, revenue from the sale of coal increased sharply to \$2,686,520 due to what PGC officials described as a "one-time only" advanced

coal royalty payment of \$2.0 million. They do not anticipate such significant advanced payments in the near future, and as such, revenues from the sale of coal are expected to return to the rate of prior years (in the \$300,000 to \$500,000 range) in FY 2005-06.

**Gas and Oil Rentals and Royalties.** The Game Commission operates a program under which the mineral rights on State Game Lands may be leased for exploration and drilling. Under this authorization, the Bureau of Land Management administers an oil and gas leasing program. Rental payments are paid to the PGC by the lessee for the leased State Game Lands. Royalties are paid to the Commission once oil and gas are produced at an adequate rate. Recently, the PGC has acquired new land expressly for the purpose of the mineral rights.

Revenues from gas and oil rentals and royalties have steadily increased each year since FY 2001-02. Table 7 presents the revenue generated from oil and gas leases for FY 2003-04 and FY 2004-05. Between these two fiscal years, revenues from this source increased by 65.3 percent to \$2,926,811. PGC officials state an increase in overall market conditions has resulted in increasing revenues from oil and gas rentals and royalties in recent years.

**Mineral Recovery Support.** The PGC collects monies from coal contractors for rehabilitation of wildlife habitat that was damaged as a result of contract activities on State Game Lands. In FY 2003-04, the PGC received \$162,691 in mineral recovery support, but received no such revenues in FY 2004-05. Variances are expected in this category depending on the extent of wildlife damage done in any given year. No payments were due for such damage in FY 2004-05.

**Oil and Gas Recovery Support.** The PGC also collects monies from oil and gas contractors to rehabilitate wildlife habitat that was damaged as a result of contract activities on State Game Lands. The amounts collected in recent years are shown on Table 7. In FY 2004-05, the PGC received \$58,464. The rate at which monies are received from oil and gas contractors depends on the damages incurred in any given year. In FY 2004-05, a one-time payment was received for timber impacts.

## **Augmentations**

The Game Commission also receives both federal and nonfederal monies that augment the Game Fund. The Commission's primary source of augmentations is federal reimbursements under the Pittman-Robertson Act. Federal funds from this source are derived from an excise tax on sporting arms, ammunition, and archery equipment, and are administered by the U.S. Fish and Wildlife Service. Table 9 presents total augmentations for FY 2003-04 and FY 2004-05.



Table 9

**PGC Augmentation Revenues, by Source**  
(FY 2003-04 and FY 2004-05)

<u>Revenue Source</u>	<u>FY 2003-04</u>	<u>FY 2004-05</u>	<u>% Increase (+)/ Decrease (-)</u>
Federal Reimbursements.....	\$10,495,604	\$ 9,533,781	-9.2%
CCC Farm Bill .....	0	150,000	+100.0
PENNDOT Reimb. For Road-Killed Deer.....	132,630	128,877	-2.8
Sale of Vehicles .....	170,605	105,686	-38.1
PA Conservation Corps.....	164,289	94,982	-42.2
PENNDOT Reimb. - Canoe Creek .....	0	60,557	+100.0
Donations .....	85,702	42,522	-50.4
Purchasing Card Rebate .....	25,790	31,882	+23.6
Becoming an Outdoors Woman .....	19,749	20,673	+4.7
Endangered Species Program .....	3,660	16,438	+349.1
PENNDOT Reimb. -Env. Assessments.....	69,316	13,219	-80.9
Wildlife Cons. Stamp--Habitat Improvement .....	481	(2,742)	-670.0
<b>Total Augmentations.....</b>	<b>\$11,167,826</b>	<b>\$10,195,875</b>	<b>-8.7%</b>

Source: Developed by LB&FC staff using information obtained from the PA Department of Revenue's "Report of Revenue and Receipts," month ending June 30, 2004 and 2005.

Donations made to the PGC by private organizations and individuals and public organizations are also credited to the augmentation category. Donations are placed in the Game Fund either for general unspecified use or are designated for a specific purpose. Donations amounted to \$85,702 in FY 2003-04, but decreased by 50.4 percent to \$42,522 in FY 2004-05. While it appears that annual donations to the PGC have declined in recent years, PGC officials explained that PENNDOT reimbursements (for the costs of removing road-killed deer from state highways) were erroneously credited to the "donations" category prior to FY 2004-05. PGC officials state that this accounting transaction has been corrected for FY 2004-05 and forward. Other augmentations include revenues from the sale of vehicles and reimbursements for expenses incurred on PA Conservation Corps projects.

### **Fines and Penalties**

Monies collected for violations of the Game and Wildlife Code are also deposited into the Game Fund. In FY 2004-05, revenues from this source totaled \$1,319,457. Fines range from \$25 for a summary offense of the eighth degree to a maximum of \$10,000 for a misdemeanor of the first degree. Act 1996-184 amended the Code to provide for an additional penalty for poaching. Specifically, a person who illegally poaches any big game or threatened or endangered species must pay a poaching fine of \$200 in addition to any other penalties imposed. In FY 2004-05, the Game Commission received \$8,743 in income from poaching fines. (See Table 10.)

Table 10

**PGC Revenues From Fines and Penalties**  
(FY 2003-04 and FY 2004-05)

<u>Revenue Source</u>	<u>FY 2003-04</u>	<u>FY 2004-05</u>	<u>% Increase (+)/ Decrease (-)</u>
Game Law Fines.....	\$1,486,102	\$1,310,714	-11.8%
Game Law Fines – Poaching .....	<u>7,868</u>	<u>8,743</u>	+11.1
Total Fines and Penalties .....	\$1,493,970	\$1,319,457	-11.7%

Note: Act 2003-63 amended the Game and Wildlife Code to change the range of fines for summary offenses, as follows:

	<u>Prior Fine</u>	<u>Current Fine</u>
S1* .....	\$800	\$500 - \$1,500
S2 .....	\$500	\$300 - \$800
S3 .....	\$300	\$200 - \$500
S4 .....	\$200	\$100 - \$300
S5 .....	\$100	\$75 - \$200
S6 .....	\$ 75	\$50 - \$100
S7 .....	\$ 50	\$25 - \$75
S8 .....	\$ 25	\$25

\*S1 = Summary Offense of the first degree, etc.

Source: Developed by LB&FC staff using information obtained from the PA Department of Revenue's "Report of Revenue and Receipts," month ending June 30, 2004, and 2005.

## B. Expenditures

### PGC Spending Authority

The Game and Wildlife Code, 34 Pa.C.S.A. §522, states that all monies in the Game Fund are "hereby appropriated to the Commission and may be expended only for the purposes authorized under this title." It additionally establishes the following procedure for expenditures from the Game Fund:

The commission shall submit to the Governor, for approval or disapproval, estimates of the amount of moneys to be expended from the Game Fund. The State Treasurer shall not honor any requisition for expenditure of any moneys in excess of the amount approved by the Governor. Moneys in the Game Fund shall be paid out upon warrant of the State Treasurer drawn after requisition by the director of the commission.

This spending authority is granted to the PGC through executive authorizations issued by the Governor's Office of the Budget and through the rebudget process.<sup>1</sup>

<sup>1</sup>The term "rebudget process" refers to the method by which the Office of the Budget allocates federal funds and augmenting revenues to a state agency.

## Expenditure Classifications

The PGC classifies its expenditures into three categories: (1) organizational units; (2) report groups; and (3) major and minor objects. In FY 2004-05, the PGC's total expenditures amounted to \$66,319,814, a decrease of 5.9 percent from the prior fiscal year.

**Expenditures by Organizational Unit.** The Game Commission organizational structure includes an Executive Office and six bureaus, one each for Land Management, Law Enforcement, Administrative Services, Wildlife Management, Information and Education, and Automated Technology Services.

Spending by each bureau and the Executive Office is summarized below for FY 2001-02 through FY 2004-05. As shown, Land Management and Law Enforcement combined account for over half of all Commission spending. (See Table 11.)

Table 11

<b>PGC Expenditures, by Organizational Unit</b> (FY 2001-02 through FY 2004-05)					
<u>Organizational Units</u>	<u>FY</u> <u>2001-02</u>	<u>FY</u> <u>2002-03</u>	<u>FY</u> <u>2003-04</u>	<u>FY 2004-05</u>	
				<u>Amount</u>	<u>% of Total</u>
Land Management.....	\$29,029,981	\$27,685,038	\$28,282,364	\$25,384,200	38.3%
Law Enforcement.....	13,416,185	14,627,572	15,337,827	13,988,923	21.1
Wildlife Management .....	6,956,190	7,800,709	9,405,644	9,452,179	14.3
Administration .....	7,212,982	6,632,847	7,882,265	9,053,860	13.7
Information and Education..	4,881,527	4,413,269	4,201,127	3,628,606	5.5
Executive Office.....	3,803,578	3,386,890	3,129,728	2,724,538	4.1
Automated Tech. Services .	<u>2,204,589</u>	<u>2,027,444</u>	<u>2,234,451</u>	<u>2,087,509</u>	<u>3.1</u>
Total <sup>a</sup> .....	\$67,505,032	\$66,573,769	\$70,473,406	\$66,319,815	100.0%

<sup>a</sup>May not add due to rounding.

Source: Developed by LB&FC staff using information obtained from the PA Game Commission.

**Expenditures, by Report Group.** The Game Commission also records its expenditures into "report group" classifications which are specific to PGC programs and activities. The amounts expended in the various PGC report groups in FY 2004-05 are shown on Table 12 and are compared to prior year spending levels. "General Administration" is the largest single report group accounting for nearly 18 percent of total FY 2004-05 expenditures. At \$11,838,926, "General Administration" costs increased by 13.1 percent over FY 2003-04.

Other major report group categories include "General Law Enforcement" (\$7,507,537); "Game Lands Construction and Maintenance" (\$5,545,768); Forest Management (\$3,302,702); and "Land Acquisition" (\$3,072,641). Together with

Table 12

**PGC Expenditures, by Report Group**  
(FY 2003-04 and FY 2004-05)

Report Group	FY 2003-04	FY 2004-05		
		Amount	Percent of Total	Inc(+)/Dec(-)
General Administration.....	\$10,471,369	\$11,838,926	17.9%	+13.1
General Law Enforcement.....	7,601,549	7,507,537	11.3	-1.2
Game Lands Construction and Maintenance .....	5,670,670	5,545,768	8.4	-2.2
Forest Management .....	3,143,204	3,302,702	5.0	+5.1
Land Acquisition .....	3,882,401	3,072,641	4.6	-20.9
Land Management Administration.....	2,819,588	2,808,508	4.2	-0.4
Game Farm Operations.....	2,774,563	2,701,706	4.1	-2.6
Personnel Costs .....	8,410,181	2,586,235	3.9	-69.2
Auto Acquisition, Maintenance, Credit Card Cost.....	1,922,870	2,576,205	3.9	+34.0
Executive Office .....	1,971,620	2,471,906	3.7	+25.4
State Wildlife Grants.....	1,538,717	1,923,490	2.9	+25.0
Public Services.....	2,440,052	1,901,977	2.9	-22.1
Agency Purchasing .....	1,007,460	1,697,458	2.6	+68.5
Herbaceous Openings.....	1,541,976	1,627,431	2.5	+5.5
Cons. Reserve Enhancement Program (CREP).....	1,274,795	1,618,687	2.4	+27.0
Forest Wildlife Research Program.....	1,345,253	1,351,789	2.0	+0.5
Licensing Program .....	1,390,152	1,171,961	1.8	-15.7
Training Costs .....	1,062,541	1,105,036	1.7	+4.0
Publications.....	1,284,519	1,092,333	1.6	-15.0
Office Maintenance and Services.....	735,951	1,015,497	1.5	+38.0
Wildlife Research Support Services .....	1,283,948	989,946	1.5	-22.9
Public Access Program .....	1,119,409	766,442	1.2	-31.5
Hunter-Trapper Education Program .....	763,233	697,483	1.1	-8.6
Data Center Operations.....	528,687	635,782	1.0	+20.3
Food Producing Improvements .....	568,577	518,288	0.8	-8.8
Howard Nursery Management.....	469,422	504,061	0.8	+7.4
Desktop Computing.....	510,942	463,906	0.7	-9.2
Environmental Review Program .....	264,323	455,915	0.7	+72.5
Migratory Game Bird & Waterfowl Resch. Prgms.....	374,968	378,714	0.6	+1.0
Audio-Visual Program .....	236,288	238,011	0.4	+0.7
Endangered/Threatened/Nongame Wdlfe Mgt. Pgm..	0	228,665	0.3	+100.0
Shooting Range Construction and Maintenance .....	244,284	217,648	0.3	-10.9
Furbearer and Farmland Research Program.....	331,866	187,498	0.3	-43.5
Computer Mainframe Application .....	183,917	186,224	0.3	+1.3
Flood Related Costs.....	573	178,607	0.3	a/
Data Communications Networking .....	227,580	170,135	0.3	-25.2
Wildlife Health Activities .....	72,323	125,270	0.2	+73.2
GIS Administration and Support.....	82,641	124,004	0.2	+50.1
Public Works Program.....	78,662	117,788	0.2	+49.7
Assisting Other Agencies .....	66,152	52,915	0.1	-20.0
Warehousing .....	39,298	42,227	0.1	+7.5
Law Enforcement Program Mgt and Planning .....	77,418	32,076	b/	-58.6

**Table 12 (Continued)**

<u>Report Group</u>	<u>FY 2003-04</u>	<u>Amount</u>	<u>FY 2004-05</u>	
			<u>Percent of Total</u>	<u>Inc(+)/Dec(-)</u>
800 Telephone Service .....	\$ 962	\$ 26,168	b/	a/
Bowhunter Education Program.....	16,054	23,462	b/	+46.1%
Endangered Species/Nongame Law Enforcement.....	18,422	20,411	b/	+10.8
Furtaker Education .....	0	14,924	b/	+100.0
Remedial Hunter Education Program.....	4,489	4,386	b/	-2.3
C.A.R.A. Activities .....	1,886	1,065	b/	-43.5
Comptroller Operations .....	366,512	0	0.0	-100.0
Wildlife Diversity Research Management Program ....	<u>251,139</u>	<u>0</u>	<u>0.0</u>	<u>-100.0</u>
Total Expenditures .....	\$70,473,406	\$66,319,814	100.0%	-5.9%

<sup>a</sup>In this case, the percentage change is not provided because of the vast percentage difference between the two fiscal year figures shown.

<sup>b</sup>Less than 0.1 percent.

Source: Developed by LB&FC staff using information obtained from the Pennsylvania Game Commission.

General Administration, these report groups account for nearly one-half of total PGC spending. (See Appendix B for report group expenditure detail for the period FY 2001-02 through FY 2004-05.)

**Expenditures, by Major and Minor Object.** PGC expenditures are also classified into four “major object” categories. These are further broken down into “minor object” categories. Major object expenditures for FY 2004-05 are shown on Table 13 below, and as can be seen from this table, “Personnel Services” is the predominant major expenditure object accounting for over 70 percent of total PGC spending.

Table 13

<b>PGC Expenditures, by Major Object</b> (FY 2003-04 and 2004-05)				
<u>Expenditure Classification</u>	<u>FY</u> <u>2003-04</u>	<u>FY 2004-05</u>		<u>Increase (+)/</u> <u>Decrease (-)</u>
		<u>Amount</u>	<u>% of Total</u>	
Personnel Services .....	\$48,113,528	\$46,814,830	70.6%	-2.7%
Operational Expenses .....	16,126,113	14,967,099	22.6	-7.2%
Fixed Assets:				
General .....	1,817,338	\$ 1,404,165	2.1%	-22.7
Land Acquisition .....	962,219	0	0.0	-100.0
Buildings and Structures .....	148,363	44,653	0.1	-69.9
Subtotal Fixed Assets .....	2,927,920	\$ 1,448,818	2.2%	-50.5%
Subsidies and Grants .....	3,305,844	3,089,068	4.7	-6.6
Total <sup>a</sup> .....	\$70,473,405	\$66,319,815	100.0%	-5.9%

<sup>a</sup>May not add due to rounding.

Source: Developed by LB&FC staff using information obtained from the PA Game Commission.

Expenditures, by minor object, are listed on Table 14 in order of highest to lowest dollar amount for FY 2004-05. The minor object “Salaries,” at \$29,762,115, or 44.9 percent of the total, is the PGC’s largest single spending item. Other personnel expenses, such as “Health Benefits,” “Hospitalization Insurance,” “Wages,” “Social Security Contributions,” and “Overtime” are also significant expenditure categories. The Commission also spent more than \$1.0 million on six other minor objects, including \$2,829,051 for “Specialized Services, during FY 2004-05, and the operational expense of “Contracted Repairs for Motorized Equipment” was \$1,430,913.

The Commission spent \$1,713,862 in the minor object “State Payments to Government Subrecipients.” This minor object falls under the major object category of “Grants and Subsidies” and is used for in lieu of tax payments. The Commission also expended \$1,002,515 in state grants to non-state owned higher education institutions. Expenditures amounted to \$1,136,347 for the operational expenditure category “Miscellaneous Supplies,” and \$1,103,274 for the operational expense item “Printing.”

Table 14

**PGC Expenditures, by Minor Object**  
(FY 2004-05)

<u>Minor Object</u>	<u>Amount</u>
Salaries.....	\$29,762,115
Health Benefits .....	4,939,447
Hospitalization Insurance .....	3,754,605
Specialized Services .....	2,829,051
Wages .....	2,451,822
Social Security Contributions .....	2,001,937
State Payments - Government Subrecp. ....	1,713,862
Contracted Repairs—Motorized. Equip.....	1,430,913
Miscellaneous Supplies .....	1,136,347
Printing .....	1,103,274
Overtime .....	1,005,847
State Payments - Higher Educ (Non-State Owned).....	1,002,515
Purchasing Card Purchases.....	932,033
Trucks.....	816,135
Motorized Equipment .....	714,675
State Workmen's Insurance Premium Payments.....	678,900
Leave Payout .....	669,778
Other Operating Costs .....	640,910
Telecommunications—Rec .....	604,996
Fuels.....	594,075
Postage .....	561,311
Other Rentals/Leases.....	533,457
Motor Vehicles.....	471,860
Medicare.....	469,470
Contracted Maintenance—Non EDP .....	468,414
Retirement Contributions.....	462,644
Contracted EDP Service—Vendor Provided .....	432,088
Electricity .....	370,168
Travel.....	308,760
Allowances .....	286,528
Federal Payments—Higher Educ (Non-State Owned)....	263,183
Educational Supplies.....	246,265
Other Computer Equipment .....	230,094
General Pay Increase.....	187,374
Office Supplies .....	173,825
Freight .....	166,198
Contracted Repairs—Non EDP .....	164,727
Insurance/Surety/Fidelity Bonds.....	163,398
Legal Services and Fees.....	136,895
Wearing Apparel.....	133,330
Materials and Supplies .....	114,121
Heavy Agricultural Equipment .....	87,177
Heating Fuel .....	86,513
Vehicles—Leasing.....	82,126
Unemployment Compensation .....	76,733
Employees' Group Life Insurance .....	76,667
Aggregates and Other .....	76,587
State Payments - Higher Edu (State Owned) .....	58,743

**Table 14 (Continued)**

<u>Minor Object</u>	<u>Amount</u>
Conference Expenses .....	\$ 55,692
Radio Equipment Lease .....	55,679
Consultant Service-Non EDP .....	50,192
Training.....	46,655
Improvements to Buildings and Structures .....	44,653
Membership Dues .....	40,322
Inmate Payroll .....	39,012
Subscriptions .....	36,611
EDP--Leased Equipment.....	33,094
Grants to Institutions .....	30,910
Food .....	29,402
Shift Differential Pay—Salaries .....	20,764
Other Equipment .....	19,039
Housekeeping Supplies.....	16,853
Miscellaneous Equipment .....	16,750
Machinery and Equipment.....	15,949
EDP Software .....	15,677
Grants and Payments to Individuals .....	15,416
Contracted Maintenance—EDP .....	13,865
Water and Sewerage.....	13,347
Radio Equipment Purchases.....	12,507
Telecommunications—NR.....	10,317
Rent of Real Estate .....	8,289
Advertising.....	7,847
Bituminous and Traffic Supplies.....	7,383
Graphic Services .....	6,037
Higher Classification Pay .....	5,737
Conference Expenses—Promo.....	5,346
Drug Supplies.....	4,784
State Payments to For-Profit Entities .....	4,438
Telephone Equipment .....	4,140
Medical Supplies .....	3,979
Maintenance Supplies .....	1,710
Publications .....	1,411
Winter Traffic Services .....	1,232
Office Equipment—Leased .....	1,155
Medical/Mental/Dental Service.....	794
Contracted Services—Non EDP .....	783
Telecommunications Equipment.....	535
Penn DOT 800 Objects .....	345
Interest Charges .....	247
Shift Differential Pay—Wages .....	204
Furniture and Fixtures .....	150
Laboratory Supplies .....	70
Lab-Mat Test Vouchers .....	60
Fish Food.....	9
Repay Wage Overpay .....	(5,196)
Recovered Damages.....	(15,731)
Repay Salary Overpay .....	(30,544)
Total Expenditures .....	\$66,319,814

Source: Developed by LB&amp;FC staff using information obtained from the Pennsylvania Game Commission.



## C. Game Fund Financial Condition

The Game Fund, Fund #011 in the Commonwealth's accounting structure, is a special revenue fund. Special revenue funds account for revenues derived from specific taxes or other earmarked revenue sources which, by law, are designated to finance particular functions or activities of the governmental unit collecting the money.

### Historical Pattern

The LB&FC staff has been analyzing the financial condition of the Game Fund since FY 1982-83. During this period, the PGC has experienced many years of annual operating deficits (i.e., annual expenditures exceeding annual revenues). As Table 15 shows, annual Commission expenditures exceeded revenues in 16 of the past 23 fiscal years.

Table 15

<b>Pattern of PGC Operating Surpluses/Deficits</b> (FY 1982-83 to FY 2004-05)			
<u>Fiscal Year</u>	<u>PGC</u>		<u>Operating Surplus/ (Deficit)</u>
	<u>Revenues</u>	<u>Expenditures</u>	
1982-83 .....	\$28,932,543	\$33,820,200	\$(4,887,657)
1983-84 .....	32,544,009	37,712,665	(5,168,656)
1984-85 .....	31,768,359	40,227,578	(8,459,219)
1985-86 (License increase).....	37,850,145	40,935,069	(3,084,924)
1986-87 .....	38,719,798	41,356,332	(2,636,534)
1987-88 .....	39,647,521	39,765,074	(117,553)
1988-89 .....	43,393,548	41,855,556	1,537,992
1989-90 .....	45,929,199	42,333,459	3,595,740
1990-91 .....	48,885,770	43,321,800	5,563,970
1991-92 .....	50,458,518	48,494,202	1,964,316
1992-93 .....	50,069,907	55,906,321	(5,836,414)
1993-94 .....	51,798,803	52,704,972	(906,169)
1994-95 .....	51,653,150	57,193,792	(5,540,642)
1995-96 .....	51,582,889	57,706,664	(6,123,775)
1996-97 .....	52,324,425	54,481,515	(2,157,090)
1997-98 .....	49,301,332	58,919,487	(9,618,155)
1998-99 .....	51,814,898	58,359,417	(6,544,519)
1999-00 (License increase).....	64,798,087	63,087,632	1,710,455
2000-01 .....	66,983,503	66,928,065	55,438
2001-02 .....	63,370,238	67,505,030	(4,134,792)
2002-03 .....	63,363,198	66,573,769	(3,210,571)
2003-04 .....	63,622,331	70,473,406	(6,851,075)
2004-05 .....	73,866,981	66,319,814	7,547,167

Source: Developed by LB&FC staff from PGC financial records.

During this period, the fiscal year-end balance in the Game Fund has ranged from a low of \$13.6 million in FY 1984-85 (when the Commission's annual operating expenditures were \$40.2 million) to a high of \$44.6 million in FY 1991-92 (when the Commission's annual operating expenditures were \$48.5 million). During this 23-year period, the General Assembly authorized two license fee increases: one in FY 1985-86 and the other in FY 1999-00. (See Table 16.)

Table 16

<b>Annual Game Fund Ending Balances</b> (FY 1982-83 to FY 2004-05) (\$ Millions)			
<u>Fiscal Year</u>	<u>Ending Balance</u>	<u>Fiscal Year</u>	<u>Ending Balance</u>
1982-83 .....	\$18.7	1994-95 .....	\$36.6
1983-84 .....	14.9	1995-96 .....	31.9
1984-85 .....	13.6	1996-97 .....	30.9
1985-86 (License Increase) ...	16.9	1997-98 .....	22.8
1986-87 .....	20.7	1998-99 .....	20.3
1987-88 .....	25.3	1999-00 (License Increase)	25.1
1988-89 .....	30.6	2000-01 .....	26.9
1989-90 .....	35.0	2001-02 .....	23.2
1990-91 .....	41.7	2002-03 .....	20.6
1991-92 .....	44.6	2003-04 .....	14.3
1992-93 .....	39.7	2004-05 .....	23.1 <sup>a</sup>
1993-94 .....	39.9		

<sup>a</sup>This is the Game Fund balance as reported on a cash or budgetary basis of accounting. The June 30, 2005, Fund balance as reported in the PGC's 2005 Annual Report is on a modified accrual basis of accounting and was \$23,169,919. The difference is attributable to the timing of when revenues and expenditures are recorded in the accounting system. The cash basis is used for internal accounting purposes, while the modified accrual basis is used for Generally Accepted Accounting Principles (GAAP) reporting purposes.

Source: Developed by LB&FC staff using information obtained from PA Game Commission financial records.

Beginning in FY 1986-87, the year-end balance in the Game Fund rose steadily for six consecutive years and in the process more than doubled. During one four-year period (FY 1988-89 through FY 1991-92), cumulative annual revenues exceeded cumulative expenditures by \$12.7 million. The year-end balances then held fairly steady for three years before declining to \$20.3 million in FY 1998-99.

Given the spending and revenue projections in FY 1998-99 combined with operational cash flow requirements, the Commission sought and received a license fee increase. Effective July 1, 1999, license fees increased for the first time since FY 1985-86. During the first year of the new license increase, revenues exceeded expenditures by \$1.7 million and the year-end Game Fund balance rose to \$25.1 million. With higher license fee rates, the Commission again experienced an operating surplus in FY 2000-01 (of \$55,438) and ended the year with a Game Fund balance of \$26.9 million.

As the PGC continued to expend monies for deferred projects and purchases, expenditures rose and an operating deficit again developed during FY 2001-02. With expenditures exceeding revenues by \$4.1 million, the Game Fund balance at June 30, 2002, was \$23.2 million. Expenditures exceeded revenues again in FY 2002-03 (by \$3.2 million) and FY 2003-04 (by \$6.9 million) resulting in a Game Fund balance of \$14.3 million on June 30, 2004.

### June 30, 2005, Balance

During FY 2004-05, the PGC reversed the pattern of operating deficits. A concerted effort to reduce expenditures (see pages 49 and 51 for details) combined with exceptionally high income from timber sales<sup>2</sup> resulted in an annual operating surplus of \$7.5 million. This allowed the ending balance in the Game Fund at June 30, 2005, to recover to \$23,069,157. The financial statement on Table 17 summarizes the financial activity of the Game Commission for FY 2004-05.

Table 17

#### PA Game Commission Financial Statement (FY 2004-05)

	<u>FY 2004-05</u>
Beginning Balance, July 1, 2004 .....	\$14,336,943
Revenues:	
Licenses and Fees .....	\$38,917,882
Fines and Penalties .....	1,319,457
Miscellaneous Revenues .....	23,433,768
Augmentations .....	10,195,875
Prior Year Lapse .....	<u>1,185,047</u>
Total Revenues .....	\$75,052,029
Less Expenses:	
Personnel Services .....	\$46,814,830
Operating Expenses .....	14,967,099
Fixed Assets .....	1,448,818
Subsidies and Grants .....	<u>3,089,068</u>
Total Expenditures .....	\$66,319,815
Operating Surplus <sup>a</sup> .....	<u>7,547,168</u>
Ending Balance, June 30, 2005 .....	\$23,069,158 <sup>b</sup>

<sup>a</sup>Operating surplus is defined as the amount by which the annual revenues exceed annual expenditures; therefore the prior year lapse amount was not used in this calculation.

<sup>b</sup>See footnote a on page 44.

Source: Developed by LB&FC staff using information obtained from the PA Game Commission.

<sup>2</sup>As discussed earlier in this section, timber sales revenues totaled nearly \$15.0 million in FY 2004-05 because favorable weather conditions allowed the harvest of timber that could not be cut during the previous year due to wet weather.

## **Projected Game Fund Balances**

The comparative financial statement the PGC prepared for purposes of its FY 2006-07 budget request projects expenditures of \$70.1 million and estimated revenues of \$67.7 million during FY 2005-06. This will result in an operating deficit for the PGC, and accordingly, they will end the year with a balance in the Game Fund of approximately \$20.6 million. (See Table 18.)

If this projection is accurate, it will represent a further decrease of \$2.4 million, or a 10.6 percent decline from the June 30, 2005, level. At this \$20.6 million level on June 30, 2006, the Game Fund balance would be at about the same level it was in FY 1998-99 when the last fee increase was granted (\$20.3 million on June 30, 1999).

The \$20.0 million reserve level is of significance because of the timing of cash flow to the Game Fund. Because revenues from license sales do not begin to flow into the Game Fund until late August or early September, a balance in the range of \$15.0 million to \$20.0 million is needed as of July 1 of a new fiscal year in order to keep the agency operating.

In his 2005 Annual Report presentation to the House Game and Fisheries Committee, the PGC Executive Director explained this in the context of the FY 2005-06 fiscal year.

By the end of the 2005-06 fiscal year, we anticipate that the Game Fund will have around \$20 million in it. And, while that may seem like a sufficient reserve, that figure can be somewhat misleading. For example, in the first two months of the 2006-07 fiscal year, right after licenses go on sale and before revenues are placed into the Game Fund, the agency will need a minimum of \$14 million to keep our doors open. That is the reserve we need to pay salaries and pay utilities until license sale monies flow into the Game Fund in late August.

So, the real estimated unreserved Game Fund balance at the end of this fiscal year will be closer to \$6 million. Again, while sizable, the agency is lucky to have that \$6 million, which is the result of our timber revenues coming in at \$4 million more than anticipated and a \$2 million one-time, upfront payment for a coal lease in Lycoming County received at the end of the 2004-05 fiscal year. Without this extra \$6 million, we may have been without sufficient funding at the beginning of the 2005-06 fiscal year.

According to the PGC Budget Analyst, a 1 percent increase in revenues was projected for each year beginning with FY 2006-07. Additionally, a 3 percent

increase in general operating expenditures was calculated for FY 2006-07, FY 2007-08, and FY 2008-09. In FY 2009-10 and FY 2010-11, the PGC states that expenditure projections were reduced to avoid a negative ending balance in the Game Fund.

PGC officials readily acknowledge the need for a license fee increase to stem the decline in the Game Fund balance and avoid further cuts in program and staffing. At a joint meeting of the Senate and House Game and Fisheries Committees held in August 2005, the former PGC Executive Director stated that "unless we have a license fee increase soon, the long term effect will be a leaner 2006-07 and an even leaner 2007-08, which will require additional spending cuts that will further impact our ability to deliver programs and services to the public."

Table 18

<b>Game Fund Comparative Financial Statement</b> <b>FY 2004-05 (Actual) Through FY 2010-11 (Estimated)</b> <b>(\$000)</b>							
	FY 2004-05 (Actual)	FY 2005-06 (Available)	FY 2006-07 (Budget)	FY 2007-08 (Estimate)	FY 2008-09 (Estimate)	FY 2009-10 (Estimate)	FY 2010-11 (Estimate)
Beginning Balance...	\$14,337	\$23,069	\$20,626	\$16,834	\$11,728	\$ 5,256	\$ 0
Plus:							
Prior Year Lapses..	1,185	0	0	0	0	0	0
Revenues .....	73,867	67,662	68,264	68,871	69,485	70,105	70,731
Minus:							
Expenditures.....	<u>66,320</u>	<u>70,105</u>	<u>72,056</u>	<u>73,977</u>	<u>75,957</u>	<u>75,361</u>	<u>70,731</u>
Ending Balance .....	\$23,069 <sup>a</sup>	\$20,626	\$16,834	\$11,728	\$ 5,256	\$ 0	\$ 0

<sup>a</sup>This is the Game Fund balance as reported on a cash or budgetary basis of accounting. The June 30, 2005, Fund balance as reported in the 2005 Annual Report is on a modified accrual basis of accounting and was \$23,169,919. The difference is attributable to the timing of when revenues and expenditures are recorded in the accounting system. The cash basis is used for internal accounting purposes, while the modified accrual basis is used for Generally Accepted Accounting Principles (GAAP) reporting purposes.

Source: Developed by LB&FC staff from the Pennsylvania Game Commission "Comparative Financial Statement."

As of early 2006, the PGC, along with a coalition of sportsmen's groups, were discussing the license fee increase issue with members of the General Assembly. An initial proposal by the coalition of sportsmen's groups, which is led by the Pennsylvania Federation of Sportsmen's Clubs, suggests raising license costs in time for the 2007-08 license year. It also calls for fees to increase automatically every two years thereafter based on a cost of living index. As of February 2006, however, no formal proposals had been developed, and no fee increase legislation had been introduced.

Also, there are some indications that, when drafted, license fee increase legislation will not receive serious consideration until after the November 2006 elections. Some legislators have also expressed reluctance to move ahead with a license fee

increase in an atmosphere in which many hunters are expressing agitation over what they perceive to be too few deer on public lands.

When establishing increases in licensing fees, several factors should be taken into consideration. For example, the number of licenses sold under the new fee schedule along with the overall “aging” of the hunting license base is of particular significance in analyzing both the current and projected financial condition of the Game Fund.

Typically, whenever a license fee increase occurs, the PGC experiences a reduction in the number of licenses sold, at least in the first year of the increase. To some degree, sales may rebound in subsequent years. Following the increase that went into effect in FY 1999-00, the PGC sold fewer licenses in all categories but one (the Muzzleloader License). For example, in the years prior to the increase, the PGC sold a total of 816,511 resident hunting licenses. During FY 1999-00, the first year of the increase, the number of resident hunting licenses sold dropped by about 30,000 to 786,103. Subsequent sales of resident licenses have remained at or below their post-increase level. Three new “combination” license categories that went into effect along with the license increase have also impacted license revenues.

Additionally, in projecting the future revenue-generating capacity of its license system, the PGC also needs to take into consideration the aging of the licensee base and the reported national trend that indicates that although the U.S. population is increasing, hunting participation is declining over time.

Nationally, the population subgroup 65 years and older is projected to grow by 54 percent between 2000 and 2020. While specific demographic data is not available on the PGC’s licensee base, it is safe to assume that many are in the “baby boom” generation and will soon qualify for reduced rate senior lifetime licenses. Upon attaining the age of 65, individuals who currently pay \$20 for a resident hunting license are eligible to purchase a Senior Lifetime Resident License for a one-time fee of \$51.

Also, although the trend in Pennsylvania is perhaps not as dramatic as in some states, fewer persons are hunting. In FY 1991-92, the PGC sold 911,839 adult resident hunting licenses. Ten years later, in FY 2001-02, adult resident hunting license sales totaled 776,032, a decline of about 15 percent. By FY 2004-05, sales for adult resident hunting license sales decreased to 735,158, a decline of 5.3 percent in just three years. During the same period, junior resident hunting license sales remained relatively unchanged at just over 100,000 annually.

## **D. The FY 2005-06 Budget**

The PGC has budgeted expenditures at \$70,105,107 for FY 2005-06. (See Table 19.) This represents a 5.7 percent increase over the FY 2004-05 spending level. Estimated revenues for FY 2005-06 total \$67.7 million, meaning that the Commission will have to use approximately \$2.4 million of the Game Fund's unre-served fund balance to balance the budget in FY 2005-06.

In the PGC rebudget document submitted to the Governor's Office of the Budget in September 2005, the PGC projected that the Game Fund would support 81.2 percent, or \$56.9 million of the FY 2005-06 expenditures and that federal funds will support 17.7 percent, or \$12.4 million. Augmentations will provide an addi-tional 0.1 percent, or \$0.8 million, towards the budgeted expenses.

## **E. Cost-Containment Measures**

With expenditures outpacing revenues and a declining Game Fund balance, the PGC has made a concerted effort in recent years to contain costs in a number of areas. In FY 2004-05, the PGC made several cuts that resulted in \$2.85 million in cost reductions. For the current fiscal year, FY 2005-06, the PGC reviewed the ini-tial budget and reduced expenditures by \$4.8 million.

While the PGC has been able to find areas to reduce spending in both years, it is important to recognize that these cuts have and will continue to impact the level of program operations and services available to the agency's licensees and the general public. The cost containment measures the PGC has recently taken are listed briefly below. The PGC has:

- reduced its pheasant production by 50 percent, from 200,000 to 100,000 birds annually. This new production level was based on the number of birds that could be produced without hiring seasonal workers.
- reduced services at the Pymatuning Wildlife Learning Center in the Northwest Region.
- discontinued the toll-free telephone number at each regional office.
- reduced its budget for funding the deer fencing program and for bear damage complaints.
- reduced its overtime budget. Such a reduction affects several areas, such as the agency's ability to conduct public education programs, respond to nuisance wildlife complaints, and pick up road-killed deer.
- cancelled seed mix orders for those landowners enrolled in the Commis-sion's Public Access Programs.
- discontinued printing for certain educational materials.

Table 19

### Pennsylvania Game Commission's FY 2005-06 Budget

	Personnel Costs	Operating Costs	Fixed Assets	Subsidies & Grants	Total
Executive Offices .....	\$ 1,579,376	\$ 1,038,979	\$ 200,000	\$ 0	\$ 2,818,355
Bureau of Administrative Services .....	1,088,677	1,904,176	1,500,000	0	4,492,853
Bureau of Information and Education ..	1,363,662	1,300,038	0	10,000	2,673,700
Bureau of Wildlife Management .....	3,788,545	1,679,637	0	3,807,159	9,275,341
Bureau of Technical Services .....	1,279,403	1,371,225	209,000	0	2,859,628
Bureau of Law Enforcement .....	1,085,422	837,145	0	10,000	1,932,567
Bureau of Land Management .....	3,096,190	2,243,624	415,000	1,760,000	7,514,814
Northwest Region .....	6,168,679	1,015,945	0	0	7,184,624
Southwest Region .....	4,856,372	1,008,990	0	0	5,865,362
Northcentral Region .....	5,624,310	1,004,871	0	0	6,629,181
Southcentral Region .....	4,873,701	985,686	0	0	5,859,387
Northeast Region .....	5,547,932	1,170,551	0	0	6,718,483
Southeast Region .....	5,435,771	845,041	0	0	6,280,812
Total .....	\$45,788,040	\$16,405,908	\$2,324,000	\$5,587,159	\$70,105,107

Source: Pennsylvania Game Commission.



- cancelled most complimentary subscriptions to the *Pennsylvania Game News*, including those to landowners enrolled in the Commission's Public Access Programs.
- delayed continuation of the "Becoming an Outdoors Woman" (BOW) Program.
- reduced printing and postage costs by discontinuing the mailings of meeting agendas and meeting minutes to approximately 130 sportsmen's clubs representatives, outdoor writers, and legislators.
- delayed starting a new Wildlife Conservation Officer training class. The last class was held in FY 2001-02. As of the middle of FY 2005-06, there were 15 WCO vacancies, which is over 10 percent of the work force. The PGC would like to begin a new class in March 2007, if funding is available.
- delayed the purchase and/or replacement of equipment.
- reduced its travel and training budgets.
- extended the mileage at which vehicles are turned back in for surplus. While this delays purchase and lease costs, it does increase vehicle repair payments.
- delayed the hiring of seasonal employees, which reduces its costs for wages.
- eliminated several surveys: the 2004-05 Game-Take Survey, the Wildlife Diversity Survey, and a planned human dimensions survey.
- reduced the number of signs it makes for the State Game Lands.
- reduced and/or cancelled various information technology consulting contracts.
- allowed over 60 vacancies to remain open as of January 2006. PGC officials have committed to the Office of the Budget to keep 48 positions unfilled. The remaining vacancies are analyzed on a case by case basis by a PGC committee to determine the need for filling them.

There are, however, several expenditure items over which the PGC has little, if any, control. Despite cost containment efforts, increases in these areas are contributing to the Commission's difficulties in operating within the current revenue structure.

**Salaries and Benefits.** Salaries for employees of the Pennsylvania Game Commission are established in the Master Agreement between the Commonwealth and Council 13, American Federation of State, County and Municipal Employees, AFL-CIO (AFSCME). Benefits for PGC employees, as well as other Commonwealth employees, are also defined in this agreement.

The employee health insurance benefit for Commonwealth employees, including those of the PGC, is provided by the Pennsylvania Employees Benefit Trust Fund (PEBTF). Contributions are paid out of the Game Fund to the PEBTF in accordance with the Master Agreement.

The Game Fund was affected by a provision in the AFSCME Master Agreement that required an additional \$60 million be paid to the PEBTF on behalf of all fund participants during the first three months of FY 2003-04. The additional funds were to be used to ensure that there was no interruption of health coverage to eligible employees and dependents. The Game Commission's portion of this one-time payment to the PEBTF was \$700,000 in FY 2003-04.

Table 20 provides a schedule of the salary and health insurance benefit increases provided for in the AFSCME contract, effective July 1, 2003 through June 30, 2007. The employee health benefit rates are for each permanent full-time employee eligible for benefits and covered by the Master Agreement.

Table 20

**Scheduled Salary and Employee Health Insurance Increases**  
(July 1, 2003, through June 30, 2007)

<u>PGC Fiscal Year</u>	<u>Effective Date</u>	<u>Salary Increase</u>	<u>Employee Health Benefit Payment</u>
2003-04 .....	July 1, 2003	No Increase	\$235/biweekly/employee
2004-05 .....	July 1, 2004	2.25%	270/biweekly/employee
2005-06 .....	July 1, 2005	3.00	275/biweekly/employee
2006-07 .....	July 1, 2006	2.25	300/biweekly/employee
	January 1, 2007	3.50	
	January 1, 2007	2.25	

Source: Master Agreement between Commonwealth of Pennsylvania and Council 13, American Federation of State, County and Municipal Employees, AFL-CIO, July 1, 2003, to June 30, 2007.

The PGC estimates that the 3.00 percent salary increase and the \$5 biweekly per employee increase in health benefits provided for in the Master Agreement will cost the Game Fund an additional \$1,065,000 in FY 2005-06.

With the salary increases to be instituted in FY 2006-07 along with a further increase in the employee health benefit contribution rate from \$275 to \$300 bi-weekly per employee, the PGC anticipates that an additional \$2.8 million in revenues will be needed.

**Leave Payout.** Employees of the PGC, like other Commonwealth employees, accumulate vacation (i.e., annual leave) and sick leave based on Commonwealth personnel policies (Management Directive 505.7) and the AFSCME Master Agreement. An employee's sick leave and annual leave entitlement is based on the

employee's length of service. For example, a PGC employee receives 15 days of annual leave each calendar year if he or she has worked for the Commonwealth between 3 and 15 years. The same employee accumulates sick leave at the rate of 5 percent of all regular hours paid. Annual leave rates increase in proportion to the length of an employee's service, but the sick leave rate remains constant at 5 percent.

An employee may carry both unused sick leave and vacation leave into the next year. Sick leave can be accumulated up to a maximum of 300 days, while vacation leave can be accumulated to a maximum of 45 days. Upon retirement, an employee is eligible to receive compensation for all annual leave not previously taken (up to 45 days) and 30 percent of all unused sick leave to a maximum of 90 days.

The PGC experienced a relatively high number of retirements in FY 2003-04 (as did most state agencies), and as such, payouts amounted to \$1,757,654, an increase of 71.9 percent from the prior year level. This increase further strained the Game Fund balance in that year. The PGC did not experience as many retirements in FY 2004-05, and payouts returned to under \$1.0 million.

As of January 2006, the PGC was estimating that about 12 employees would retire by the end of FY 2005-06. Some of these employees have accumulated the maximum allowable amount of sick and vacation days and will need to be paid for these upon retirement. The PGC Budget Analyst stated that more employees are retiring in FY 2005-06 than originally anticipated resulting in estimated payouts being about \$250,000 more than originally budgeted.

**Vehicle Fuel Costs.** The PGC has experienced dramatic increases in fuel expenditures for its vehicles and equipment. In FY 2003-04, fuel costs amounted to \$202,196. This expenditure rose by nearly 200 percent in FY 2004-05 to \$594,075. While the PGC can make efforts to ensure all vehicles are only used when absolutely essential, fuel costs are an uncertain cost factor for the PGC given the amount of equipment that is used for land management purposes and the number of vehicles needed for law enforcement patrols and wildlife monitoring. Fuel costs are projected to remain at the current level during FY 2005-06 but are, of course, subject to market and price fluctuations.

**In Lieu of Tax Payments.** State lands are generally exempt from school and local government real estate taxes. In order to reduce the revenue lost to these government units when the PGC acquires real estate, the Game and Wildlife Code provides that:

The commission shall make payments in lieu of taxes on all lands, waters or buildings to which title has been acquired in the name of or for

the use of the commission, which payments shall be equal to the fixed charges as apply to and are imposed upon State forests pursuant to . . . the Forest Reserves Municipal Financial Relief Law.

The Forest Reserves Municipal Financial Relief Law currently provides for payments in lieu of taxes to the school district, the county, and the township in which state lands are located. The payment to each of these government units is 40 cents per acre, for a total of \$1.20 per acre.

In FY 2004-05, the PGC paid \$1,713,865 for in lieu of tax payments for 1,428,220.5 acres of lands, waters, and buildings. The in lieu of tax payment rate was changed in 1995 from 20 cents per acre to each of the school district, the county, and the township to 40 cents an acre to each.

Two bills have been introduced in the current legislative session to increase the in lieu of tax payment rate. House Bill 319, which has been referred to the House Finance Committee, proposes increasing the per acre fee from 40 cents to 80 cents for a total of \$2.40 per acre. Senate Bill 868, which has passed the Senate and now has been referred to the House Environmental Resources and Energy Committee, proposes increasing the rate from 40 cents to \$1.20 payable to each of the three municipalities making for a total payment of \$3.60 per acre.

If HB 319 were to be enacted, the PGC's in lieu of tax payment from the Game Fund would double to \$3.4 million a year. If SB 868 were to pass, the PGC would need to make an annual in lieu of tax payment of \$5.1 million, an increase of 200 percent over the amount currently paid each year.

**Point of Sale System.** The Pennsylvania Game Commission is in the process of contracting for a Point of Sale (POS) System for issuing licenses. The PA Fish and Boat Commission is partnering with the Game Commission on the development of this system. Presently, both the PGC and the PFBC sell hunting and fishing licenses using a labor-intensive paper process that is administered by both agencies through a network of issuing agents throughout the Commonwealth and neighboring states. This method of issuing licenses has significant customer service and program administration limitations. The POS System will issue licenses electronically, and provide each agency with better program management reports.

The two Commissions have jointly entered into a contract with Computer Aid, Inc. (CAI). CAI was retained to assist the two agencies with developing an RFP for the POS System. CAI will also participate in RFP evaluation and will work with the POS vendor to ensure the POS is operating by January 2007 for sales of the first group of fishing licenses and by June or July 2007 for the first group of hunting licenses.

During FY 2005-06, the PGC budgeted \$626,000 for payment to this vendor, of which the PFBC is reimbursing PGC 50 percent (\$313,000). In FY 2006-07, PGC anticipates the contract costs to CAI will amount to \$420,000, of which PFBC will reimburse the PGC \$210,000, or 50 percent.

PGC officials expect that the POS System vendor will be selected by either late winter or early spring 2006. When the system is implemented, a transaction fee will be charged for each license that is processed. This transaction fee will be remitted to the vendor. The contract will determine how frequently the PGC and PFBC must remit this transaction fee to the contractor. The possible terms include monthly, quarterly, semi-annually, or annually. This transaction fee is how the contractor will be paid for providing the POS equipment and for fulfilling other services as outlined in the contract.

The payment of the transaction fee is an issue that has implications for the Game Fund balance. When the system becomes operational, the PGC will process an estimated 2.8 million transactions annually that will be subject to fees. With a possible transaction fee of \$1.00 per item (which is reported to be an industry standard), this could amount to approximately \$2.8 million in additional expenditures for the PGC each year.



## **VI. Appendices**

## APPENDIX A

### PGC Revenues, by Source (FY 2001-02 Through FY 2004-05)

Revenue Source	FY			Inc/(Dec) FY04-05 Compared to FY03-04	
	2001-02	2002-03	2003-04	2004-05	Dollar      Percent
<b>Licenses and Fees:</b>					
Resident Hunting .....	\$15,110,781	\$14,109,707	\$14,279,570	\$14,178,246	\$ (101,323) (0.7)%
Resident Hunting - Jr. ....	285,220	279,864	273,800	268,858	(4,942) (1.8)
Nonresident Hunting .....	6,471,789	5,907,552	6,456,786	6,801,777	344,992 5.3
Nonresident Hunting - Jr. ....	126,657	111,953	156,499	129,217	(27,282) (17.4)
Nonresident 7 day Hunting .....	93,798	91,055	80,572	78,216	(2,356) (2.9)
Senior Resident Hunting .....	517,068	491,164	470,885	445,499	(25,386) (5.4)
Senior Resident Lifetime .....	161,755	141,426	143,414	165,229	21,815 15.2
Special Game Permits .....	336,332	357,655	325,124	359,691	34,567 10.6
Antlerless Deer .....	3,841,013	4,920,037	4,541,876	4,305,911	(235,965) (5.2)
Nonresident Antlerless Deer .....	303,525	843,210	838,634	895,370	56,736 6.8
Archery .....	4,024,623	4,255,877	3,997,780	4,057,483	59,703 1.5
Nonresident Archery .....	407,476	327,322	392,333	400,068	7,735 2.0
Landowner Hunting License .....	7,182	7,017	7,394	6,764	(630) (8.5)
Muzzleloader .....	1,391,498	1,606,755	1,770,813	1,918,413	147,600 8.3
Nonresident Muzzleloader .....	146,868	157,760	194,588	223,958	29,370 15.1
Right-of-way Licenses .....	410,075	463,517	470,355	699,736	229,381 48.8
Resident Bear License .....	1,584,460	1,748,136	1,784,005	1,902,373	118,368 6.6
Nonresident Bear License .....	100,955	141,792	146,154	171,189	25,035 17.1
License Agents Issue Fees .....	36,004	13,812	53,474	16,275	(37,199) (69.6)
Resident Furtaker - Adult .....	346,583	444,134	407,841	436,449	28,608 7.0
Resident Furtaker - Jr. ....	1,605	4,094	2,474	2,244	(230) (9.3)
Resident Furtaker - Sr. ....	9,695	9,543	10,705	8,649	(2,056) (19.2)
Nonresident Furtaker - Jr. ....	441	560	412	721	309 75.0
Nonresident Furtaker - Adult .....	22,964	17,477	21,332	22,881	1,549 7.3
Senior Lifetime Furtaker .....	6,132	224	132	357	225 169.9
Migratory Game Bird License .....	228,545	236,332	233,644	225,803	(7,841) (3.4)
Nonresident Migratory Game Bird .....	27,714	27,449	26,235	28,434	2,199 8.4
Resident Junior Combination .....	369,011	388,741	409,606	428,709	19,103 4.7



## Appendix A (Continued)

Revenue Source	FY 2001-02	FY 2002-03	FY 2003-04	FY 2004-05	Inc/(Dec) FY04-05 Compared to FY03-04	
					Dollar	Percent
<b>Licenses and Fees (Continued)</b>						
Resident Senior Lifetime Combination .....	\$ 251,709	\$ 264,764	\$ 264,461	\$ 300,367	\$ 35,905	13.6%
Nonresident Junior Combination .....	40,355	46,032	39,058	49,022	9,964	25.5
Bobcat Permit Application .....	13,446	15,817	15,866	16,165	299	1.9
Elk License Application .....	435,890	269,270	143,555	132,280	(11,375)	(7.9)
Resident Elk .....	4,899	1,650	2,286	900	(1,386)	(60.6)
Nonresident Elk .....	250	1,000	2,625	1,000	(1,625)	(61.9)
DMAP Harvest Permit - Residents .....	0	0	140,169	193,845	53,676	38.3
DMAP Harvest Permit - Non-Resident .....	0	0	0	45,578	45,578	100.0
Resident Military Personnel Hunting .....	0	0	0	205	205	100.0
<b>Subtotal Licenses and Fees .....</b>	<b>\$37,116,318</b>	<b>\$37,702,696</b>	<b>\$38,104,556</b>	<b>\$38,917,882</b>	<b>\$ 813,327</b>	<b>2.1%</b>
<b>Fines and Penalties:</b>						
Game Law Fines .....	\$ 1,285,512	\$ 1,505,925	\$ 1,486,102	\$ 1,310,714	\$ (175,388)	(11.8)%
Game Law Fines - Poaching .....	2,117	3,420	7,868	8,743	875	11.1
<b>Subtotal Fines and Penalties .....</b>	<b>\$ 1,287,629</b>	<b>\$ 1,509,345</b>	<b>\$ 1,493,970</b>	<b>\$ 1,319,457</b>	<b>\$ (174,513)</b>	<b>(11.7)%</b>
<b>Miscellaneous Revenue:</b>						
SPORT Prom. Publications .....	\$ 13,381	\$ 7,232	\$ 6,255	\$ 4,088	\$ (2,166)	(34.6)%
Sale of Coal .....	305,183	498,976	292,803	2,686,520	2,393,717	817.5
Sale of Timber/Wood Products .....	12,307,643	12,039,166	7,383,012	14,901,798	7,518,786	101.8
Sale of Nonusable Property .....	169	437	16,129	1,063	(15,066)	(93.4)
Sale of Skins and Guns .....	40,189	33,871	34,521	32,459	(2,062)	(6.0)
Rental of State Property .....	410	5,600	15,772	5,000	(10,772)	(68.3)
Interest Income .....	1,378,181	858,613	1,725,109	1,363,505	(361,604)	(21.0)
Gas/Oil Rental/Royalties .....	722,046	1,226,803	1,770,938	2,926,811	1,155,873	65.3
Waterfowl Stamp Sale .....	25,635	22,253	21,086	17,518	(3,569)	(16.9)
Waterfowl Art Prints .....	36,402	17,212	18,859	27,507	8,648	45.9
Wildlife Promotional Pub. & Materials .....	338,353	245,249	274,308	319,202	44,894	16.4
Sale of Game News .....	595,115	770,662	696,096	757,626	61,530	8.8
Sale of Stone, Sand, Gravel & Limestone .....	8,588	99,851	54,673	36,669	(18,005)	(2.9)
Sale of Grain and Hay .....	16,251	18,670	12,868	5,826	(7,042)	(4.7)
Sale of Maps .....	13,411	11,437	4,866	1,676	(3,191)	(5.6)

## Appendix A (Continued)

Revenue Source	FY			FY			FY			Inc/(Dec) FY04-05 Compared to FY03-04	
	2001-02	2002-03	2003-04	2004-05	Dollar	Percent					
<b>Miscellaneous Revenue (Continued)</b>											
Working for Wildlife Non-Game Fund.....	\$ 178,844	\$ 150,511	\$ 130,767	\$ 154,314	\$ 23,547	18.0%					
Other Miscellaneous Revenue .....	136,735	187,786	203,327	90,450	(112,877)	(55.5)					
Redeposit of Checks.....	214	(1,457)	(1,798)	9,098	10,896	(606.1)					
Refunds of Expenditures .....	39,465	2,885	35,298	18,709	(16,589)	(47.0)					
Sales Tax.....	2,100	2,807	(1,882)	(49)	1,833	(97.4)					
Sale of Centennial Items .....	1,115	90	16	8,100	8,084	a/					
Migratory Bird Harvest Info Card Prgm. ....	170	21	30	6	(24)	(80.0)					
Mineral Recovery Support.....	52,490	28,759	162,691	0	(162,691)	(100.0)					
Oil and Gas Recovery Support.....	2,901	11	216	58,464	58,248	a/					
Middle Creek Visitors Center.....	0	0	20	599	578	a/					
Hunter Trapper Education Replacement....	0	0	0	6,810	6,810	100.0					
Subtotal Miscellaneous Revenues.....	\$16,214,991	\$16,227,443	\$12,855,980	\$23,433,768	\$10,577,788	82.3%					
<b>Augmentations:</b>											
Federal Reimbursements .....	\$ 8,052,047	\$ 7,168,263	\$10,495,604	\$ 9,533,781	\$ (961,823)	(9.2)%					
Sale of Vehicles.....	161,200	155,791	170,605	105,686	(64,919)	(38.1)					
Endangered Species Program .....	46,000	17,340	3,660	16,438	12,778	349.1					
PA Conservation Corps .....	223,329	158,669	164,289	94,982	(69,306)	(42.2)					
Donations.....	125,386	138,376	85,702	42,522	(43,180)	(50.4)					
Becoming an Outdoors Woman .....	19,957	35,877	19,749	20,673	924	4.7					
PENNDOT Reimb. For Road-Killed Deer..	99,352	143,772	132,630	128,877	(3,754)	(2.8)					
PENNDOT Reimb. -Env. Assessments....	0	71,520	69,316	13,219	(56,097)	(80.9)					
PENNDOT Reimb. - Canoe Creek .....	0	0	0	60,557	60,557	100.0					
Purchasing Card Rebate .....	19,554	33,052	25,790	31,882	6,092	23.6					
Wildlife Cons. Stamp--Habitat Impvmnt....	4,020	1,052	481	(2,742)	(3,223)	(670.0)					
Wildlife Cons. Stamp - Land Acquisition....	455	3	0	0	0	0.0					
CCC Farm Bill .....	0	0	0	150,000	150,000	100.0					
Subtotal Augmentations .....	\$ 8,751,300	\$ 7,923,715	\$11,167,826	\$10,195,875	\$ (971,951)	(8.7)%					
Total Revenues .....	\$63,370,238	\$63,363,198	\$63,622,331	\$73,866,981	\$10,244,650	16.1%					

aIn this case, the percentage change is not provided because of the vast percentage difference between the two fiscal year figures shown.

Source: Developed by LB&FC staff using information obtained from the "Report of Revenue and Receipts," month ending June 30 for years 2002 through 2005.

## APPENDIX B

### PGC Expenditures, by Report Group (FY 2001-02 Through FY 2004-05)

Report Group	FY 2001-02	FY 2002-03	FY 2003-04	FY 2004-05	Inc/(Dec) for FY04-05 Compared to FY03-04	
					Dollar	Percent
Personnel Costs .....	\$ 7,749,672	\$ 6,272,205	\$ 8,410,181	\$ 2,586,235	\$ (5,823,946)	(69.2)%
General Law Enforcement .....	7,186,028	7,525,067	7,601,549	7,507,537	(94,012)	(1.2)
Land Acquisition .....	5,949,366	7,118,020	3,882,401	3,072,641	(809,760)	(20.9)
Land Management Administration .....	5,200,293	3,275,753	2,819,588	2,808,508	(11,080)	(0.4)
Game Lands Construction and Maintenance .....	5,156,060	5,058,428	5,670,670	5,545,768	(124,902)	(2.2)
General Administration .....	4,773,179	7,514,883	10,471,369	11,838,926	1,367,557	13.1
Forest Management .....	3,592,066	2,953,677	3,143,204	3,302,702	159,498	5.1
Training Costs .....	2,790,765	1,281,743	1,062,541	1,105,036	42,495	4.0
Game Farm Operations .....	2,536,175	2,650,233	2,774,563	2,701,706	(72,857)	(2.6)
Public Services .....	2,492,061	2,548,204	2,440,052	1,901,977	(538,075)	(22.1)
Herbaceous Openings .....	1,685,810	1,402,636	1,541,976	1,627,431	85,455	5.5
Forest Wildlife Research Program .....	1,557,937	1,626,345	1,345,253	1,351,789	6,536	0.5
Executive Office .....	1,452,304	1,961,598	1,971,620	2,471,906	500,286	25.4
Publications .....	1,401,907	1,996,219	1,284,519	1,092,333	(192,186)	(15.0)
Public Access Program .....	1,334,525	1,237,299	1,119,409	766,442	(352,967)	(31.5)
Wildlife Management Program Administration .....	1,086,036	0	0	0	0	0.0
Licensing Program .....	960,874	665,433	1,390,152	1,171,961	(218,191)	(15.7)
Wildlife Research Support Services .....	898,205	969,214	1,283,948	989,946	(294,002)	(22.9)
Hunter-Trapper Education Program .....	839,313	792,796	763,233	697,483	(65,750)	(8.6)
Law Enforcement Program Mgt and Planning .....	800,282	44,127	77,418	32,076	(45,342)	(58.6)
Food Producing Improvements .....	634,663	481,489	568,577	518,288	(50,289)	(8.8)
Office Maintenance and Services .....	606,207	750,387	735,951	1,015,497	279,546	38.0
Agency Purchasing .....	604,586	380,397	1,007,460	1,697,458	689,998	68.5
Data Center Operations .....	534,138	548,577	528,687	635,782	107,095	20.3
Information & Education Admin and Planning .....	524,642	0	0	0	0	0.0
Computer Mainframe Application .....	477,369	318,381	183,917	186,224	2,307	1.3
Information Systems .....	469,435	0	0	0	0	0.0
Howard Nursery Management .....	439,348	368,866	469,422	504,061	34,639	7.4
Auto Acquisition, Maintenance, Credit Card Cost .....	424,033	1,591,503	1,922,870	2,576,205	653,335	34.0

## Appendix B (Continued)

Report Group	FY 2001-02	FY 2002-03	FY 2003-04	FY 2004-05	Inc/(Dec) for FY04-05 Compared to FY03-04	
					Dollar	Percent
Comptroller Operations.....	\$ 379,876	\$ 728,734	\$ 366,512	\$ 0	\$ (366,512)	(100.0)%
Migratory Game Bird & Waterfowl Research Program....	377,236	339,976	374,968	378,714	3,746	1.0
Wildlife Diversity Research Management Program.....	286,688	291,738	251,139	0	(251,139)	(100.0)
Audio-Visual Program.....	269,340	345,167	236,288	238,011	1,723	0.7
Furbearer and Farmland Research Program.....	264,457	194,409	331,866	187,498	(144,368)	(43.5)
Environmental Review Program.....	263,041	293,819	264,323	455,915	191,592	72.5
General Equipment Maintenance.....	263,023	0	0	0	0	0.0
Data Communications Networking.....	239,739	202,698	227,580	170,135	(57,445)	(25.2)
Shooting Range Construction and Maintenance.....	217,645	225,901	244,284	217,648	(26,636)	(10.9)
Public Works Program.....	195,271	222,179	78,662	117,788	39,126	49.7
Desktop Computing.....	176,660	400,221	510,942	463,906	(47,036)	(9.2)
C.A.R.A. Activities.....	124,749	345,401	1,886	1,065	(821)	(43.5)
Assisting Other Agencies.....	76,894	63,292	66,152	52,915	(13,237)	(20.0)
Warehousing.....	55,109	39,532	39,298	42,227	2,929	7.5
Wildlife Health Activities.....	53,678	86,357	72,323	125,270	52,947	73.2
GIS Administration and Support.....	38,672	64,682	82,641	124,004	41,363	50.1
Bowhunter Education Program.....	22,985	36,735	16,054	23,462	7,408	46.1
Endangered Species/Nongame Law Enforcement.....	21,873	16,366	18,422	20,411	1,989	10.8
800 Telephone Service.....	13,676	15,708	962	26,168	25,206	a/
Remedial Hunter Education Program.....	7,139	8,152	4,489	4,386	(103)	(2.3)
Flood Related Costs.....	0	0	573	178,607	178,034	a/
Furtaker Education.....	0	0	0	14,924	14,924	100.0
Cons, Reserve Enhancement Program (CREP).....	0	906,303	1,274,795	1,618,687	343,892	27.0
Endangered/Threatened/Nongame Wildlife Mgt. Prgm.....	0	0	0	228,665	228,665	100.0
State Wildlife Grants.....	0	412,919	1,538,717	1,923,490	384,773	25.0
Total Expenditures.....	\$67,505,030	\$66,573,769	\$70,473,406	\$66,319,814	\$(4,153,592)	(5.9)%

a/ In this case, the percentage change is not provided because of the vast percentage difference between the two fiscal year figures shown.

Source: Developed by LB&FC staff using information obtained from the Pennsylvania Game Commission.

## APPENDIX C

### PGC Expenditures, by Major and Minor Object Classification (FY 2002-03 Through FY 2004-05)

Minor Object of Expenditure	FY		FY		Inc/(Dec) for FY04-05 Compared to FY03-04	
	2002-03	2003-04	2004-05		Dollar	Percent
<b>Personnel Services:</b>						
Salaries.....	\$29,977,196	\$30,086,718	\$29,762,115		\$ (324,603)	(1.1)%
Overtime .....	1,315,929	1,305,826	1,005,847		(299,979)	(23.0)
Shift Differential Pay--Salaries .....	21,732	22,817	20,764		(2,053)	(9.0)
Higher Classification Pay .....	7,850	15,887	5,737		(10,150)	(63.9)
Repay Salary Overpay .....	0	7,286	(30,544)		(37,830)	(519.2)
Wages.....	2,691,983	2,723,416	2,451,822		(271,595)	(10.0)
Shift Differential Pay--Wages .....	0	106	204		98	92.1
Repay Wage Overpay .....	0	(3,300)	(5,196)		(1,895)	57.4
Health Benefits .....	3,367,965	4,961,248	4,939,447		(21,802)	(0.4)
Hospitalization Insurance.....	2,447,133	3,077,490	3,754,605		677,115	22.0
Social Security Contributions.....	2,608,093	2,551,444	2,001,937		(549,507)	(21.5)
Medicare .....	0	210,123	469,470		259,347	123.4
Retirement Contributions.....	63,040	217,223	462,644		245,421	113.0
State Workmen's Ins. Premium Payments .....	666,836	679,315	678,900		(415)	(0.1)
Employees' Group Life Insurance.....	34,991	78,843	76,667		(2,176)	(2.8)
Unemployment Compensation .....	132,134	114,563	76,733		(37,830)	(33.0)
General Pay Increase .....	236,213	0	187,374		187,374	100.0
Leave Payout.....	1,022,522	1,757,654	669,778		(1,087,876)	(61.9)
Rewards/Bonuses.....	2,500	125	0		(125)	(100.0)
Allowances.....	316,862	306,743	286,528		(20,215)	(6.6)
<b>Total Personnel Services.....</b>	<b>\$44,912,978</b>	<b>\$48,113,528</b>	<b>\$46,814,830</b>		<b>\$ (1,298,698)</b>	<b>(2.7)%</b>
<b>Operational Expenses:</b>						
Travel.....	\$ 396,659	\$ 370,247	\$ 308,760		\$ (61,486)	(16.6)%
Training.....	36,943	39,154	46,655		7,501	19.2
Telecommunications--Rec.....	625,139	573,240	604,996		31,756	5.5
Telecommunications--NR .....	20,872	(13,594)	10,317		23,911	(175.9)
Telephone Equipment.....	1,564	272	4,140		3,868	a/
Radio Equipment .....	0	28,041	55,679		27,638	98.6

## Appendix C (Continued)

Minor Object of Expenditure	FY		FY		FY		Inc/(Dec) for FY04-05 Compared to FY03-04	
	2002-03	2003-04	2004-05	Dollar	Percent			
<b>Operational Expenses (Continued):</b>								
Heating Fuel .....	\$ 97,753	\$ 79,151	\$ 86,513	\$ 7,362	9.3%			
Water and Sewerage .....	15,931	12,736	13,347	611	4.8			
Electricity .....	399,675	385,145	370,168	(14,977)	(3.9)			
Consultant Service-Non EDP .....	74,140	190,467	50,192	(140,274)	(73.6)			
Legal Services and Fees .....	138,277	58,023	136,895	78,873	135.9			
Specialized Services.....	3,399,078	3,363,521	2,829,051	(534,470)	(15.9)			
Medical/Mental/Dental Service .....	8,784	2,316	794	(1,522)	(65.7)			
Advertising .....	22,153	18,373	7,847	(10,526)	(57.3)			
Contracted EDP Service--Vendor Provided .....	463,090	400,790	432,088	31,298	7.8			
Contracted Services--Non EDP .....	7,908	3,293	783	(2,511)	(76.2)			
Contracted Maintenance--EDP .....	27,440	28,075	13,865	(14,211)	(50.6)			
Contracted Maintenance--Non EDP .....	434,747	438,630	468,414	29,783	6.8			
Contracted Repairs--Non EDP .....	509,874	770,130	164,727	(605,402)	(78.6)			
Contracted Repairs--Mot. Equip. ....	640,390	453,591	1,430,913	977,322	215.5			
EDP--Leased Equipment.....	84,626	109,466	33,094	(76,372)	(69.8)			
Rent of Real Estate.....	20,711	19,896	8,289	(11,607)	(58.3)			
Vehicles--Leasing .....	35,761	52,832	82,126	29,294	55.4			
Office Equipment--Leased .....	0	2,760	1,155	(1,605)	(58.1)			
Other Rentals/Leases .....	417,599	374,044	533,457	159,413	42.6			
Office Supplies.....	253,028	168,754	173,825	5,071	3.0			
Publications .....	0	0	1,411	1,411	100.0			
Housekeeping Supplies.....	19,414	20,920	16,853	(4,067)	(19.4)			
Educational Supplies .....	504,247	457,094	246,265	(210,829)	(46.1)			
Miscellaneous Supplies .....	1,847,318	1,515,516	1,136,347	(379,169)	(25.0)			
Medical Supplies.....	1,962	1,222	3,979	2,757	225.7			
Laboratory Supplies.....	2,310	160	70	(90)	(56.4)			
Drug Supplies .....	1,045	10,286	4,784	(5,502)	(53.5)			
EDP Software .....	58	812	15,677	14,865	a/			
Other Computer Equipment.....	0	163,307	230,094	66,787	40.9			
Furniture and Fixtures.....	5,054	0	150	150	100.0			
Other Equipment.....	1,596	4,132	19,039	14,908	360.8			

## Appendix C (Continued)

Minor Object of Expenditure	FY		FY		Inc/(Dec) for FY04-05 Compared to FY03-04	
	2002-03	2003-04	2004-05		Dollar	Percent
<b>Operational Expenses (Continued):</b>						
Materials and Supplies .....	\$ 5,991	\$ 83,956	\$ 114,121	\$ 30,165		35.9%
Fuels .....	273	202,196	594,075	391,879		193.8
Winter Traffic Services.....	0	0	1,232	1,232		100.0
Aggregates and Other .....	0	34,809	76,587	41,778		120.0
Bituminous and Traffic Supplies .....	0	0	7,383	7,383		100.0
Motorized Equipment.....	983,008	856,568	714,675	(141,893)		(16.6)
Miscellaneous Equipment .....	449	4,939	16,750	11,811		239.1
Inventory--Non Recurring .....	2,511	32	0	(32)		(100.0)
Maintenance Supplies .....	0	440	1,710	1,270		289.0
Postage.....	637,409	658,363	561,311	(97,052)		(14.7)
Freight.....	133,632	182,575	166,198	(16,377)		(9.0)
Printing.....	1,344,503	1,770,239	1,103,274	(666,965)		(37.7)
Subscriptions .....	34,778	32,237	36,611	4,373		13.6
Membership Dues.....	47,617	34,469	40,322	5,853		17.0
Conference Expenses--Promo .....	75	364	5,346	4,982		a/
Conference Expenses .....	84,520	53,651	55,692	2,041		3.8
Wearing Apparel.....	110,990	206,593	133,330	(73,263)		(35.5)
Food.....	31,959	18,145	29,402	11,257		62.0
Fish Food.....	3,090	19	9	(10)		(52.5)
Purchasing Card Purchases .....	(68,600)	652,563	932,033	279,469		42.8
Insurance/Surety/Fidelity Bonds .....	111,006	152,943	163,398	10,455		6.8
Interest Charges .....	13	66	247	181		273.7
Recovered Damages .....	(21,684)	(18,421)	(15,731)	2,690		(14.6)
PENNDOT 800 Objects .....	0	0	345	345		100.0
Inmate Payroll.....	0	0	39,012	39,012		100.0
Lab-Mat Test Vouchers .....	0	10	60	50		500.0
Graphic Services .....	44,237	15,128	6,037	(9,091)		(60.1)
Other Operating Costs.....	1,123,156	1,081,427	640,910	(440,518)		(40.7)
<b>Total Operational Expenses .....</b>	<b>\$15,124,080</b>	<b>\$16,126,113</b>	<b>\$14,967,099</b>	<b>\$(1,159,014)</b>		<b>(7.2)%</b>

## Appendix C (Continued)

Minor Object of Expenditure	FY		FY		Inc/(Dec) for FY04-05 Compared to FY03-04	
	2002-03	2003-04	2004-05	Dollar	Percent	
<b>Fixed Assets:</b>						
Land Acquisition and Development.....	\$ 2,002,009	\$ 962,219	\$ 0	\$ (962,219)	(100.0)%	
Motor Vehicles .....	102,229	99,589	471,860	372,272	373.8	
Improvements to Buildings and Structures.....	59,741	148,363	44,653	(103,710)	(69.9)	
Machinery and Equipment.....	17,505	319,369	15,949	(303,419)	(95.0)	
Heavy Agricultural Equipment .....	2,700	222,932	87,177	(135,755)	(60.9)	
Other Road Equipment.....	0	8,875	0	(8,875)	(100.0)	
Engineering Equipment.....	0	35,992	0	(35,992)	(100.0)	
Radio Equipment .....	475	0	12,507	12,507	100.0	
Trucks .....	1,544,486	1,097,695	816,135	(281,559)	(25.7)	
EDP Equipment - Computer and Peripherals.....	5,287	0	0	0	0.0	
EDP Software .....	10,925	0	0	0	0.0	
Office Equipment.....	25	32,025	0	(32,025)	(100.0)	
Telecommunications Equipment .....	357	861	535	(326)	(37.9)	
<b>Total Fixed Assets .....</b>	<b>\$ 3,745,739</b>	<b>\$ 2,927,920</b>	<b>\$ 1,448,818</b>	<b>\$(1,479,102)</b>	<b>(50.5)%</b>	
<b>Subsidies and Grants:</b>						
State Payments to For-Profit Entities .....	\$ 0	\$ 0	\$ 4,438	\$ 4,438	100.0%	
Federal Payments--Government Subrecp.....	46	33	0	(33)	(100.0)	
State Payments--Government Subrecp.....	1,695,944	1,713,904	1,713,862	(41)	0.0	
Fed. Pymts.--Higher Edu. (Non-State Owned).....	5,000	0	263,183	263,183	100.0	
State Pymts.--Higher Edu. (Non-State Owned).....	811,763	1,344,431	1,002,515	(341,916)	(25.4)	
State Payments--Higher Edu. (State Owned).....	0	97,995	58,743	(39,252)	(40.1)	
Grants and Payments to Individuals .....	114,187	93,557	15,416	(78,140)	(83.5)	
Grants to Institutions.....	73,665	55,925	30,910	(25,015)	(44.7)	
<b>Total Subsidies and Grants .....</b>	<b>\$ 2,700,605</b>	<b>\$ 3,305,844</b>	<b>\$ 3,089,068</b>	<b>\$ (216,776)</b>	<b>(6.6)%</b>	
<b>Non-Expense Items:</b>						
Refunds of Overpayments .....	\$ 5,715	\$ 0	\$ 0	\$ 0	0.0%	
Interfund Transfers .....	84,652	0	0	0	0.0	
<b>Total Non-Expense Items.....</b>	<b>\$ 90,367</b>	<b>\$ 0</b>	<b>\$ 0</b>	<b>\$ 0</b>	<b>0.0%</b>	
<b>Total Expenditures .....</b>	<b>\$66,573,769</b>	<b>\$70,473,406</b>	<b>\$66,319,814</b>	<b>\$(4,153,591)</b>	<b>(5.9)%</b>	

<sup>a</sup>In this case, the percentage change is not provided because of the vast percentage difference between the two fiscal year figures shown.

Source: Developed by LB&FC staff using information obtained from the Pennsylvania Game Commission.



# APPENDIX D

## Number of Licenses Sold by the PGC, by Type (FY 1989-90 Through FY 2004-05)

<u>License Type</u>	<u>FY 1989-90</u>	<u>FY 1990-91</u>	<u>FY 1991-92</u>	<u>FY 1992-93</u>	<u>FY 1993-94</u>	<u>FY 1994-95</u>
Junior Resident Hunting.....	103,904	101,836	103,008	103,232	104,467	104,361
Junior Resident Combination.....	0	0	0	0	0	0
Adult Resident Hunting.....	909,037	913,022	911,839	907,291	883,021	871,074
Senior Resident Hunting.....	63,425	63,555	63,448	63,948	62,445	61,089
Senior Lifetime Resident Hunting.....	2,052	2,365	2,776	3,172	3,172	3,406
Senior Lifetime Resident Combination.....	0	0	0	0	0	0
Senior Lifetime Resident Upgrade.....	0	0	0	0	0	0
Senior Lifetime Renewal.....	0	0	0	0	0	0
Resident Bear Hunting.....	92,468	93,348	89,468	91,165	89,626	89,408
Nonresident Bear Hunting.....	0	0	0	0	0	0
Resident Antlerless Deer.....	683,760	798,223	838,462	708,226	741,319	773,356
Nonresident Antlerless Deer.....	0	0	0	0	0	0
Resident Archery Deer.....	272,364	285,352	296,244	309,012	317,344	322,378
Nonresident Archery Deer.....	0	0	0	0	0	0
Resident Muzzleloader Deer.....	97,817	105,620	106,372	103,309	77,494	76,071
Nonresident Muzzleloader Deer.....	0	0	0	0	0	0
Adult Nonresident Hunting.....	72,270	73,756	72,565	72,494	70,470	69,873
Junior Nonresident Hunting.....	2,470	2,361	2,359	2,341	2,328	2,247
Junior Nonresident Combination.....	0	0	0	0	0	0
7-Day Nonresident Small Game.....	3,733	3,885	4,207	4,258	4,187	4,782
Junior Resident Furtakers.....	2,963	2,075	1,977	1,953	1,919	2,368
Adult Resident Furtakers.....	21,604	16,816	16,664	16,855	16,174	18,440
Senior Resident Furtakers.....	1,767	1,262	1,365	1,305	1,216	1,332
Senior Lifetime Resident Furtaker.....	57	99	56	70	68	72
Adult Nonresident Furtaker.....	123	124	152	160	146	162
Junior Nonresident Furtaker.....	4	1	1	2	3	2
Resident Migratory Game Bird Hunting.....	0	0	0	0	0	0
Nonresident Migratory Game Bird Hunting.....	0	0	0	0	0	0
Owners or Possessors of Land Open to Public Htg.....	0	0	2,699	2,178	1,837	1,697
Disabled Veteran Antlerless Deer.....	562	549	513	533	562	563
Replacement License-Antlerless.....	445	559	552	486	1,302	1,422
Armed Forces.....	1,491	1,393	1,818	1,533	1,911	1,901
Three Day.....	3,027	2,061	0	0	0	0
Resident Military.....	0	0	0	0	0	0

## Appendix D (Continued)

<u>License Type</u>	<u>FY</u> <u>1995-96</u>	<u>FY</u> <u>1996-97</u>	<u>FY</u> <u>1997-98</u>	<u>FY</u> <u>1998-99</u>	<u>FY</u> <u>1999-00</u>
Junior Resident Hunting .....	102,272	100,851	98,523	98,233	62,586
Junior Resident Combination .....	0	0	0	0	35,617
Adult Resident Hunting .....	848,666	831,369	811,322	811,985	777,172
Senior Resident Hunting .....	55,324	51,722	48,614	46,929	43,759
Senior Lifetime Resident Hunting .....	7,203	5,364	4,905	4,515	3,529
Senior Lifetime Resident Combination .....	0	0	0	0	2,158
Senior Lifetime Resident Upgrade .....	0	0	0	0	3,371
Senior Lifetime Renewal .....	23,700	26,243	29,759	33,582	33,529
Resident Bear Hunting .....	88,205	91,540	114,280	112,008	99,520
Nonresident Bear Hunting .....	1,886	2,353	2,666	2,759	2,384
Resident Antlerless Deer .....	769,859	825,470	677,565	745,272	718,670
Nonresident Antlerless Deer .....	0	0	0	0	22,163
Resident Archery Deer .....	322,065	328,193	321,556	528,451	263,377
Nonresident Archery Deer .....	0	0	0	0	13,245
Resident Muzzleloader Deer .....	79,556	83,996	83,208	90,421	101,672
Nonresident Muzzleloader Deer .....	0	0	0	0	4,418
Adult Nonresident Hunting .....	67,761	66,282	63,582	67,386	63,830
Junior Nonresident Hunting .....	2,229	2,261	2,229	2,612	2,094
Junior Nonresident Combination .....	0	0	0	0	582
7-Day Nonresident Small Game .....	4,349	4,641	4,432	4,385	3,262
Junior Resident Furtakers .....	2,419	2,855	3,046	2,721	499
Adult Resident Furtakers .....	17,947	21,067	22,515	21,483	16,110
Senior Resident Furtakers .....	1,123	1,320	1,450	1,356	803
Senior Lifetime Resident Furtaker .....	165	130	146	121	2
Adult Nonresident Furtaker .....	173	260	248	304	179
Junior Nonresident Furtaker .....	13	4	8	13	11
Resident Migratory Game Bird Hunting .....	0	142,361	127,112	131,178	115,252
Nonresident Migratory Game Bird Hunting .....	0	0	0	0	4,579
Owners or Possessors of Land Open to Public Htg....	1,856	1,688	1,633	1,578	1,826
Disabled Veteran Antlerless Deer .....	556	554	574	571	590
Replacement License-Antlerless .....	1,210	1,259	1,285	1,261	1,135
Armed Forces .....	1,551	1,554	1,448	968	858
Three Day .....	0	0	0	0	0
Resident Military .....	0	0	0	0	0

## Appendix D (Continued)

<u>License Type</u>	<u>FY</u> <u>2000-01</u>	<u>FY</u> <u>2001-02</u>	<u>FY</u> <u>2002-03</u>	<u>FY</u> <u>2003-04</u>	<u>FY</u> <u>2004-05</u>
Junior Resident Hunting .....	57,661	56,801	54,793	53,739	52,473
Junior Resident Combination .....	43,174	46,026	48,813	51,064	53,689
Adult Resident Hunting .....	774,396	776,032	749,352	744,856	735,158
Senior Resident Hunting .....	43,574	43,200	40,607	39,099	37,718
Senior Lifetime Resident Hunting .....	3,946	3,461	3,174	3,049	3,163
Senior Lifetime Resident Combination .....	2,757	2,449	2,664	2,701	3,120
Senior Lifetime Resident Upgrade .....	762	388	312	291	316
Senior Lifetime Renewal .....	39,735	44,537	47,703	50,757	53,808
Resident Bear Hunting .....	101,840	106,583	118,218	119,998	127,718
Nonresident Bear Hunting .....	2,439	2,667	3,828	3,913	4,463
Resident Antlerless Deer .....	791,289	752,257	976,913	912,061	981,391
Nonresident Antlerless Deer .....	23,602	20,605	33,723	33,976	35,905
Resident Archery Deer .....	270,286	271,814	270,043	271,162	270,584
Nonresident Archery Deer .....	13,937	14,173	13,012	13,959	13,909
Resident Muzzleloader Deer .....	131,986	141,075	158,817	179,339	190,646
Nonresident Muzzleloader Deer .....	5,751	6,338	7,259	9,049	9,547
Adult Nonresident Hunting .....	65,007	66,819	61,731	64,832	64,862
Junior Nonresident Hunting .....	2,223	2,500	2,468	2,673	2,672
Junior Nonresident Combination .....	660	739	724	771	810
7-Day Nonresident Small Game .....	3,098	3,054	3,018	2,676	2,591
Junior Resident Furtakers .....	311	271	394	376	327
Adult Resident Furtakers .....	17,174	18,218	19,251	21,053	22,852
Senior Resident Furtakers .....	916	736	822	836	688
Senior Lifetime Resident Furtaker .....	2	2	4	1	3
Adult Nonresident Furtaker .....	146	179	184	187	220
Junior Nonresident Furtaker .....	2	4	21	1	4
Resident Migratory Game Bird Hunting .....	116,202	115,053	116,583	113,232	110,258
Nonresident Migratory Game Bird Hunting .....	4,419	4,277	4,500	4,477	4,451
Owners or Possessors of Land Open to Public Htg...	1,853	1,814	1,795	1,740	1,674
Disabled Veteran Antlerless Deer .....	701	796	831	960	1,029
Replacement License-Antlerless .....	1,346	1,339	1,582	1,308	1,285
Armed Forces .....	1,334	2,078	2,233	2,513	2,649
Three Day .....	0	0	0	0	0
Resident Military .....	0	0	0	0	1,812

Source: Developed by LB&FC staff using license sales information obtained from the Pennsylvania Game Commission.

## APPENDIX E

### PGC Project Plans for Initial Funding From the Growing Greener II Program

The Growing Greener Environmental Stewardship and Watershed Protection Enhancement Act (Act 2005-1) required a voter referendum which asked:

Do you favor authorizing the Commonwealth to borrow up to \$625,000,000, for the maintenance and protection of the environment, open space and farmland preservation, watershed protection, abandoned mine reclamation, acid mine drainage remediation and other environmental initiatives?

The voters of the Commonwealth approved the incurring of this indebtedness at the primary election held on May 17, 2005. The General Assembly subsequently passed Act 2005-45 establishing the Growing Greener Bond Fund.

The \$625.0 million, six-year "Growing Greener II" program provides \$20,000,000 to the PA Game Commission for capital improvement projects to its existing lands and facilities. The act specifically states that these bond proceeds are not to be used for land acquisition.

The act also requires that the PGC Executive Director present an annual allocation plan to the House and Senate Game and Fisheries Committees detailing the projects to be funded and their environmental impacts. The PGC is also required to publish an annual report of all projects funded on its website.

During an appearance before the House Game and Fisheries Committee on February 9, 2006, the Executive Director of the PGC presented an allocation plan detailing the projects to be funded for the first and second years of the bond term. This allocation plan presented the cost of each project along with its anticipated environmental benefit.

For the first year of the bond issue, the PGC has planned \$6.0 million in projects, at least some of which could be started during the second half of FY 2005-06. These include:

• Wildlife and Habitat Development.....	\$5.1 million
• Building Facility.....	0.3 million
• Infrastructure Improvement.....	0.4 million
• Shooting Range.....	<u>0.1 million</u>
Total.....	\$6.0 million <sup>a</sup>

<sup>a</sup>Does not add due to rounding.

A list of these projects and their anticipated environmental impacts follows on the next page.

## Appendix E (Continued)

<b>Growing Greener II PGC Project Areas and Environmental Impacts (Phase I)</b>		
<u>Project</u>	<u>Amount</u>	<u>Environmental Impact</u>
Wildlife and Habitat Development	\$5,127,598	Purchase equipment that will allow the PGC to protect critical habitat, create habitat, such as early successional forest habitat, small game habitat on farmable SGL acres, create wetlands, and prevent erosion.
Building Facility	333,932	Repair or replace existing office and storage buildings and facilities which will protect the PGC's assets and also reduce greenhouse gas and other air emissions, and provide cost savings by reducing electricity consumption.
Infrastructure Improvement	437,955	Repair, replace, or upgrade existing bridges, dams, roads, and impoundments which will prevent possible downstream flooding caused by dam failures, restore the stream's natural hydrology, restore aquatic habitat, and enhance biological diversity of the stream. Improve stream quality by repairing riparian buffers, decrease sediment loading, and reduce runoff non-point source pollution.
Shooting Range	<u>100,515</u>	Repair, maintain, and upgrade existing shooting ranges which will improve environmental conditions related to lead remediation, and remove downrange safety issues by rebuilding backstops or installing overhead baffles as well as improve overall watershed health, and allow the agency to reopen ranges that were closed in 2005.
<b>Total Projects</b>	<b>\$6,000,000</b>	

In its 2005 annual report to the House and Senate Game and Fisheries Committees the PGC provided a listing of estimated line item costs within each of these projects. These costs are listed on the following page.

PGC officials projected that PGC Phase II projects, totaling an additional \$6.0 million, will begin in FY 2006-07. These projects include \$2.5 million for continued shooting range repairs, maintenance, and upgrading as well as \$3.5 million for continued infrastructure improvements.

## Appendix E (Continued)

<b>Growing Greener II PGC Detailed Project Cost Estimates (Phase I)</b>	
<u>Project Detail</u>	<u>Est. Cost</u>
<b>Wildlife and Habitat Development</b>	
Northwest Region	\$ 633,919
Southwest Region	928,892
Northcentral Region	938,996
Southcentral Region	1,081,041
Northeast Region	830,012
Southeast Region	652,194
Harrisburg Headquarters	32,544
Howard Nursery	30,000
Total Wildlife and Habitat Development Projects	\$5,127,598
<b>Building Facility</b>	
Northwest Region Facility Renovations	\$ 60,532
Northwest Region Above Ground Storage Tank	17,000
Southwest Region Heating System Replacement	49,400
Southwest Region Above Ground Storage Tank	17,000
Southcentral Region Facility Renovations	20,000
Northeast Region Facility Renovations	52,000
Southeast Region Middle Creek Visitor Center Safety Projects	106,000
Harrisburg Headquarters Fire Alarm System Improvements	12,000
Total Building Facility Projects	\$ 333,932
<b>Infrastructure Improvement</b>	
Northwest Region Road and Parking Lot Improvements	\$ 30,275
Northwest Region Water Control Structure Repair	5,000
Northcentral Region Bridge Replacement/Stream Crossing	104,500
Southcentral Region Water Control Structure Repairs	15,000
Southcentral Region Road Improvements	96,000
Southcentral Region Box Culvert Replacement	30,000
Northeast Region Road Improvements	127,180
Northeast Region Removal of Low-Head Dam	20,000
Northeast Region Shahola Dam Repairs	25,000
Total Infrastructure Improvement Projects	\$ 437,955
<b>Shooting Range</b>	
Northwest Region Clean and Remove Pistol Range	\$ 10,000
Northeast Region Improvements on Three Shooting Ranges	90,515
Total Shooting Range Projects	\$ 100,515
Total Phase I Projects	\$6,000,000

Source: Developed by LB&FC staff using information obtained from the PGC Annual Report, January 31, 2006.

## APPENDIX F

### Summary of PGC-Related Statutory Changes Since the Last LB&FC Report in 2003

**Act 2005-90:** Provides for the offense of trespass on private property while hunting and sets penalties.

**Act 2005-86:** Permits any natural or manmade nonliving bait, any electronic or mechanical device to be used to attract coyotes for hunting or trapping, and allows the use of any decoy to be used in trapping or hunting furbearers. Also exempts from licensing persons involved in a mentored youth hunting program pursuant to Commission regulations.

**Act 2005-20:** Provides that Pa. National Guard and reserve component hunting licenses will be issued by the Commission or county treasurer to persons who were deployed overseas during the past 24 months for a period of at least 180 days. The license fee is \$1.

**Act 2005-19:** Provides that former prisoners of war shall be entitled to purchase a resident hunting license at the cost of \$1 plus the issuing agent fee.

**Act 2004-207:** Amends several acts including the Game and Wildlife Code to change the term district justice to magisterial district judge.

**Act 2004-162:** Requires hunters to report the killing of big game as required by Commission regulations. Prior language said the reporting had to be done by filling in a report card supplied with the hunting license.

**Act 2004-53:** Provides for a wild turkey license and sets the fees.

**Act 2004-48:** Provides for an unlicensed person to help or participate with a licensed hunter or trapper in hunting and trapping activities.

**Act 2004-43:** Describes the area of the safety zone for persons hunting with a bow and arrow or crossbow. This used to refer to archery deer hunters.

**Act 2004-42:** Expands provisions relating to resisting or interfering with an officer. The offense is now defined as interfering with or resisting an arrest, inspection, or investigation of the officer by threat, force, menace, flight, or obstruction. Failure to provide identification upon demand is now a separate subsection.

**Act 2004-20:** Amends the littering provisions to state that spent shotgun and rifle shell casings that are ejected during normal hunting activities are not considered litter. Normal hunting activities includes up to six rounds from a stationary position.

**Act 2003-63:** Amends penalties provisions; provides for military personnel hunting licenses for a fee of \$1; adds to the grounds for a denial of a hunting or furtaking license.

**Act 2003-6:** Provides for lifetime and temporary permits for disabled persons hunting with a bow and arrow or crossbow.

**Act 2003-5:** Provides that falconry permits may be issued only to residents and persons must be at least 16 years old; changes provisions relating to disabled person permits.

Source: Developed by LB&FC staff.

## APPENDIX G

### Pending Legislation Relating to the Pennsylvania Game Commission

(As of January 5, 2006)

**House Bill 84:** Provides that WCOs have the authority to enforce the Vehicle Code while performing their WCO responsibilities.

**House Bill 313:** Relates to deterrent fencing for deer, bear, and elk; establishes the Elk Damage Fund; provides that the Agriculture Department and the PGC may enter into cooperative agreements to implement these provisions.

**House Bill 413:** Proposes changes to the Commissioners' terms of office.

**House Bill 415:** Prohibits hunting within 100 yards of any game feeder or feeding areas where any natural hay, grass, browse, grain, fruit, nut, salt, chemical, mineral, other food, or any combination thereof is used for feeding purposes.

**House Bill 416:** Provides that the loaded firearm and locating game requirements in §2923 (relating to disabled person permits) shall not apply to any person who is permanently confined to a wheelchair and who uses an electric-powered wheelchair or any other motorized conveyance for mobility when hunting.

**House Bill 417:** Permits the hunting of woodchucks on Sunday only with the written permission of the landowner or lessee.

**House Bill 420:** Provides an exception to the use of dogs while hunting. Specifically, a person who owns, controls, or harbors a single dog that is maintained on a leash at all times may use the dog to track big game, excluding turkey, that have been killed or wounded by another person who is engaged in lawful hunting of such big game. The person or anyone who accompanies the person using the dog to track such big game may not possess a firearm or implement capable of injuring or killing such big game.

**House Bill 528:** Authorizes WCOs to enforce trespass laws.

**House Bill 532:** Proposes an amendment to the Pennsylvania Constitution providing for the right to hunt, fish, and harvest game.

**House Bill 625:** Requires the Commission as part of its annual written report to the General Assembly to include any studies, programs, donations, or expenditures involving the participation of the members of the commission, the director, or any officer, employee, or agent of the commission acting in his official capacity that are not disbursed from the Game Fund.

**House Bill 720:** Provides for the legal taking of coyotes, bobcats, raccoons, skunks, opossums, or foxes with the aid of a handheld or head-worn light.

**House Bill 742:** Provides for the use of decoys in hunting and trapping furbearers.



## **Appendix G (Continued)**

**House Bill 856:** Allows hunters and trappers to carry their license upon their person instead of displaying their license on their back.

**House Bill 867:** Provides that a minimum of 10% of the previous fiscal year's revenues from timber harvesting on commission land shall be used solely for the purpose of forest regeneration activities.

**House Bill 904:** Deletes provisions that prohibit hunting on Sunday.

**House Bill 934:** Permits Sunday hunting on commercial regulated hunting grounds.

**House Bill 950:** Provides that Commission members cannot be current or former employees or deputy wildlife conservation officers of the commission.

**House Bill 1342:** Expands the definition and hunting privileges of military personnel.

**House Bill 1366:** Provides for the issuance of antlerless deer licenses by the commission.

**House Bill 1444:** Deletes the license fee for taxidermists. **House Bill 1528** is similar.

**House Bill 1576:** Provides for recreational hunting on lands managed by the Department of Conservation and Natural Resources.

**House Bill 1605:** Provides that the regulations relating to any season for hunting with flintlock muzzleloader firearms shall also allow hunting with in-line muzzleloader firearms.

**House Bill 1666:** Prohibits hunting in and around game feeders and game feeding areas.

**House Bill 1689:** Allows the use of any electronic or mechanical device to attract coyotes for hunting.

**House Bill 1696:** Provides a definition of wild mammals.

**House Bill 2027:** Allows PGC employees to use bait to attract wildlife for research or management purposes.

**House Bill 2090:** Provides that publications and forms used to convey information, whether in electronic, print, or other media format, may contain advertisements.

**House Bill 2205:** Changes requirements for recordkeeping by issuing agents.

**House Bill 2206:** Proposes restrictions on recreational spotlighting.

**House Bill 2256:** Establishes a beginner hunting license for persons less than 12 years of age.

**House Bill 2289:** Prohibits the taking of exotic wildlife or domestic animals for a fee.

**Senate Bill 465:** Requires the Commission to provide gift vouchers for licenses.

## **Appendix G (Continued)**

**Senate Bill 467:** Provides for junior first-time resident hunting licenses.

**Senate Bill 508:** Provides for a special license and license auction to hunt one elk, with certain proceeds benefiting the Rocky Mountain Elk Foundation. **House Bill 1695** is similar.

**Senate Bill 593:** Provides that a person who qualifies for an adult nonresident hunting license or antlerless deer license as a nonresident and who satisfies the requirements under §2706(c) (relating to resident license and fee exemptions) for the type of hunting authorized by the license shall be charged the same applicable license fee as a resident.

**Senate Bill 680:** Provides for complimentary hunting licenses for certain military personnel.

**Senate Bill 861:** Requires the commission to replace the system of collecting Social Security numbers from applicants for any type of license with an alternative system for applicant identification that is not based upon Social Security numbers.

**Senate Bill 988:** Relates to requirements for hunting licenses and Commission implemented mentored youth programs.

APPENDIX H

**Response to This Report**



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COMMONWEALTH OF PENNSYLVANIA  
**Pennsylvania Game Commission**

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March 8, 2006

Mr. Philip R. Durgin, Executive Director  
Legislative Budget and Finance Committee  
Room 400 Finance Building  
P.O. Box 8737  
Harrisburg, Pennsylvania 17105-8737

Dear Mr. Durgin,

Thank you for the opportunity to provide comments to the draft performance audit report received on February 28, 2006. The Pennsylvania Game Commission has had a long-standing relationship with your Committee and we look forward to working with you in the years ahead. Attached you will also find a few recommended grammatical changes for your consideration.\*

**Finding #1** – Although the PGC finalized and published a five-year Strategic Plan in May 2003, full-scale implementation of the plan never materialized. For a number of reasons, the Commission's planning process has not been a priority and the Plan itself has had relatively little, if any meaningful influence on day-to-day Commission operations, programming, or fiscal decision-making.

**PGC Response** – We concur with this finding, but ask that you see additional comments under our response to the recommendations.

**Finding #2** – While the PGC has continued to experience problems in operationalizing its Strategic Plan, the agency's financial condition represents its most significant near-term challenge. Despite expenditure cuts and ongoing cost-containment measures, the Commission is in need of a substantial revenue augmentation in order to stem the decline in the Game Fund balance and avoid further reductions in programs, services, and staff.

**PGC Response** – We concur with this finding.

\*This change sheet is not included because the referenced revisions were made prior to the final printing of the report.

Recommendations:

1. As soon as financially feasible, fill the position of PGC Strategic Planner that has been vacant since early 2003.

Response: The PGC agrees with this recommendation and upon availability of funds will work towards filling this important position. Until such time those additional revenues are recognized, we have implemented a hiring freeze on all new positions and back filling only positions that are critical to our current mission.

2. Issue an agency-wide directive clarifying the status of the Commission's strategic planning process and the role the plan is to play in agency operations and budgeting.

Response: The PGC agrees with this recommendation and has already made progress in communicating the importance of the Commission's Strategic Plan. The current Executive Director has expressed his strong commitment to the planning process and has informed staff that strategic planning will be incorporated into day-to-day operations. Bureau and Regional budgets will be linked to the Strategic Plan and performance reports will be an integral part of the implementation.

3. Seek consulting assistance from the U.S. Fish and Wildlife Service Management Assistance Team (MAT) and the Organization of Wildlife Planners (OWP) to fully activate the planning process, relate the plan to the budget, and develop an agency-wide performance measurement system.

Response: The PGC appreciates your recommendation, however under current fiscal conditions, one of our cost containment measures was a reduction in membership fees. Therefore, until such time that additional revenues become available, we must continue with no new initiatives to include new membership fees.

Our current Strategic Plan does include a measurement system and we have collected two years of measurements from the program areas, however we have not been able to achieve the full implementation of the Plan due to financial constraints. During FY 05-06 Budget Preparations, we developed our initial budget based on a zero-based concept. This was a strong attempt in tying the budgeting process to the Strategic Plan. As you are aware, all plans are resource driven and unfortunately, cost containment measures influenced our ability to continue the measuring system throughout the budget year.

Mr. Philip R. Durgin  
March 8, 2006  
Page 3

4. In conjunction with Recommendation #3 above, explore the availability of financial assistance for planning in the form of a U.S. Fish and Wildlife Service "Comprehensive Management System Grant."

Response: The PGC is not aware of financial assistance available for planning, but will research the possibility with the U.S. Fish and Wildlife Services. On September 2005, the Bureau of Wildlife Management submitted the Pennsylvania's Comprehensive Wildlife Conservation Strategy Plan and is currently waiting written approval of the plan. A complete copy of this plan can be found on the PGC's website under Wildlife.

Again, we thank you for the opportunity to respond and if you have any questions, please feel free to call me at (717)705-6540.

Sincerely,



Carl G. Roe  
Executive Director

Attachment