

Department of Natural Resources

Funding Request for the FY 2022-23 Budget Cycle

Request Title

R-01 Support Increased Outdoor Recreation and Conservation

Dept. Approval By: 

Supplemental FY 2021-22

OSPB Approval By: Meredith Moon Digitally signed by Meredith Moon
Date: 2021.10.27 10:33:38 -06'00'

Budget Amendment FY 2022-23

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Change Request FY 2022-23

Summary Information	Fund	FY 2021-22		FY 2022-23		FY 2023-24
		Initial Appropriation	Supplemental Request	Base Request	Change Request	Continuation
	Total	\$162,537,364	\$0	\$165,384,843	\$5,939,796	\$5,807,046
	FTE	890.6	0.0	890.7	15.5	15.5
Total of All Line Items Impacted by Change Request	GF	\$7,406,089	\$0	\$7,113,874	\$0	\$0
	CF	\$134,033,956	\$0	\$137,144,322	\$5,939,796	\$5,807,046
	RF	\$680,613	\$0	\$738,430	\$0	\$0
	FF	\$20,416,706	\$0	\$20,388,217	\$0	\$0

Line Item Information	Fund	FY 2021-22		FY 2022-23		FY 2023-24
		Initial Appropriation	Supplemental Request	Base Request	Change Request	Continuation
	Total	\$18,769,338	\$0	\$19,189,707	\$225,376	\$225,376
	FTE	0.0	0.0	0.0	0.0	0.0
01. Executive Director's Office, (A) Administration, (1) Administration - Health, Life, And Dental	GF	\$3,587,245	\$0	\$3,469,730	\$0	\$0
	CF	\$14,554,675	\$0	\$15,064,228	\$225,376	\$225,376
	RF	\$224,189	\$0	\$261,857	\$0	\$0
	FF	\$403,229	\$0	\$393,892	\$0	\$0

	Total	\$179,334	\$0	\$185,018	\$1,470	\$1,470
	FTE	0.0	0.0	0.0	0.0	0.0
01. Executive Director's Office, (A) Administration, (1) Administration - Short-Term Disability	GF	\$31,485	\$0	\$31,903	\$0	\$0
	CF	\$136,753	\$0	\$141,788	\$1,470	\$1,470
	RF	\$6,205	\$0	\$6,720	\$0	\$0
	FF	\$4,891	\$0	\$4,607	\$0	\$0

	Total	\$6,274,184	\$0	\$6,483,000	\$45,948	\$45,948
	FTE	0.0	0.0	0.0	0.0	0.0

01. Executive Director's

01. Executive Director's Office, (A) Administration, (1) Administration - Amortization Equalization Disbursement	GF	\$988,697	\$0	\$1,009,173	\$0	\$0
	CF	\$4,921,127	\$0	\$5,109,084	\$45,948	\$45,948
	RF	\$203,487	\$0	\$213,304	\$0	\$0
	FF	\$160,873	\$0	\$151,439	\$0	\$0

Total		\$6,274,184	\$0	\$6,483,000	\$45,948	\$45,948
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01. Executive Director's Office, (A) Administration, (1) Administration - Supplemental Amortization Equalization Disbursement	FTE	0.0	0.0	0.0	0.0	0.0
	GF	\$988,697	\$0	\$1,009,173	\$0	\$0
	CF	\$4,921,127	\$0	\$5,109,084	\$45,948	\$45,948
	RF	\$203,487	\$0	\$213,304	\$0	\$0
	FF	\$160,873	\$0	\$151,439	\$0	\$0

Total		\$4,847,036	\$0	\$4,856,396	\$73,625	\$73,625
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FTE	0.0	0.0	0.0	0.0	0.0	0.0
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01. Executive Director's Office, (A) Administration, (1) Administration - Vehicle Lease Payments	GF	\$368,895	\$0	\$368,895	\$0	\$0
	CF	\$4,367,545	\$0	\$4,376,905	\$73,625	\$73,625
	RF	\$43,245	\$0	\$43,245	\$0	\$0
	FF	\$67,351	\$0	\$67,351	\$0	\$0

Total		\$38,372,397	\$0	\$38,897,798	\$3,042,827	\$3,042,827
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05. Division of Parks and Wildlife, (A) Colorado Parks and Wildlife Operations, (1) Colorado Parks and Wildlife Operations - State Park Operations	FTE	265.0	0.0	266.1	0.0	0.0
	GF	\$200,625	\$0	\$125,000	\$0	\$0
	CF	\$37,726,966	\$0	\$38,327,992	\$3,042,827	\$3,042,827
	RF	\$0	\$0	\$0	\$0	\$0
	FF	\$444,806	\$0	\$444,806	\$0	\$0

Total		\$87,820,891	\$0	\$89,289,924	\$2,504,602	\$2,371,852
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05. Division of Parks and Wildlife, (A) Colorado Parks and Wildlife Operations, (1) Colorado Parks and Wildlife Operations - Wildlife Operations	FTE	625.6	0.0	624.6	15.5	15.5
	GF	\$1,240,445	\$0	\$1,100,000	\$0	\$0
	CF	\$67,405,763	\$0	\$69,015,241	\$2,504,602	\$2,371,852
	RF	\$0	\$0	\$0	\$0	\$0
	FF	\$19,174,683	\$0	\$19,174,683	\$0	\$0

Auxiliary Data

Requires Legislation? NO

Type of Request?

Natural Resources Prioritized Request

Interagency Approval or Related Schedule 13s:

Impacts DPA



Department Priority: R-01
Request Detail: Support Increased Outdoor Recreation and Conservation

Summary of Funding Change for FY 2022-23			
		Incremental Change	
	FY 2021-22 Appropriation	FY 2022-23 Request	FY 2023-24 Request
Total Funds	\$162,537,364	\$5,939,796	\$5,807,046
FTE	890.6	15.5	15.5
General Fund	\$7,406,089	\$0	\$0
Cash Funds	\$134,033,956	\$5,939,796	\$5,807,046
Reappropriated Funds	\$680,613	\$0	\$0
Federal Funds	\$20,416,706	\$0	\$0

Summary of Request

The Department of Natural Resources (DNR) and Colorado Parks and Wildlife (CPW) request an increase of \$5,939,796 total funds, including \$3,042,827 from the Parks and Outdoor Recreation Cash Fund and \$2,896,969 from the Wildlife Cash Fund, and 15.5 FTE, starting in FY 2022-23. CPW protects, preserves, and manages wildlife and environment for the benefit of Coloradans and visitors, including 43 state parks, 350 state wildlife areas, 45,000 miles of trails, and 23 million acres of public land. Rapid population growth and an increase in demand for outdoor recreation are challenging CPW’s ability to dedicate sufficient resources to address visitation and usage, wildlife and human conflicts, local development, and federal initiatives and requirements.

As envisioned in S.B. 18-143, the Hunting, Fishing, and Parks for Future Generations Act, the requested positions will facilitate improving wildlife populations, increasing the number of fish stocked, and maintaining parks and wildlife areas. The request also includes funding for other operating costs for state parks and wildlife initiatives, and an increase to the four region’s base operating budgets, which is needed to account for increased costs to provide services to citizens and visitors across the state. Although user fees have been raised, additional spending authority is needed to allow CPW to spend the revenue to meet the specified goals.

Current Program

CPW is a nationally recognized leader in conservation, outdoor recreation, and wildlife management. The agency manages 43 state parks, all of Colorado's wildlife, 350 state wildlife areas and a host of recreational programs. CPW issues hunting and fishing licenses, conducts research to improve wildlife management activities, protects high priority wildlife habitat through acquisitions and partnerships, provides technical assistance to private and other public landowners concerning wildlife and habitat management, and develops programs to understand, protect, and recover threatened and endangered species.

In addition to employing approximately 907 permanent staff members, due to the seasonal nature of state parks and wildlife-related work, CPW relies heavily on temporary staffing to carry out its daily operations, employing more than 400 seasonal employees each year. Fifty-nine percent of temporary staff are for state park operations related to camping, fishing, and outdoor recreation, including boating and hiking at state parks. CPW also has a robust volunteer program. Between 4,000 and 6,000 volunteers engage with CPW each year, contributing over 320,000 hours per year, equivalent to 153 FTE with an annual economic impact of \$9.4 million.¹

CPW staff's job duties focus on parks or wildlife related work and many staff have combined duties across both areas of the agency. For staff who have a combined duties that impact both parks and wildlife, their costs are allocated to the appropriate fund sources based on an annual cost allocation methodology. These staff include those focused on information and education, including customer service and information technology staff, financial services, research, policy, and planning. CPW's staff and budgets are either assigned to statewide activities, or within the four regions of the state, Northeast (NE), Northwest (NW), Southeast (SE), or Southwest (SW).² Within the regions, certain staff are assigned to a particular area within the region, while other staff have responsibilities that cover the entire region. CPW staff responsibilities vary widely from hour to hour and day to day.

CPW employs approximately 283 FTE focused on parks-specific work, to manage and operate 43 state parks for world class outdoor education and connect people to Colorado's outdoors. Parks staff include park rangers, resource technicians, customer service staff, capital project managers and engineers, and administrative staff. Responsibilities include planning for new and existing park development, law enforcement, maintenance, repairs, policy development, stakeholder engagement, providing information and education, customer service, search and rescue, and many other duties.

¹ <https://cpw.state.co.us/aboutus/Volunteers>

² https://cpw.state.co.us/learn/Maps/CPW_RegionsAreas.pdf#search=area%20map

CPW also employs approximately 608 FTE focused on wildlife-specific work, conserving wildlife and habitat to ensure healthy sustainable populations and ecosystems, including statewide management of aquatics, terrestrial, natural resource, water, and law enforcement. Wildlife staff include wildlife managers, biologists, capital project managers, engineers, area managers, and technicians. Responsibilities include law enforcement; wildlife management, including herd counts; management of hatcheries and conducting fish counts; responding to customer inquiries about human and wildlife conflicts and wildlife sightings; rescuing wildlife in danger; developing local, state and public policies, including providing detailed expert analysis, research, and comments; conservation and habitat management; stakeholder engagement on a wide variety of topics; grant management and administration; and many other duties. Staff perform various tasks statewide where human populations, activities, and needs continue to grow, which adds complexity to workload. Decades of increasing conflict-related calls and new wildlife programs and issues have forced staff to reprioritize job duties.

Additionally, CPW employs approximately 16 FTE whose work is dedicated to specific programs including the Habitat Partnership Program, Aquatic Nuisance Species inspections and management, and Off Highway Vehicle and Snowmobile Program Support.

Senate Bill 18-143, the Hunting, Fishing, and Parks and Wildlife for Future Generations Act, increased revenues from user fees to accomplish specific goals and objectives, including increasing the number of hunters and anglers, partnering with stakeholders to develop strategies to engage all outdoor recreationists, recruiting and retaining qualified employees to manage wildlife, park, recreational and aquatic resources, supporting access on public and private land, and increasing and improving the state's big game populations through investments in habitat and conservation. Although user fees have been raised, leading to higher revenues, additional spending authority is needed to allow CPW to spend the revenues to meet the specified goals.

Problem or Opportunity

Higher levels of public participation in outdoor recreation, partly driven by Colorado's growing population, is causing increased stress on the state's natural resources but has also provided CPW with the opportunity to engage with both new and experienced outdoor enthusiasts. To maintain its position as a leader in protecting, preserving, and managing the wildlife and environment, CPW must keep up with the maintenance of state lands and facilities and the management of wildlife, while working with a greater number of stakeholders to understand the impact they have and to respond to their concerns. This effort requires increased resources for park and wildlife operations and additional wildlife staff resources. The following sections provide details about specific issues that this decision item addresses.

Increased Resources for Park and Wildlife Operations

CPW has experienced accelerated wear and tear on its grounds and facilities as a result of increased visitation. With increased usage, annual service, maintenance, and repair costs must keep up to maintain the visitor experience. As examples of impacts to the management of grounds and facilities: bathrooms must be inspected, cleaned and restocked more frequently; trash cans need to be emptied more frequently with a potential increase in the size of trash receptacles; and vegetation around facilities is allowed less time to recover from traffic, which requires seasonal restoration or more substantial care being given to the property to increase resilience. Prices of goods also continue to rise. As of September 2021, the consumer price index had risen 5.4% over the past twelve months, requiring more funds to buy products including toilet paper, utilities, fuel, and other goods required for operating and maintaining CPW properties for outdoor recreation.³

Another result of the wear and tear on grounds and facilities is an increase in staff time maintaining the facilities. This additional workload is coupled with increased customer interactions. Though each area or park may face a unique set of circumstances, managers report a number of challenges being faced due to current utilization. To meet these increased staffing impacts responsibly, state parks and wildlife areas rely heavily on temporary employees to boost the workforce during busy times of the year. When a park manager or wildlife officer is responding to an emergency or call for help, temporary staff cover all duties until the full-time staff are able to return to their post. These temporary staff expenses are budgeted for in each park and area's operating budgets, which have struggled to maintain the same size of workforce in the face of mounting costs. Though there have been some budgeted increases to account for increasing minimum wage, the increased cost has not been fully funded in the division's budget. CPW is seeing increased competition from private companies for hourly employees requiring increased wage offers to attract quality employees. For example, some fast food restaurants near state parks are advertising starting wages in the \$15 to \$18 range. This not only increases the lower range of what CPW needs to pay, but also increases the offers needed to attract employees for more advanced work. For example, a temporary ranger who has significantly more responsibility than a gate attendant should merit a higher wage.

As CPW addresses issues associated with increased visitation and participation in recreational activities, it is also finding new ways to enhance the public's enjoyment of the outdoors in a responsible manner. Two recent approaches that seek to balance outdoor activities and enjoyment of Colorado's resources with community issues are the Colorado Trail Explorer (COTREX) application and the proposed Eldorado State Park shuttle. COTREX helps recreationalists enjoy the outdoors by mapping trails and providing information about allowable activities on the landscape. CPW developed this tool to be informational and entertaining, and to help increase public awareness of

³ <https://www.bls.gov/cpi/>

allowable recreational uses. The application was developed and piloted using grant funding, and now requires ongoing spending authority to continue. The Eldorado Shuttle is the result of CPW's work with local communities and outdoor recreation stakeholders to find solutions to traffic, parking, and congestion problems resulting from the popularity of Eldorado Canyon State Park. The shuttle began operating in FY 2021-22 and is being funded by Boulder County and CPW within existing appropriations. A spending authority increase is needed to continue operations.

Additional Wildlife Staff Resources

CPW's wildlife staffing has remained largely unchanged for many years. In FY 2010-11, CPW reported 249.2 FTE in the Wildlife Manager job series. Recent years have averaged closer to 244 FTE in the series. CPW has not increased agency staffing to meet the increase in workload associated with wildlife management over the same time period. This decision item provides an opportunity to raise CPW's wildlife management efforts to meet increased demands, better maintain the division's State Wildlife Areas, and address pressing issues in front of staff each and every day, including increased drought, wildfires, rising temperatures in rivers, and other issues described herein. The sections that follow identify some of the specific issues this decision item addresses by increasing wildlife staff resources.

Increased participation in outdoor recreational activities has resulted in additional recreational pressure on wildlife, state lands, and facilities. CPW staff are tasked with managing the impacts outdoor recreation has on wildlife and the landscape. Additionally, staff often need to manage stakeholder relationships as conflicting uses may occur. To remain a nationally recognized leader in conservation, outdoor recreation and wildlife management requires CPW to address complex issues holistically. Problem solving must occur across geographic boundaries, provide ample opportunity for stakeholder input, and incorporate current scientific understanding of the biological concerns. New initiatives that require wildlife staff expertise include issues related to local development's interaction with wildlife habitat, federal policy changes to listing status of endangered species, management of Chronic Wasting Disease, and development of trails. If staff do not have the bandwidth to timely provide input and comment on these issues, policies may be adopted that could lead to future problems that could have been otherwise mitigated.

Population growth has not been equally realized across the state. Locally greater rates of growth, particularly in wildland-urban interfaces (WUI), have exacerbated human wildlife conflicts and increased demands on wildlife managers. The WUI is the area where structures and other human developments meet or intermingle with wildland vegetation. Continued expansion and growth in previously undeveloped areas has significant impacts on wildlife health and management. The demands and expectations of constituents on CPW staff are varied and becoming more difficult to meet with existing field staffing levels. Although many of the constituent requests are continuing to be met, the quality of service suffers due to workload demands. One example of the

geographic diversity of management demands can be seen in the 2020 reported bear conflict issues. This issue does not impact all areas of the state in the same manner, and the causes of the issue can also be diverse.

Calendar Year 2020 Bear Reports

Area	# of Reports	Trash	Bird-feeders	Beehives	Chicken Coop	Livestock	Other Attractant	Car Break-ins	Dwelling / Garage Break-ins	Intentional Feeding / Attracting	
1	334	151	59	2	27	19	64	23	36	5	Northeast
2	520	158	55	10	26	11	120	33	118	2	
3	0										
4	156	29	13	7	12	3	34	8	20		
5	316	134	49	9	18	10	46	17	3	8	
6	191	4	2	0		174	2	1	1		Northwest
7	131	37	6	4	4	9	9		1		
8	903	279	18	2	15	12	89	22	60	5	
9	225	104	22	1	5	1	38	27	18	2	
10	192	63	20	3	10	18	23	4	8	2	
11	179	60	18		21	12	40	9	17	5	Southeast
12	2					1					
13	160	67	21	7	27	10	40	6	7	6	
14	734	262	43	9	28	6	48	16	23	5	
15	434	154	40	4	35	31	63	8	32	1	Southwest
16	148	45	13	6	3	51	12	1	9	2	
17	107	35	13		8	4	24	4	4		
18	211	79	19	10	15	19	35	2	5		
	4943	1661	411	74	254	391	687	181	362	43	

CPW has successfully increased the number of hunting and angling licenses sold while expanding acreage available through the public access program. Similar to the increased workload associated with increased parks visitation, as Colorado’s wilderness resources are used more frequently, and as the acreage open to public use increases, CPW’s responsibilities increase. As the number of anglers increases, CPW must work to ensure waterways are protected from aquatic nuisance species and must ensure that fish populations remain healthy. These additional responsibilities have made it increasingly difficult to meet customer demands and expectations while maintaining the physical condition of wildlife areas. The increased workload associated with more recreationalists, the expansion of the WUI, and increased hunting and angling is dispersed across the state, but is largely absorbed by wildlife managers, field staff, and aquatic staff.

Although the bulk of CPW’s work is carried out by the park managers, wildlife managers, biologists, and field staff, as the work of the division increases overall,

increased operational support ensures front line activities are well supported. CPW's efforts to improve physical infrastructure and equipment-illustrated by the FY 2022-23 capital and asset maintenance and repairs requests-will benefit from the support of project management staff to ensure large and small capital projects are carried out timely and to specifications, and assets are properly managed and cared for. CPW's funding takes advantage of many grant opportunities, but ensuring compliance with grant rules and requirements is becoming more complicated as program requirements become more expansive and CPW pursues more complicated funding partnerships. Staff dedicated to grant administration will ensure current requirements are met and will allow for the opportunity to strengthen CPW's grant portfolio.

Proposed Solution

To address these issues, Colorado Parks and Wildlife requests an increase of \$5,939,796 total funds, including \$3,042,827 from the Parks and Outdoor Recreation Cash Fund and \$2,896,969 from the Wildlife Cash Fund, and 15.5 FTE starting in FY 2022-23. Ongoing costs will be \$5,807,046 total funds, including \$3,042,827 from the Parks and Outdoor Recreation Cash Fund and \$2,764,219 from the Wildlife Cash Fund, and 15.5 FTE in FY 2023-24 and beyond.

Increased Resources for State Parks and Wildlife Operations

The request includes an increase in base regional operating budgets on both the parks and wildlife sides of the division. The request also includes specific temporary staffing and operating costs in addition to the base operating increases. Operating budgets for individual state parks are very lean and can struggle to absorb even nominal increases in expenses. While some of the increases that follow are comparatively small, these items represent a meaningful investment at the park level to ensure that these facilities are well maintained and operated at their fullest potential to best serve park visitors and can earn revenue to support the increased costs of operation.

Operating Costs

In order to keep up with the maintenance and supplies required to support increased visitation and use of outdoor recreation areas, including trails, hunting, and angling, the request includes an across-the-board increase of \$3,829,094 cash funds in base operating budgets, with \$2,634,525 for state park operations and \$1,194,569 for wildlife operations. Increased use leads to wear and tear on CPW facilities and also requires more funding to cover the growing cost of consumables, utilities, materials, and labor.

Specific operating needs in addition to the base operating increase include:

Targeted Temporary Staff (\$144,102)

To allow CPW to maintain and expand its temporary workforce with qualified staff, the request includes an ongoing increase of \$144,102 in cash funds, with \$105,930 for state park operations and \$38,172 for wildlife operations, to support 6.8 seasonal staff. Temporary staff are requested on the wildlife side of the agency for Aquatic Native Species Coordination (2.0 temporary staff). On the parks side, seasonal staff are needed at the Jackson Lake Shoreline Marina (4.0 temporary staff) and Cameo Shooting and Education Complex (0.8 temporary staff). The request also includes additional operating funding for supplies at Cameo.

The two Aquatic Native species temporary staff positions will be hired from July to December each year to remove non-native fish and perform reclamation for cutthroat trout recovery projects. These staff will allow CPW to advance efforts to controlling non-native fish on the Western slope. The four Jackson Lake Marina temporary staff positions will be hired from April to November each year and be responsible for customer service at the marina for day use and overnight visitors, including offering fuel, firewood, drinks, food, and boating supplies. The partial (0.8) Cameo Shooting and Education Complex temporary staff position will be responsible for overseeing the general maintenance of the sporting clay course, reloading throwers, picking up trash and shotgun hulls, clay target inventory, weed management, trail, road and parking lot upkeep, liaising with the sporting clay advisory group, coordinating with volunteers, aiding user groups for special events, and assisting office with sales. The supply increase at Cameo is for increased fuel use, electricity, and maintenance on the clay target throwers and electronics at the sporting clay venues.

COTREX Maintenance (\$104,872)

This request is to provide \$104,872 in state parks funding for continued on-going support for the Colorado Trail Explorer (COTREX) application. The COTREX helps increase access to the outdoors by offering the most comprehensive trail map available for the state. The application is built atop data from over 230 land managers and maps the nearly 45,000 miles of trails in the state in one easy to find place. Currently, maintenance and updates for COTREX are funded through a GOCO grant that CPW received in 2017 to cover the initial application development. The grant is set to expire on December 31, 2021. As the grant is nearing its completion date, dedicated ongoing funds are needed to ensure the continued maintenance and support for this widely used and very popular application.

As visitation to our public lands continues to grow, COTREX is an essential tool to help minimize impacts to wildlife and recreation infrastructure. COTREX is a vital and free service to the public by providing an easy to use authoritative resource of real-time trail recreation information. Last year, COTREX launched a land manager dashboard,

which included a Closure and Alert tool. This platform allows land management agencies to post real-time closure and advisory information related to emerging construction, maintenance, and wildlife needs. This information allows the public to find potential wildlife closures easily before they leave their home. Not funding this request will create a significant disruption of COTREX. No other state in the nation has a recreation technology resource as advanced as COTREX that provides the public with everything they need to safely and responsibly recreate on Colorado's trails while giving visibility to land management communication priorities.

Shuttle Service Eldorado Canyon State Park (\$180,000)

The request of \$180,000 in state parks funding includes funding for shuttle service to and from Eldorado Canyon State Park to reduce parking congestion and to expand access to the park. Eldorado is a highly used park and a nationally recognized rock climbing destination. The park has approximately 200 available parking spaces for public use and spaces fill to capacity each weekend and on every holiday throughout the year. Park managers have been exploring alternate strategies to reduce the vehicle traffic capacity issues created by the volume of visitation the park is experiencing. Staff are also working closely with the local community to attempt to reduce traffic volume, speed through the community, and the physical impact to the road surface.

One of the strategies recommended by the park's visitor use management planning process was to provide shuttle access as an alternate method to access the park. Park staff are currently working closely with residents, Boulder County Transportation, Boulder County Sheriff's Department, the Colorado Department of Transportation and the Boulder County Commissioners to provide shuttle bus transportation to and from Eldorado Canyon and the local Boulder area parking facilities. Tasks associated with shuttle bus operations include operation, scheduling and route development, creation of drop off and pick up locations, media and marketing proposals, hiring of vending concessionaires, advertising in printed format, through radio and television mediums locally, regionally, and nationally. The shuttle service will help address continued safety issues, troubling public relations, and negative traffic impact of heavy park use on surrounding communities, and its infrastructure.

Other Operating (\$17,500)

The request includes a small amount of park-specific operating expenses to cover increased costs associated with the operation and maintenance of unique facilities such as: utilities and consumables for two new cabins at Cheyenne Mountain State Park and the operation of the Soldier Canyon Event Facility at Lory State Park, as well the inspection and maintenance of underwater infrastructure for the Two Rivers Marina at Navajo State Park. Providing appropriate operating support to completed capital construction projects is key to the success of those facilities and was a finding in the 2017 GOCO and CPW performance audit.

Additional Wildlife Staff Resources

This request includes funding for 15.5 FTE that will focus on the wildlife work of the agency to continue the work that CPW is currently undertaking across the state. The requested staff include 8.0 FTE in the Wildlife Manager classification, an Assistant Native Species Coordinator, a Fish Pathologist, an Aquatic Toxicologist, a Property Technician, a Project Manager, a Grant Specialist, and Administrative Assistants. Total estimated costs for all positions are \$1,664,228 which will be supported by the Wildlife Cash Fund, including benefits and vehicle costs.

District Wildlife Managers (6.0 FTE)

To address the increased workload associated with growing participation in hunting and fishing activities, as well as an increasing number of conflicts between humans and wildlife, the request includes funding for eight District Wildlife Managers to provide important services to the public and carry out conservation efforts on a daily basis. Because wildlife-related workload is not distributed evenly across the state, high priority manager positions have been identified in Areas 1, 2, 6, 8, 14, and 15. These specific areas had some of the highest rates of population growth and bear conflict counts of all the areas in the state in 2020. Increasing population has also necessitated the addition of new wildlife programs, expanded public outreach efforts, and law enforcement capacity. Increased staff resources in these areas will allow Wildlife Managers to be more proactive in wildlife management while completing other duties efficiently.

Wildlife Manager for Southeast (SE) Region Field Services (1.0 FTE)

The request is for an additional Wildlife Manager dedicated to energy and land use needs. Currently, the SE Region maintains only one FTE for Energy and Land Use needs. The SE Region has seen a substantial increase in oil and gas leasing activity in the last eighteen months and this FTE is also responsible for policy comments and review, CDOT engagement and commenting, other highway projects, wildlife crossings, migration corridors, local planning, State Land Board mining leases, and other projects and initiatives. Additional increases in workload include compensatory mitigation reviews and reviews related to wind and solar development, which is heavily concentrated in the SE region and requires staff time to assist and engage with the community, federal partners, and local leadership. With the dramatic increase in workload, the current energy and land use specialist cannot keep up with the increase in workload and in order to maintain higher level projects and processes, other obligations get deferred to the area or park level, or are missed altogether. A new land use position could expand workload capacity, improve agency involvement, and further assist areas and parks in the region.

Assistant Wildlife Manager for Area 11 (1.0 FTE)

The request is for an Assistant Wildlife Manager (AWM) for Area 11. Currently one AWM is responsible for all administrative tasks, budget, small capital, large capital, equipment, property management duties, supervising 13 full time employees, and real estate transactions. The requested FTE is needed to increase overall staff capacity to provide good customer service and respond to calls in a timely manner. The position will help provide more administrative support to better manage SWAs, and to secure, implement, and monitor grants for this work. Finally, adding an Assistant Area Wildlife Manager to focus on property management will greatly increase the ability of the area to manage the lands it is responsible for. When needed, the assistant will provide law enforcement back up to the Pueblo Metro area internal and external agencies.

Aquatic Unit and Water Unit Support (3.0 FTE)

To ensure CPW has the capacity to maintain healthy fisheries and hatchery production, the request includes an Assistant Native Species Coordinator (1.0 FTE) and two Aquatic Native Species Temporary positions, as well as an Aquatic Toxicologist (1.0 FTE), and one Fish Pathologist (1.0 FTE).

The Assistant Native Species Coordinator will represent recovery teams in workgroups and with stakeholders. This position will focus on Western slope recovery efforts and take the lead on non-native fish control projects. The FTE will also oversee the two temporary positions requested above while they remove non-native fish and perform reclamation for cutthroat recovery projects. Expected future workload increases include at least five species status assessments and/or listing decisions that are slated over the next five years for species with no federal listing status.

The Aquatic Toxicologist will provide technical support to CPW biologists and decision makers as it relates to water quality policy issues, fish kill response/planning, and habitat restoration. The needs from the Aquatic Section and the Water Unit that can only be addressed by an aquatic toxicologist have accelerated over time. Research being conducted at the CPW aquatic toxicology laboratory routinely shows that species important to Colorado are not adequately protected by existing standards. With only one researcher currently on staff, CPW's goals of preserving aquatic habitat are greatly limited and without an additional position, CPW will miss opportunities to influence national and state policy when being drafted and will likely need to spend more funds and time reacting to established policies.

The requested Fish Pathologist will serve as the primary fish health inspector for CPW. The position will perform annual mandatory hatchery and wild fish health inspections and provide training and oversight for private sector fish inspectors. This position will also perform troubleshooting for fish health issues statewide and provide laboratory assistance as needed. CPW does not currently have a dedicated inspector and filling

this position will allow aquatic veterinarians and fish pathologists to focus more on pressing fish health issues and emergencies.

Property Technician (1.0 FTE)

The request includes a Property Technician in Area 3. Wildlife property technicians manage a large number of State Wildlife Areas (SWAs), parking lots, campgrounds, picnic areas, boat ramps, wetlands, reservoirs, fishing ponds, and other facilities. An additional Wildlife Technician will allow the area to put an emphasis on improving two reservoir SWAs that allow dispersed camping (Jumbo and Prewitt) and transition them from dispersed camping to camping in designated sites. This distinction will allow CPW to manage the SWAs to their appropriate vehicle capacity, improve customer satisfaction, and decrease the impacts increased use has had on the SWAs. In the last four years, staff have worked hard to manage the SWAs to ensure that constituents have a safe place to recreate and increased staffing is needed to continue this work.

Project Manager for Northwest Region (1.0 FTE)

The request is for a Project Manager to manage large and small capital projects at hatcheries, trails in state parks, ranges, and other projects to ensure repairs, maintenance, and new development projects are completed for visitors who recreate on CPW properties. Project Managers advise areas, parks, and hatcheries on smaller projects, coordinate with federal partners on projects where the land was purchased with federal funds or when environmental assessments are required, and contribute to dam projects. The region is in need of an additional project manager to manage capital projects. Increases to capital funding, modernization of hatcheries, and new projects increase the workload on Project Managers. Without the requested position there is an increased risk that project delays will occur, which can prevent project completion because funds have expired or costs are increasing over time.

Grant Specialist (1.0 FTE)

This request is for a grant specialist to manage a portfolio of incoming grants, coordinating all requirements of the grants, from discovery and application to award. This position will coordinate ongoing reporting, management, and close-out of the grants. Grant administrative duties include: working with program staff to help develop grant applications and providing ongoing support to ensure requirements are fulfilled; working with grantors to manage the grant amendments, close out, financial and performance reporting; working with the budget team as spending progresses; and working with the CPW and DNR accounting groups to document grants, which includes setting up new grants, extensions, amendments and final close out. Responsibilities for grant management continue to increase, as well as the volume and variety of different grants and grantors staff are required to coordinate with has increased which is leading to increased difficulty in keeping up with requirements to ensure compliance.

As CPW pursues new financial arrangements with partners, helping to meet the Wildly Important Goal (WIG) of securing sustainable funding for Parks and Wildlife, grant collaborations are getting more complicated and difficult to navigate - often requiring additional time to coordinate tasks between federal partners, CPW regions, DNR accounting, and the budget unit. The new position will enable current staff to devote resources to these evolving requirements and allow the unit to be more proactive in managing existing grants and in acquiring new grant funding.

Currently there are three analysts responsible for the liaising and administration of a large portfolio of CPW grant funding, the legislative budget and fiscal notes, and grant expenditure tracking. Current staff are unable to take on special projects, including additional federal grant relationships that are being managed by leadership, and have not been able to devote time to make customer service improvements to maintain relationships within the state and federal partners. Time to meet grantor requirements is at a premium, and the inability to provide thorough and careful attention to tasks can put funding at risk if compliance measures are not met.

Administrative Assistant (1.5 FTE)

The request includes a total of 1.5 FTE (1.0 FTE in Area 10 and 0.5 FTE in Area 12) to provide a higher level of customer service. There is only one administrative assistant in the service centers in the identified areas: the Steamboat Springs Service Center (Area 10) and the Lamar Office (Area 12). The Steamboat Springs Service Center is the primary operations center for Area 10 and many out-of-state hunters stop at the Lamar Office on their way into or out of the state for license purchases, mandatory animal checks, and many other services. Both service centers have insufficient staff support to address the significant administrative workload at both locations. Ensuring adequate support will improve customer service and safety while ensuring time sensitive administrative tasks can be completed.

Theory of Change	Funding operations will provide staff and financial resources for CPW to meet goals as outlined herein.		
Program Objective	This request is an operations request. The objective/mission of CPW is to perpetuate the wildlife resources of the state, to provide a quality parks system, and to provide enjoyable and sustainable outdoor recreation opportunities that educate and inspire current and future generations to serve as active stewards of Colorado's natural resources.		
Outputs being measured	Number of contacts, calls answered in a timely fashion, increased customer service, budget being available to cover costs without reductions in other areas.		
Outcomes being measured	Staff time tracking, customer service data including number of calls and contacts, and other workload impacts to determine the requested increases. For other pieces of the request, data including maintenance and repair costs, utility costs, and technology costs, have been used to determine the need for increased funding.		
Cost/Benefit ratio	In some cases, increasing staff or utility costs will prevent future losses in revenue.		
Evaluations	Pre-Post	Quasi-Experimental Design	Randomized Control Trial
Results of Evaluation	CPW will continue to measure as this request is implemented.		
Continuum Level	Step 3: Assess Outcomes		

If the request is not approved, CPW will need to absorb any increases within existing spending authority, which will require limiting spending in certain areas and cash fund balances will continue to grow.

Anticipated Outcomes

Approval of this request will allow CPW increased spending authority to support DNR's FY 2021-22 Wildly Important Goal (WIG) of balancing outdoor recreation and conservation. The request will also support CPW in meeting goals outlined in S.B. 18-143, the Hunting, Fishing, and Parks and Wildlife for Future Generations Act, including increasing the number of hunters by providing ongoing support for temporary staffing and supplies at Cameo Shooting and Education Complex, recruiting and retaining qualified employees to manage wildlife, park, recreational, and aquatic resources by funding new staff, increases to operating to more competitively attract seasonal staff, and supporting access on public and private land by adding staff to manage the lands and increased use.

Increasing spending authority for staffing and maintenance at CPW properties helps to ensure appropriate levels of staffing in order to engage with and provide service to the

public in all areas of the state, respond to and help to prevent human-wildlife conflicts, stay engaged with policy changes and implementation of new programs and initiatives, and all other duties required by staff.

Through an annual internal process where leadership determines needs for funding, CPW uses multiple tools to measure the outcomes that will be achieved with increased staffing, including higher levels of customer service and staff response time, decreased human-wildlife conflicts, more sustainable implementation of transportation projects, favorable public policy as a result of staff involvement in commenting and implementation, and better management of increased visitation while still maintaining facilities and equipment.

Assumptions and Calculations

Detailed calculations can be found in the attached spreadsheet.

For staff where vehicles are needed, associated vehicle and mileage costs have been requested.

For the 8.0 FTE Wildlife Managers, additional operating funds of \$3,500 have been requested in year one, with a 10% (\$350) ongoing amount to cover replacement costs, including uniforms, body armor, Tasers and accessories, first responder training, drug and medical testing, polygraph and psychological risk assessment, and other required costs specific to law enforcement staff.

FTE Calculation Assumptions:

Operating Expenses -- Base operating expenses are included per FTE for \$500 per year. In addition, for regular FTE, annual telephone costs assume base charges of \$450 per year.

Standard Capital Purchases -- Each additional employee necessitates the purchase of a Personal Computer (\$900), Office Suite Software (\$330), and office furniture (\$3,473).

General Fund FTE -- Beginning July 1, 2020, new employees will be paid on a bi-weekly pay schedule; therefore **new full-time General Fund positions are reflected in Year 1 as 0.9615 FTE** to account for the pay-date shift (25/26 weeks of pay).

This applies to personal services costs only; operating costs are not subject to the pay-date shift.

Expenditure Detail		FY 2022-23		FY 2023-24	
Personal Services:					
Classification Title	Biweekly Salary	FTE		FTE	
ADMIN ASSISTANT II	\$1,363	1.5	\$53,157	1.5	\$53,157
PERA			\$5,794		\$5,794
AED			\$2,658		\$2,658
SAED			\$2,658		\$2,658
Medicare			\$771		\$771
STD			\$85		\$85
Health-Life-Dental			\$28,172		\$28,172
Subtotal Position 1, 1.5 FTE		1.5	\$93,295	1.5	\$93,295
Personal Services:					
Classification Title	Biweekly Salary	FTE		FTE	
GRANTS SPECIALIST IV	\$2,505	1.0	\$65,130	1.0	\$65,130
PERA			\$7,099		\$7,099
AED			\$3,257		\$3,257
SAED			\$3,257		\$3,257
Medicare			\$944		\$944
STD			\$104		\$104
Health-Life-Dental			\$14,086		\$14,086
Subtotal Position 2, 1.0 FTE		1.0	\$93,877	1.0	\$93,877
Classification Title	Biweekly Salary	FTE		FTE	
PROFESSIONAL ENGINEER II	\$3,706	1.0	\$96,348	1.0	\$96,348
PERA			\$10,502		\$10,502
AED			\$4,817		\$4,817
SAED			\$4,817		\$4,817
Medicare			\$1,397		\$1,397
STD			\$154		\$154
Health-Life-Dental			\$14,086		\$14,086
Subtotal Position 3, 1.0 FTE		1.0	\$132,121	1.0	\$132,121

Personal Services:

Classification Title	Biweekly Salary	FTE		FTE	
TECHNICIAN IV	\$1,889	1.0	\$49,104	1.0	\$49,104
PERA			\$5,352		\$5,352
AED			\$2,455		\$2,455
SAED			\$2,455		\$2,455
Medicare			\$712		\$712
STD			\$79		\$79
Health-Life-Dental			\$14,086		\$14,086
Subtotal Position 4, 1.0 FTE		1.0	\$74,243	1.0	\$74,243
Classification Title	Biweekly Salary	FTE		FTE	
WILDLIFE MANAGER III	\$2,168	9.0	\$507,276	9.0	\$507,276
PERA			\$55,293		\$55,293
AED			\$25,364		\$25,364
SAED			\$25,364		\$25,364
Medicare			\$7,356		\$7,356
STD			\$812		\$812
Health-Life-Dental			\$126,774		\$126,774
Subtotal Position 5, 9.0 FTE		9.0	\$748,239	9.0	\$748,239

Personal Services:

Classification Title	Biweekly Salary	FTE		FTE	
WILDLIFE MANAGER VI	\$3,185	1.0	\$82,800	1.0	\$82,800
PERA			\$9,025		\$9,025
AED			\$4,140		\$4,140
SAED			\$4,140		\$4,140
Medicare			\$1,201		\$1,201
STD			\$132		\$132
Health-Life-Dental			\$14,086		\$14,086
Subtotal Position 6, 2.0 FTE		1.0	\$115,524	1.0	\$115,524

Personal Services:

Classification Title	Biweekly Salary	FTE		FTE	
LIF/SOC SCI RSRCH/SCI IV	\$2,505	1.0	\$65,136	1.0	\$65,136
PERA			\$7,100		\$7,100
AED			\$3,257		\$3,257
SAED			\$3,257		\$3,257
Medicare			\$944		\$944
STD			\$104		\$104
Health-Life-Dental			\$14,086		\$14,086
Subtotal Position 7, 1.0 FTE		1.0	\$93,884	1.0	\$93,884
Subtotal Personal Services		15.5	\$1,351,183	15.5	\$1,351,183

<i>Operating Expenses:</i>					
		FTE		FTE	
Regular FTE Operating	\$500	15.5	\$7,750	15.5	\$7,750
Telephone Expenses	\$450	15.5	\$6,975	15.5	\$6,975
PC, One-Time	\$2,000	15.5	\$31,000	-	\$0
Office Furniture, One-Time	\$5,000	15.5	\$77,500	-	\$0
Indirect Costs, if applicable			\$0		\$0
Leased Space, if applicable	\$6,600		\$0		\$0
Other					
Other					
<i>Subtotal Operating Expenses</i>			\$123,225		\$14,725
<u>TOTAL REQUEST</u>		15.5	<u>\$1,474,408</u>	15.5	<u>\$1,365,908</u>
	<i>General Fund:</i>				
			<i>Cash funds:</i>		<i>\$1,474,408</i>
					<i>\$1,365,908</i>
	<i>Reappropriated Funds:</i>				
	<i>Federal Funds:</i>				

Department of Natural Resources

Funding Request for the FY 2022-23 Budget Cycle

Request Title

R-02 Project Development and Support Water Plan Grants

Dept. Approval By: 

Supplemental FY 2021-22

OSPB Approval By: Meredith Moon Digitally signed by Meredith Moon
Date: 2021.10.27 10:33:53 -06'00'

Budget Amendment FY 2022-23

X

Change Request FY 2022-23

Summary Information	Fund	FY 2021-22		FY 2022-23		FY 2023-24
		Initial Appropriation	Supplemental	Base Request	Change Request	Continuation
			Request			
Total		\$42,133,827	\$0	\$43,285,770	\$700,309	\$658,309
FTE		77.5	0.0	77.5	6.0	6.0
Total of All Line Items Impacted by Change Request	GF	\$6,302,509	\$0	\$6,370,408	\$0	\$0
	CF	\$29,897,445	\$0	\$30,817,545	\$700,309	\$658,309
	RF	\$5,179,952	\$0	\$5,372,385	\$0	\$0
	FF	\$753,921	\$0	\$725,432	\$0	\$0

Line Item Information	Fund	FY 2021-22		FY 2022-23		FY 2023-24
		Initial Appropriation	Supplemental	Base Request	Change Request	Continuation
			Request			
Total		\$4,476,553	\$0	\$4,611,635	\$58,916	\$58,916
FTE		45.5	0.0	45.5	1.0	1.0
01. Executive Director's Office, (A) Administration, (1) Administration - Personal Services	GF	\$0	\$0	\$126,861	\$0	\$0
	CF	\$126,453	\$0	\$0	\$58,916	\$58,916
	RF	\$4,350,100	\$0	\$4,484,774	\$0	\$0
	FF	\$0	\$0	\$0	\$0	\$0

Total		\$18,769,338	\$0	\$19,189,707	\$84,516	\$84,516
FTE		0.0	0.0	0.0	0.0	0.0
01. Executive Director's Office, (A) Administration, (1) Administration - Health, Life, And Dental	GF	\$3,587,245	\$0	\$3,469,730	\$0	\$0
	CF	\$14,554,675	\$0	\$15,064,228	\$84,516	\$84,516
	RF	\$224,189	\$0	\$261,857	\$0	\$0
	FF	\$403,229	\$0	\$393,892	\$0	\$0

Total		\$179,334	\$0	\$185,018	\$663	\$663
FTE		0.0	0.0	0.0	0.0	0.0

01. Executive Director's Office, (A) Administration, (1) Administration - Short-Term Disability	GF	\$31,485	\$0	\$31,903	\$0	\$0
	CF	\$136,753	\$0	\$141,788	\$663	\$663
	RF	\$6,205	\$0	\$6,720	\$0	\$0
	FF	\$4,891	\$0	\$4,607	\$0	\$0

Total		\$6,274,184	\$0	\$6,483,000	\$20,719	\$20,719
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	FTE	0.0	0.0	0.0	0.0	0.0
01. Executive Director's Office, (A) Administration, (1) Administration - Amortization Equalization Disbursement	GF	\$988,697	\$0	\$1,009,173	\$0	\$0
	CF	\$4,921,127	\$0	\$5,109,084	\$20,719	\$20,719
	RF	\$203,487	\$0	\$213,304	\$0	\$0
	FF	\$160,873	\$0	\$151,439	\$0	\$0

Total		\$6,274,184	\$0	\$6,483,000	\$20,719	\$20,719
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	FTE	0.0	0.0	0.0	0.0	0.0
01. Executive Director's Office, (A) Administration, (1) Administration - Supplemental Amortization Equalization Disbursement	GF	\$988,697	\$0	\$1,009,173	\$0	\$0
	CF	\$4,921,127	\$0	\$5,109,084	\$20,719	\$20,719
	RF	\$203,487	\$0	\$213,304	\$0	\$0
	FF	\$160,873	\$0	\$151,439	\$0	\$0

Total		\$196,281	\$0	\$188,841	\$7,950	\$950
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	FTE	0.0	0.0	0.0	0.0	0.0
01. Executive Director's Office, (A) Administration, (1) Administration - Operating Expenses	GF	\$0	\$0	\$1,620	\$0	\$0
	CF	\$9,060	\$0	\$0	\$7,950	\$950
	RF	\$187,221	\$0	\$187,221	\$0	\$0
	FF	\$0	\$0	\$0	\$0	\$0

Total		\$1,871,767	\$0	\$1,940,884	\$26,400	\$26,400
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	FTE	0.0	0.0	0.0	0.0	0.0
01. Executive Director's Office, (A) Administration, (1) Administration - Leased Space	GF	\$706,385	\$0	\$721,948	\$0	\$0
	CF	\$1,136,064	\$0	\$1,189,676	\$26,400	\$26,400
	RF	\$5,263	\$0	\$5,205	\$0	\$0
	FF	\$24,055	\$0	\$24,055	\$0	\$0

Total		\$3,549,646	\$0	\$3,661,145	\$406,644	\$406,644
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	FTE	32.0	0.0	32.0	5.0	5.0
06. Colorado Water Conservation Board, (A) Administration, (1) Administration - Personal Services	GF	\$0	\$0	\$0	\$0	\$0
	CF	\$3,549,646	\$0	\$3,661,145	\$406,644	\$406,644
	RF	\$0	\$0	\$0	\$0	\$0
	FF	\$0	\$0	\$0	\$0	\$0

Total		\$542,540	\$0	\$542,540	\$73,782	\$38,782
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	FTE	0.0	0.0	0.0	0.0	0.0
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06. Colorado Water

Co. Colorado Water Conservation Board, (A)	GF	\$0	\$0	\$0	\$0	\$0
Administration, (1)	CF	\$542,540	\$0	\$542,540	\$73,782	\$38,782
Administration - Operating Expenses	RF	\$0	\$0	\$0	\$0	\$0
	FF	\$0	\$0	\$0	\$0	\$0

Auxiliary Data			
Requires Legislation?	NO		
Type of Request?	Natural Resources Prioritized Request	Interagency Approval or Related Schedule 13s:	No Other Agency Impact



Department Priority: R-02
Request Detail: Project Development and Support Water Plan Grants

Summary of Funding Change for FY 2022-23			
		Incremental Change	
	FY 2021-22 Appropriation	FY 2022-23 Request	FY 2023-24 Request
Total Funds	\$42,133,827	\$700,309	\$658,309
FTE	77.5	6.0	6.0
General Fund	\$6,302,509	\$0	\$0
Cash Funds	\$29,897,445	\$700,309	\$658,309
Reappropriated Funds	\$5,179,952	\$0	\$0
Federal Funds	\$753,921	\$0	\$0

Summary of Request

The Department of Natural Resources (DNR) and the Colorado Water Conservation Board (CWCB) respectfully request an increase of \$700,309 cash funds and 6.0 FTE for essential staffing needs related to the Water Plan Grant Program (WPGP) beginning in FY 2022-23. Since the WPGP was established in FY 2017-18, the program has not received dedicated staffing to administer what has grown to be a program that has exceeded \$53 million in total funding. The General Assembly has made several one-time installments of funding to the WPGP, most recently with the allocation of \$15 million in state stimulus funds for water plan implementation during the 2021 Legislative Session. With the implementation of Proposition DD in Colorado, the CWCB will receive annual, ongoing sports betting revenues late in each calendar year starting in 2021. An investment in dedicated staff to the WPGP will allow the CWCB to manage the grant program, building strategic partnerships, and conducting outreach to develop high-quality projects that make progress on the Colorado Water Plan actions and critical objectives. The request is funded by the Water Plan Implementation Cash Fund and ongoing costs will be \$658,309 starting in FY 2023-24.

Current Program

The Water Plan Grant Program was initially created through an appropriation from the CWCB Construction Fund in FY 2017-18 and codified in statute in 2019 (Section 37-60-106.3, C.R.S.). The purpose of the WPGP is to make progress on the goals and measurable objectives identified in the Colorado Water Plan (CWP). This includes the following categories:

- Water Storage and Supply Projects - Projects that facilitate the development of additional storage, artificial recharge into aquifers, dredging existing reservoirs to restore the reservoirs' full decreed storage capacity, multi-beneficial projects, alternative transfer method (ATM) projects, and those projects identified in basin implementation plans;
- Conservation & Land Use Projects - Activities that implement long-term strategies for conservation, land use, water efficiency, and drought planning;
- Engagement & Innovation Activities - Activities that support water education, outreach, and innovation efforts;
- Agricultural Projects - Projects that provide technical assistance or improve agricultural efficiency; and
- Environmental & Recreation Projects - Projects that promote watershed health, environmental health, and recreation.

The grant program is open to governmental entities (municipalities, special districts, enterprises, counties, and Colorado state agencies), and private entities (mutual ditch companies, non-profit corporations, and partnerships). Projects and activities supported by the grant program include technical assistance regarding permitting; feasibility studies; analysis of structural, programmatic, consumptive, and non-consumptive water projects or activities; design of structural projects; and activities that promote education, outreach, and innovation consistent with the mission and goals of the CWP. The CWCB accepts applications and awards grant funds for the WPGP twice during the fiscal year. Grant projects typically have a three to five-year life cycle, so the workload to CWCB staff compounds with each year. The following table shows a summary of WPGP funding and grants awarded by fiscal year:

Table 1. Summary of Water Plan Grant Program Funding and Grants

Fiscal Year	Bill Number	Program Funding & Source ⁽¹⁾	Number of Grants Awarded
2017-18	HB 17-1248	\$9M (CWCB)	65
2018-19	SB 18-218	\$7M (CWCB)	55
2019-20	SB 19-221	\$7M (CWCB)	63
	SB 19-212	\$8.3M (GF)	
2020-21	HB 20-1403	\$7.5M (CWCB)	28 ⁽²⁾
2021-22	HB 21-1260	\$15M (GF to WPICF)	30 ⁽³⁾
2022-23	TBD	\$7.9M (DD to WPICF)	TBD ⁽⁴⁾

- (1) Funding key: CWCB = CWCB Construction Fund, GF = General Fund, DD = Proposition DD Revenue, WPICF = Water Plan Implementation Cash Fund
- (2) Due to budget implications of the COVID 19 pandemic, the CWCB implemented fiscal conservation measures and planned to budget the FY 2020-21 available funding over three fiscal years; so fewer grants were awarded in FY 2020-21 compared to prior years.
- (3) Grant awards from the first of two grant cycles in FY 2021-22.
- (4) Proposition DD revenue from the Department of Revenue that is directed to the Water Plan Implementation Cash Fund for the Water Plan Grant Program will be appropriated in the CWCB's 2022 Projects Bill.

The passage of H.B. 19-1327 and Proposition DD directs a portion of the revenues generated through collection of the sports betting tax to specified public purposes, including the CWP through the creation of the Water Plan Implementation Cash Fund (WPICF). With the passage of sports betting, CWCB has new and ongoing annual funding specific to achieving the objectives of the CWP. This is a new revenue source to a grant program that has not received a staffing allocation specifically to support it.

Separate from any additional one-time installments of funding, the CWCB aims to allocate \$10 million-\$17 million to the WPGP during a typical year, subject to Board action, availability of revenue, and legislative appropriation. It is anticipated that these funds will come from future Proposition DD revenue supplemented with the CWCB Construction Fund. The CWCB does not have an estimate of sports betting revenue forecasted for distribution beyond FY 2022-23.

In addition to the WPGP, the CWCB administers a number of other grant programs. In FY 2020-21, the CWCB completed an extensive evaluation process of these grant programs. This resulted in a consolidation of grant programs into the WPGP, including the Water Efficiency Grant and Alternative Transfer Method Grant Programs, beginning in FY 2021-22 to help reduce redundancy in programs, streamline workload, and improve customer service for grantees. In FY 2022-23, the Watershed Restoration Grant Program (WRGP) will be rolled into the WPGP. Additionally, the CWCB is working on streamlining the grant application process through the development of an online application portal. The portal will simplify the application process for grantees and will help the CWCB track and report grant program metrics, including progress on the goals identified in the CWP.

Problem or Opportunity

CWCB does not have staff dedicated solely to the WPGP because of how the program has evolved, with previous funding limited to one-time appropriations prior to the passage of Proposition DD. CWCB project managers who primarily work in other program areas have managed all of the previously awarded grants made from one-time funding, but the CWCB has not been able to support on-the-ground grant assistance and provide project management support across basins that an ongoing grant program requires. Additional support is especially important in rural Colorado, where there are large watersheds and limited project proponents to lead water projects.

Project and grant management typically has a three-to-five-year lifecycle that over time creates a compounding effect on staff workload, further limiting CWCB's capacity to provide grant support to local water users. The cycle begins with the upfront work to identify and cultivate appropriate projects and applicants, to reviewing applications and making funding recommendations, to ongoing fiscal oversight of the project until completion. As new projects are identified and older grants begin invoicing, staff are unable to effectively manage the growing portfolio of grants that span all stages of this process. The increase in ongoing revenue from the sports betting and other sources for Water Plan grants in addition to the compounding effect of the previous years' grants creates a growth in workload that requires additional staff.

To address this workload and other operational efficiencies, the CWCB completed an organizational assessment and grant program audit to evaluate processes and identify opportunities to streamline processes and manage resources to maximize efficiency. From this effort, a number of improvements were implemented, including: changes to invoice processing, new communications strategies, database consolidation, task delegation, project management training, and streamlining the grant review process.

Identified in the assessment was the need for additional staff when the budget environment will allow for additional resources. Four regional project managers and

contracting staff in the CWCB and DNR Executive Director's Office were high priorities identified in the organizational assessment.

Proposed Solution

The requested increase in the amount of \$700,309 in FY 2022-23, and ongoing funds in the amount of \$658,309 beginning in FY 2023-24, will allow the CWCB to hire four Physical Science Researcher/Scientist IIIs (PSRS III), a Contract Administrator III, and an Administrator III. The PSRS IIIs will be regional project managers as identified in the 2020 organizational assessment, one for each of the following regions: a) South Platte/Metro Basin and North Platte Basin; b) Arkansas Basin; c) Rio Grande Basin and Southwest Basin; and d) Colorado River Basin, Gunnison Basin, and Yampa, White, Green Basin.

The regional managers will be located within their respective regions and work with local stakeholders to provide strategic proactive grant outreach and project concept development to further the progress on the CWP actions and other critical objectives, including over 160 projects identified as part of the CWP update and the FY 2020-21 DNR Wildly Important Goal (WIG). Each river basin in Colorado faces unique challenges and having regionally focused project managers will help the CWCB support locally driven, customized solutions. The Colorado Department of Local Affairs and the U.S. Department of Agriculture successfully operate programs with a similar regional model concept and have project managers performing comparable responsibilities. By implementing this proven model, CWCB will be able to offer a cohesive approach within communities across the state to deliver streamlined and aligned services.

By increasing outreach efforts for Water Plan Grant opportunities, the CWCB hopes to engage sectors that may not be aware of CWP objectives and available CWCB funding. Strategic partnerships will broaden the capacity to identify and prioritize potential multi-beneficial projects and assist certain applicants with grant-writing and requests. Improved grant lifecycle support (including site visits, technical support, and stakeholder interaction) from CWCB staff to stakeholders, along with project concept development, are expected to maximize the impact of the Water Plan Grant program. The contract staff will provide the required contracting and accounting functions to execute the grant awards and expenditures in the state's financial system. Below is a brief summary of the anticipated responsibilities for the requested staff.

The Regional Project Managers will perform the following duties:

- regional communication and outreach on funding opportunities,
- coordination and planning with stakeholders on project identification,
- identification of strategic partnerships for multi beneficial projects,
- assist stakeholders throughout the grant application process including developing scopes of work, budgets, outcomes, and deliverables,

- act as a liaison and coordinate efforts between CWCB staff and Basin Roundtables,
- evaluation and technical review of all grant applications,
- recommend award funding to the CWCB Director and Board,
- coordinate with the contract administrator during the procurement process,
- manage grant projects, including site visits, progress tracking, disbursement of funds, and compliance with grant agreements, and
- manage project closeout and final reporting with grantees.

The organizational analysis identified a measure for the success of the grant program related to the efficiency of the grant contracting and management process. The success of the future deployment of funding for the WPGP is also dependent on essential staff with expertise in contracting, procurement, and grant accounting. Without these staff, funds cannot be deployed to recipients of grant funding. The Contract Administrator III position will perform the critical functions within the CWCB to review application materials, write and review contracts, follow state purchasing rules and statutes, and process grant reimbursement invoices. The Administrator III position will work within the DNR Executive Director's Office to complete all grant distributions, manage vendor records in the CORE financial system, work with CWCB in the vendor selection and award process for all expenditures that are subject to the Procurement Code, track grant activity for reporting purposes, and ensure grant awards are in compliance with rules and laws.

Without the additional FTE to manage the expanding grant program, the agency will struggle to efficiently distribute funding to water projects across Colorado. The CWCB continues to see growth in the number of grants added each year in its grant programs, including the addition of this new funding through the WPICF. It is important to cultivate quality projects to maximize the benefit of available grant funding, and the additional FTE will make it possible to evaluate and manage this work. The evaluation of ongoing grant projects will be critical to assess progress towards achieving goals in the CWP. Without staffing dedicated to the WPGP, there will be less opportunity to strategically identify and fund the highest quality projects and ensure that projects are implemented according to the contract.

The addition of the requested staff will allow the CWCB to build on Equity Diversity and Inclusion (EDI) opportunities to reach a new audience and work on the cultivation of projects in typically hard-to-reach communities. DNR made a commitment to addressing EDI and created a Water Equity Task Force to help inform the update to the CWP. One goal of the Task Force is to expand grant outreach to provide more access and opportunities for Colorado's most disadvantaged populations.

The CWCB is delivering quality service to its customers, but without the addition of the FTE, critical goals for the water plan may be difficult to attain, and the high quality of customer service will diminish with delays to review project applications, generate contracts, and approve and pay invoices. In addition, project start dates may be

delayed because of increased demand on procurement staff due to the additional volume of grant contracts. These delays can disrupt progress on local projects while complicating coordination of matching grants. The addition of the new staff to manage and administer funds will benefit water entities as the CWCB continues to work toward CWP goals.

Theory of Change	Adding dedicated staff to the Water Plan Grant Program will allow the CWCB to manage the grant program, build strategic partnerships, and conduct outreach to develop high-quality projects that make progress on the Colorado Water Plan.		
Program Objective	The objective of the grant program is to make progress on the critical actions and measurable objectives identified in the Colorado Water Plan.		
Outputs being measured	The CWCB evaluates: the number of grants awarded, increases in strategic water projects that have more than one benefit to the state, progress on the 160 critical and readily implementable projects and basin implementation plans.		
Outcomes being measured	The CWCB catalogs measurable results achieved with WPGP funding including: new storage created, new annual water supplies developed or conserved, existing storage preserved, length of stream restored, efficiency savings, area of restored or preserved habitat, quantity of water shared through an Alternative Transfer Mechanism, number of Coloradans impacted by incorporating water-saving actions into land use planning, and number of Coloradans impacted by engagement activity.		
Cost/Benefit ratio	N/A		
Evaluations	Pre-Post	Quasi-Experimental Design	Randomized Control Trial
Results of Evaluation	Tracking of measurable results such as new storage created, new annual water supplies developed or conserved, and existing storage preserved.	N/A	N/A
Continuum Level	Step 2: Data Informed		

Anticipated Outcomes

If the request is approved, stakeholders and grant applicants will receive up-front and ongoing support to develop and implement water projects. This support will especially benefit projects in rural Colorado where stakeholders often have limited experience or capacity in navigating the grant application process. The requested staff will help implement and expand on the over 160 critical and readily implementable projects that were identified as part of the Water Project Needs WIG during FY 2020-21. CWCB staff

will have the capacity to focus on grant outreach and review, provide stakeholders that have limited grant-writing experience with assistance throughout the grant application process, and help identify opportunities to leverage funds to maximize project benefits.

While the CWCB often sees repeat grant applicants from a narrow range of partners, the CWCB will be able to provide informational and educational opportunities for organizations that are less familiar with the options provided by the CWCB. Sharing information about the spectrum of resources available, in addition to financing opportunities, could support the identification and development of strategic projects. Informational opportunities and shared information could maximize the impact of potential projects for individual entities and communities furthering the EDI goals of the State of Colorado. A diversified applicant pool will support CWP objectives through the development of new external partnerships.

Grant recipients will be able to start work on projects sooner with additional contract and accounting support, and basin roundtables will benefit from working towards implementation of priority projects identified in their Basin Implementation Plans. The following are two examples of successful projects funded by the WPGP:

- The Fish Creek Watershed Wildfire Protection Plan grant was awarded to the City of Steamboat Springs and Mount Werner Water & Sanitation District. They received a grant to develop a Critical Community Watershed Wildfire Protection Plan for the Fish Creek Basin. This plan assesses the impact of wildfire to protect the critical drinking water, water supply and infrastructure, as well as overall watershed health.
- The Conejos Water Conservancy District received a water plan grant for the Conejos Cooperative Project to implement and expand upon the recommendations of the Trujillo Meadows project and investigate and select opportunities for development of additional storage and coordinated water operations to provide multiple benefits to store water, control floods, detail environmental and recreational benefits, and conserve and develop water supplies.

Assumptions and Calculations

This request includes staff salaries, plus the costs of associated compensation for common policies and operating expenses, including leased space and travel related costs for the grant regional managers. The four regional managers will be located in and work closely with their assigned region of the state.

The request assumes cash fund appropriations for the regional Project Managers (4.0 FTE) and the CWCB Contract Administrator III (1.0 FTE) will be included in the Long Bill

to CWCB's (A) Administration section in the personal services and operating expenses line items. The cash fund appropriations for the EDO Contract Administrator III position (1.0 FTE) will be included in the Long Bill for the Executive Director's Office.

FTE Calculation Assumptions:

Operating Expenses -- Base operating expenses are included per FTE for \$500 per year. In addition, for regular FTE, annual telephone costs assume base charges of \$450 per year.

Standard Capital Purchases -- Each additional employee necessitates the purchase of a Personal Computer (\$1,410), docking station and monitors (\$260), Office Suite Software (\$330), and office furniture (\$5,000).

General Fund FTE -- Beginning July 1, 2020, new employees will be paid on a bi-weekly pay schedule; therefore **new full-time General Fund positions are reflected in Year 1 as 0.9615 FTE** to account for the pay-date shift (25/26 weeks of pay).

This applies to personal services costs only; operating costs are not subject to the pay-date shift.

Expenditure Detail	FY 2022-23		FY 2023-24	
Personal Services:				
Classification Title	Biweekly Salary	FTE	FTE	
Phy Sci Res/Scientist III	\$2,976	4.0	\$309,504	\$309,504
PERA			\$33,736	\$33,736
AED			\$15,475	\$15,475
SAED			\$15,475	\$15,475
Medicare			\$4,488	\$4,488
STD			\$495	\$495
Health-Life-Dental			\$56,344	\$56,344
Subtotal Position 1, ## FTE		4.0	\$435,517	\$435,517
Classification Title	Biweekly Salary	FTE	FTE	
Contract Administrator III	\$2,017	1.0	\$52,440	\$52,440
PERA			\$5,716	\$5,716
AED			\$2,622	\$2,622
SAED			\$2,622	\$2,622
Medicare			\$760	\$760
STD			\$84	\$84
Health-Life-Dental			\$14,086	\$14,086
Subtotal Position 2, ## FTE		1.0	\$78,330	\$78,330
Classification Title	Biweekly Salary	FTE	FTE	
Administrator III	\$2,017	1.0	\$52,440	\$52,440
PERA			\$5,716	\$5,716
AED			\$2,622	\$2,622
SAED			\$2,622	\$2,622
Medicare			\$760	\$760
STD			\$84	\$84
Health-Life-Dental			\$14,086	\$14,086
Subtotal Position 3, ## FTE		1.0	\$78,330	\$78,330
Subtotal Personal Services		6.0	\$592,177	\$592,177

Operating Expenses:					
		FTE		FTE	
Regular FTE Operating	\$500	6.0	\$3,000	6.0	\$3,000
Telephone Expenses	\$450	6.0	\$2,700	6.0	\$2,700
PC, One-Time	\$2,000	6.0	\$12,000	-	\$0
Office Furniture, One-Time	\$5,000	6.0	\$30,000	-	\$0
Indirect Costs, if applicable			\$0		\$0
Leased Space, if applicable	\$6,600	4.0	\$26,400	4.0	\$26,400
Travel*	\$8,508	4.0	\$34,032	4.0	\$34,032
Other					
Subtotal Operating Expenses			\$108,132		\$66,132
TOTAL REQUEST		6.0	\$700,309	6.0	\$658,309
<i>General Fund:</i>					
<i>Cash funds:</i>					
		6.0	\$700,309	6.0	\$658,309
<i>Reappropriated Funds:</i>					
<i>Federal Funds:</i>					

	FY 2022-23	FY 2023-24
PERA	10.90%	10.90%
AED	5.00%	5.00%
SAED	5.00%	5.00%
Medicare	1.45%	1.45%
STD	0.16%	0.16%
Health-Life-Dental	\$14,086	\$14,086

Notes:

*Travel expense calculations:

The Project Managers will travel to approximately twelve overnight meetings per year. The types of meetings include: statewide marketing functions, pre-application consultation meetings, a site visit per project, plus additional community meetings each year.

- Mileage for each project manager (x 4 project managers): 278 average round trip miles per trip x \$0.50 per mile x 12 meetings = \$1,668 x 4 travelers = \$6,672

- Lodging: \$135 per night x 3 nights x 12 meetings = \$4,860 x 4 travelers = \$19,440

- Per diem (meals): \$55 per day x 3 days per trip x 12 meetings = \$1,980 x 4 travelers = \$7,920

Total per traveler = \$8,508 x 4 travelers = \$34,032

Department of Natural Resources

Funding Request for the FY 2022-23 Budget Cycle

Request Title

R-03 Colorado Outdoor Regional Partnerships Initiative

Dept. Approval By: 

Supplemental FY 2021-22

OSPB Approval By: Meredith Moon Digitally signed by Meredith Moon
Date: 2021.10.27 10:34:09 -06'00'

Budget Amendment FY 2022-23

X

Change Request FY 2022-23

Summary Information	Fund	FY 2021-22		FY 2022-23		FY 2023-24
		Initial Appropriation	Supplemental Request	Base Request	Change Request	Continuation
Total		\$159,315,328	\$0	\$162,153,447	\$861,506	\$854,506
		890.6	0.0	890.7	1.0	1.0
Total of All Line Items Impacted by Change Request	GF	\$7,037,194	\$0	\$6,744,979	\$0	\$0
	CF	\$131,291,411	\$0	\$134,392,417	\$861,506	\$854,506
	RF	\$637,368	\$0	\$695,185	\$0	\$0
	FF	\$20,349,355	\$0	\$20,320,866	\$0	\$0

Line Item Information	Fund	FY 2021-22		FY 2022-23		FY 2023-24
		Initial Appropriation	Supplemental Request	Base Request	Change Request	Continuation
Total		\$18,769,338	\$0	\$19,189,707	\$14,086	\$14,086
		0.0	0.0	0.0	0.0	0.0
01. Executive Director's Office, (A) Administration, (1) Administration - Health, Life, And Dental	GF	\$3,587,245	\$0	\$3,469,730	\$0	\$0
	CF	\$14,554,675	\$0	\$15,064,228	\$14,086	\$14,086
	RF	\$224,189	\$0	\$261,857	\$0	\$0
	FF	\$403,229	\$0	\$393,892	\$0	\$0

Total		\$179,334	\$0	\$185,018	\$104	\$104
		0.0	0.0	0.0	0.0	0.0
01. Executive Director's Office, (A) Administration, (1) Administration - Short-Term Disability	GF	\$31,485	\$0	\$31,903	\$0	\$0
	CF	\$136,753	\$0	\$141,788	\$104	\$104
	RF	\$6,205	\$0	\$6,720	\$0	\$0
	FF	\$4,891	\$0	\$4,607	\$0	\$0

Total		\$6,274,184	\$0	\$6,483,000	\$3,257	\$3,257
		0.0	0.0	0.0	0.0	0.0

01. Executive Director's

01. Executive Director's Office, (A) Administration,	GF	\$988,697	\$0	\$1,009,173	\$0	\$0
(1) Administration - Amortization Equalization Disbursement	CF	\$4,921,127	\$0	\$5,109,084	\$3,257	\$3,257
	RF	\$203,487	\$0	\$213,304	\$0	\$0
	FF	\$160,873	\$0	\$151,439	\$0	\$0

Total		\$6,274,184	\$0	\$6,483,000	\$3,257	\$3,257
01. Executive Director's Office, (A) Administration, (1) Administration - Supplemental Amortization Equalization Disbursement	FTE	0.0	0.0	0.0	0.0	0.0
	GF	\$988,697	\$0	\$1,009,173	\$0	\$0
	CF	\$4,921,127	\$0	\$5,109,084	\$3,257	\$3,257
	RF	\$203,487	\$0	\$213,304	\$0	\$0
	FF	\$160,873	\$0	\$151,439	\$0	\$0

Total		\$38,372,397	\$0	\$38,897,798	\$45,401	\$41,901
05. Division of Parks and Wildlife, (A) Colorado Parks and Wildlife Operations, (1) Colorado Parks and Wildlife Operations - State Park Operations	FTE	265.0	0.0	266.1	0.5	0.5
	GF	\$200,625	\$0	\$125,000	\$0	\$0
	CF	\$37,726,966	\$0	\$38,327,992	\$45,401	\$41,901
	RF	\$0	\$0	\$0	\$0	\$0
	FF	\$444,806	\$0	\$444,806	\$0	\$0

Total		\$87,820,891	\$0	\$89,289,924	\$45,401	\$41,901
05. Division of Parks and Wildlife, (A) Colorado Parks and Wildlife Operations, (1) Colorado Parks and Wildlife Operations - Wildlife Operations	FTE	625.6	0.0	624.6	0.5	0.5
	GF	\$1,240,445	\$0	\$1,100,000	\$0	\$0
	CF	\$67,405,763	\$0	\$69,015,241	\$45,401	\$41,901
	RF	\$0	\$0	\$0	\$0	\$0
	FF	\$19,174,683	\$0	\$19,174,683	\$0	\$0

Total		\$1,625,000	\$0	\$1,625,000	\$750,000	\$750,000
05. Division of Parks and Wildlife, (B) Special Purpose, (1) Special Purpose - Grants And Habitat Partnerships	FTE	0.0	0.0	0.0	0.0	0.0
	GF	\$0	\$0	\$0	\$0	\$0
	CF	\$1,625,000	\$0	\$1,625,000	\$750,000	\$750,000
	RF	\$0	\$0	\$0	\$0	\$0
	FF	\$0	\$0	\$0	\$0	\$0

Auxiliary Data			
Requires Legislation?	NO		
Type of Request?	Natural Resources Prioritized Request	Interagency Approval or Related Schedule 13s:	No Other Agency Impact



Department Priority: R-03
Request Detail: Colorado Outdoor Regional Partnerships Initiative

Summary of Funding Change for FY 2022-23			
		Incremental Change	
	FY 2021-22 Appropriation	FY 2022-23 Request	FY 2023-24 Request
Total Funds	\$159,315,328	\$861,506	\$854,506
FTE	890.6	1.0	1.0
General Fund	\$7,037,194	\$0	\$0
Cash Funds	\$131,291,411	\$861,506	\$854,506
Reappropriated Funds	\$637,368	\$0	\$0
Federal Funds	\$20,439,355	\$0	\$0

Summary of Request

The Department of Natural Resources (DNR) and Colorado Parks and Wildlife (CPW) request an increase of \$861,506 total funds, including \$430,754 from the Parks and Outdoor Recreation Cash Fund and \$430,752 from the Wildlife Cash Fund, and 1.0 FTE, for grants to coalitions for the Colorado Outdoor Regional Partnership (CORP) initiative and program support staff starting in FY 2022-23.

The CORP initiative is a product of the Governor’s Executive Order B 2020 008, which outlined a framework to bring together stakeholders at the regional level to identify, plan, and ultimately help to resolve conservation and recreation challenges. CORP is also an integral part of DNR’s Wildly Important Goal (WIG) to balance outdoor recreation and conservation. CPW secured one-time funding to pilot a grant program in FY 2021-22 for initial regional partnerships to build diverse coalitions and initiate plan development, but requires ongoing resources to support the continued development of individual conservation and recreation plans for each coalition, which are critical to statewide policy and planning efforts. The request will allow CPW to provide ongoing grant funding for coalitions and provide a dedicated program manager to direct allocated funding for the CORP initiative and provide technical assistance to the coalitions. Funding the CORPs will encourage groups to collaborate, working to ensure that Colorado’s land, water, and wildlife thrive while also providing equitable access to quality outdoor recreation experiences.

Current Program

In support of implementing Executive Order B 2020 008 to resolve conservation and recreation challenges, and DNR's FY 2021-22 Wildly Important Goal (WIG) to balance outdoor recreation and conservation with diverse interests at the table, CPW and Great Outdoors Colorado (GOCO) are currently collaborating to provide one-time funding for new and existing coalitions to join together as part of the statewide CORP initiative.¹ These coalitions are intended to bring diverse interests together in a collaborative manner to ensure that Colorado's land, water, and wildlife thrive while also providing equitable access to quality outdoor recreation experiences. Once established, coalitions will assess and analyze conservation and recreation challenges within their region and develop a regional plan that accounts for future recreation growth and wildlife conservation. Achievements of the coalitions will demonstrate collaboration between wildlife and outdoor recreation interests, incorporating conservation of wildlife along with better management of lands and water.

CPW secured initial one-time funding from GOCO, matched with CPW-specific GOCO funds, for a total of \$640,000 in available grant funding for coalitions, split evenly between parks and wildlife funding purposes. The Spring 2021 grant round began a pilot year for the program and was highly competitive. CPW received 23 applications requesting \$2.4 million in total funding. Awards were announced for seven partnerships on June 30, 2021, and funding became available in July 2021. Funding will support regional planning functions, operational costs related to annual meetings, and site visits in support of conservation and recreation planning. Each coalition that applied for funding provided an estimated timeline in their application and CPW will track milestones for approved grants. CPW staff costs for the pilot have been absorbed within existing appropriations to begin this important initiative.

The goals for the first round of grants include:

- ensuring diverse representation of stakeholders, requiring at least local, state and federal land managers;
- balancing outdoor recreation and conservation interests and underrepresented communities; and
- developing a regional plan which will be used to inform a Statewide Conservation and Recreation Plan.

Problem or Opportunity

Across the state, lands and wildlife are facing many challenges due to the long-term growth and recent increased interest in outdoor recreation. The state's wildlife and habitat resources are being strained as human population, tourism, and outdoor recreation continue to increase. These pressures result in habitat fragmentation,

¹ <https://cpw.state.co.us/aboutus/Pages/Regional-Partnerships-Initiative.aspx>

degradation, and net loss of habitat in high priority areas. These issues are driving a need for intentional planning and coordinated actions to ensure sustainable recreation and land use. As outdoor recreation continues to grow in Colorado, both habitat and wildlife impacts will increase over time, expand beyond easy-to-access sites and occur well into the backcountry. As the increase in the use of public lands persists, new habitat conflicts will not only continue to arise but will increase in frequency.

Despite this increase in outdoor recreation, not everyone benefits equally from Colorado's outdoors as disparities in access and opportunity continue. For example, people of color are almost twice as likely to live in nature-deprived areas. Land managers, outdoor recreationists, businesses, conservation organizations, local communities, and others must collaborate to develop new ways to meet conservation challenges and foster the engagement of diverse communities in our outdoor spaces.

Proposed Solution

CPW requests funding to support regional partnerships through grants, as well as hire a dedicated program manager to help establish and coordinate these groups, administer funds, and provide technical resources. Grant funding will support costs for facilitation of regional workshops, support of conservation planning, plus travel and material costs associated with hosting and attending regional coalition meetings.

Through this initiative, CPW will expand on the support of community and statewide efforts dedicated to balancing outdoor recreation with the conservation of natural resources. Though CPW is currently absorbing the workload for the program pilot within existing appropriations, this model is unsustainable for an ongoing program. Long-term funding to support coalitions, program administration and operations, and a dedicated staff position will help to ensure the success of this nascent program.

Funding and developing a statewide approach will add value that will coalesce regional or local efforts and drive alignment with a common vision and goals, while ensuring broad, diverse representation across factors including race, sex, sector, geography. These various interests will be represented through direct participation in the coalitions that will inform the statewide plan, including planning efforts and new project development.

Theory of Change	If CPW supports the convening of diverse Regional Partners (coalitions) and the development of Regional and Statewide Conservation and Recreation Plans, then the balance of conservation and recreation will be considered and managed.		
Program Objective	Develop a network of Regional Partners to balance conservation and recreation.		
Outputs being measured	<ol style="list-style-type: none"> 1. Ensure long-term funding of coalitions. 2. Development of a Resources Guide for coalition use. 3. Provide access to GIS data for planning purposes. 		
Outcomes being measured	<ol style="list-style-type: none"> 1. Convening Regional Partnerships across the state to discuss conservation and recreation issues and to develop a Regional Conservation and Recreation Plan. 2. Publish a Statewide Conservation and Recreation plan that informs the SCORP. 		
Cost/Benefit ratio	N/A		
Evaluations	Pre-Post	Quasi-Experimental Design	Randomized Control Trial
Results of Evaluation	N/A	N/A	N/A
Continuum Level	Step 1 Program Design: Create theory of change/gather evidence		

Anticipated Outcomes

The request supports the continued implementation of Executive Order B 2020 008 to resolve conservation and recreation challenges, and will allow important progress on DNR’s FY 2021-22 Wildly Important Goal (WIG) to balance outdoor recreation and conservation with diverse interests at the table. Establishing regional partnerships will encourage collaboration and planning on conservation and recreation challenges. Without these partnerships, recreation and recreation infrastructure may continue to expand into areas that are not suitable for wildlife, and mitigation efforts may prove difficult. This framework of convening stakeholders at every level to identify, plan for, and develop solutions to Colorado’s conservation and recreation challenges will serve as a nationwide example for collaborative efforts resulting in widely accepted, innovative solutions.

Early and continued investment in this initiative will provide additional resources focused on mitigating future conservation and recreation conflicts and promoting stewardship and responsible recreation that conserves wildlife and leads to better management of lands and water.

Assumptions and Calculations

Detailed calculations can be found in the attached supporting tables. CPW estimates annual costs for staff to convene quarterly meetings in the regions, which includes one annual summit plus seven additional visits to established partnerships or groups considering applying for future year funding. CPW estimates \$750,000 of the requested funds will be awarded and contracted directly to approximately three to seven coalitions each year for their administrative and operational costs, which includes costs to convene coalitions, contracts with facilitators, and travel costs to attend quarterly meetings and site visits. Based on experience with other grant programs, CPW requests three-year roll-forward spending authority for the portion of the funding dedicated to coalitions to allow sufficient time for grant awards to be spent. Three-year funding for grants would be consistent with line items that support grants and projects in the DNR and CPW budgets.

The request for funding reflects a balance between recreational and wildlife goals together in decision-making processes for new coalitions, in support of the CORP initiative. Efforts for this initiative will have an even split across both purposes as outdoor recreation and wildlife will both benefit from a coordinated effort.

FTE Calculation Assumptions:

Operating Expenses -- Base operating expenses are included per FTE for \$500 per year. In addition, for regular FTE, annual telephone costs assume base charges of \$450 per year.

Standard Capital Purchases -- Each additional employee necessitates the purchase of a Personal Computer (\$900), Office Suite Software (\$330), and office furniture (\$3,473).

General Fund FTE -- Beginning July 1, 2020, new employees will be paid on a bi-weekly pay schedule; therefore **new full-time General Fund positions are reflected in Year 1 as 0.9615 FTE** to account for the pay-date shift (25/26 weeks of pay). **This applies to personal services costs only; operating costs are not subject to the pay-date shift.**

Expenditure Detail		FY 2022-23		FY 2023-24	
Personal Services:					
Classification Title	Biweekly Salary	FTE		FTE	
PLANNING SPECIALIST IV	\$2,505	1.0	\$65,136	1.0	\$65,136
PERA			\$7,100		\$7,100
AED			\$3,257		\$3,257
SAED			\$3,257		\$3,257
Medicare			\$944		\$944
STD			\$104		\$104
Health-Life-Dental			\$14,086		\$14,086
Subtotal Position 1, 1.0 FTE		1.0	\$93,884	1.0	\$93,884
Subtotal Personal Services		1.0	\$93,884	1.0	\$93,884
Operating Expenses:					
		FTE		FTE	
Regular FTE Operating	\$500	1.0	\$500	1.0	\$500
Telephone Expenses	\$450	1.0	\$450	1.0	\$450
PC, One-Time	\$2,000	1.0	\$2,000	-	\$0
Office Furniture, One-Time	\$5,000	1.0	\$5,000	-	\$0
Indirect Costs, if applicable			\$0		\$0
Leased Space, if applicable	\$6,600		\$0		\$0
Other					
Other					
Subtotal Operating Expenses			\$7,950		\$950
TOTAL REQUEST		1.0	\$101,834	1.0	\$94,834
<i>General Fund:</i>					
<i>Cash funds:</i>					
			<i>\$101,834</i>		<i>\$94,834</i>
<i>Reappropriated Funds:</i>					
<i>Federal Funds:</i>					

Department of Natural Resources

Funding Request for the FY 2022-23 Budget Cycle

Request Title

R-04 Water Operations Accounting Support

Dept. Approval By: Carlynn Jacobs

Supplemental FY 2021-22

OSPB Approval By: Meredith Moon Digitally signed by Meredith Moon
Date: 2021.10.27 10:34:25 -06'00'

Budget Amendment FY 2022-23

X

Change Request FY 2022-23

Summary Information	Fund	FY 2021-22		FY 2022-23		FY 2023-24
		Initial Appropriation	Supplemental	Base Request	Change Request	Continuation
			Request			
Total		\$56,511,771	\$0	\$58,181,529	\$332,579	\$311,579
FTE		247.0	0.0	247.0	3.0	3.0
Total of All Line Items Impacted by Change Request	GF	\$28,700,255	\$0	\$29,379,212	\$332,579	\$311,579
	CF	\$26,414,964	\$0	\$27,376,495	\$0	\$0
	RF	\$642,631	\$0	\$700,390	\$0	\$0
	FF	\$753,921	\$0	\$725,432	\$0	\$0

Line Item Information	Fund	FY 2021-22		FY 2022-23		FY 2023-24
		Initial Appropriation	Supplemental	Base Request	Change Request	Continuation
			Request			
Total		\$18,769,338	\$0	\$19,189,707	\$42,258	\$42,258
FTE		0.0	0.0	0.0	0.0	0.0
01. Executive Director's Office, (A) Administration, (1) Administration - Health, Life, And Dental	GF	\$3,587,245	\$0	\$3,469,730	\$42,258	\$42,258
	CF	\$14,554,675	\$0	\$15,064,228	\$0	\$0
	RF	\$224,189	\$0	\$261,857	\$0	\$0
	FF	\$403,229	\$0	\$393,892	\$0	\$0

Total		\$179,334	\$0	\$185,018	\$322	\$322
FTE		0.0	0.0	0.0	0.0	0.0
01. Executive Director's Office, (A) Administration, (1) Administration - Short-Term Disability	GF	\$31,485	\$0	\$31,903	\$322	\$322
	CF	\$136,753	\$0	\$141,788	\$0	\$0
	RF	\$6,205	\$0	\$6,720	\$0	\$0
	FF	\$4,891	\$0	\$4,607	\$0	\$0

Total		\$6,274,184	\$0	\$6,483,000	\$10,067	\$10,067
FTE		0.0	0.0	0.0	0.0	0.0

01. Executive Director's

01. Executive Director's Office, (A) Administration, (1) Administration - Amortization Equalization Disbursement	GF	\$988,697	\$0	\$1,009,173	\$10,067	\$10,067
	CF	\$4,921,127	\$0	\$5,109,084	\$0	\$0
	RF	\$203,487	\$0	\$213,304	\$0	\$0
	FF	\$160,873	\$0	\$151,439	\$0	\$0

Total		\$6,274,184	\$0	\$6,483,000	\$10,067	\$10,067
FTE		0.0	0.0	0.0	0.0	0.0
01. Executive Director's Office, (A) Administration, (1) Administration - Supplemental Amortization Equalization Disbursement	GF	\$988,697	\$0	\$1,009,173	\$10,067	\$10,067
	CF	\$4,921,127	\$0	\$5,109,084	\$0	\$0
	RF	\$203,487	\$0	\$213,304	\$0	\$0
	FF	\$160,873	\$0	\$151,439	\$0	\$0

Total		\$1,871,767	\$0	\$1,940,884	\$19,800	\$19,800
FTE		0.0	0.0	0.0	0.0	0.0
01. Executive Director's Office, (A) Administration, (1) Administration - Leased Space	GF	\$706,385	\$0	\$721,948	\$19,800	\$19,800
	CF	\$1,136,064	\$0	\$1,189,676	\$0	\$0
	RF	\$5,263	\$0	\$5,205	\$0	\$0
	FF	\$24,055	\$0	\$24,055	\$0	\$0

Total		\$23,142,964	\$0	\$23,899,920	\$250,065	\$229,065
FTE		247.0	0.0	247.0	3.0	3.0
07. Water Resources Division, (A) Division Operations, (1) Division Operations - Water Administration	GF	\$22,397,746	\$0	\$23,137,285	\$250,065	\$229,065
	CF	\$745,218	\$0	\$762,635	\$0	\$0
	RF	\$0	\$0	\$0	\$0	\$0
	FF	\$0	\$0	\$0	\$0	\$0

Auxiliary Data			
Requires Legislation?	NO		
Type of Request?	Natural Resources Prioritized Request	Interagency Approval or Related Schedule 13s:	No Other Agency Impact



Department Priority: R-04
Request Detail: Water Operations Accounting Support

Summary of Funding Change for FY 2022-23			
		Incremental Change	
	FY 2021-22 Appropriation	FY 2022-23 Request	FY 2023-24 Request
Total Funds	\$56,511,711	\$332,579	\$311,579
FTE	247.0	3.0	3.0
General Fund	\$28,700,255	\$332,579	\$311,579
Cash Funds	\$26,414,964	\$0	\$0
Reappropriated Funds	\$642,631	\$0	\$0
Federal Funds	\$753,921	\$0	\$0

Summary of Request

The Department of Natural Resources (DNR) and the Division of Water Resources (DWR) request an increase of \$332,579 in General Fund appropriations and 3.0 FTE for Water Accounting Coordinators (Physical Sciences Researcher/Scientist II) in the South Platte River, Arkansas River, and Rio Grande Basins starting in FY 2022-23. Ongoing costs will be \$311,579 General Fund beginning in FY 2023-24. The requested augmentation and water operations accounting coordinators will ensure maximization of the state’s water resources and proper administration of water rights according to water court decrees, Substitute Water Supply Plans (SWSP), Colorado Revised Statutes, and interstate compacts.

The complexity and amount of water accounting duties required of the Division of Water Resources for augmentation plans and water operations has increased substantially as Colorado’s population grows, climate change accelerates water scarcity, and the state’s river basins become more over-appropriated. Since 2010, the number of augmentation plans has increased substantially in each of the three identified regions. This has created an increase in DWR duties and responsibilities as they work to ensure water is distributed equitably based on a priority system to maximize the beneficial use of water. Failure to perform these duties creates risk of injury to water rights holders and noncompliance with Interstate Compact agreements, which exposes the state to potential lawsuits.

Current Program

DWR is responsible for administering water in compliance with Colorado state statutes, decrees of the water court, and compact agreements. DWR Division 1 is responsible for administering the South Platte River Basin region, the Republican River Basin region, the Laramie River Basin region, two compact agreements, and two interstate agreements. The South Platte River Basin includes the Metro Denver area along with other Front Range municipalities and cities spanning from near the City of Castle Rock to the City of Fort Collins and the state line. DWR Division 2 is responsible for administering the Arkansas River Basin region and the region's one compact agreement. The Arkansas River Basin includes almost all of Southeastern Colorado including the growing cities of Colorado Springs and Pueblo. DWR Division 3 is responsible for administering the Rio Grande Basin, which includes the San Luis Valley, and the region's two compact agreements.

Water administration requires DWR to ensure water is distributed equitably based on a priority system to maximize the beneficial use of that water while avoiding injury to any vested water user or impairing compacts, decrees, or agreements. Augmentation, Replacement, and Substitute Water Supply Plans (Plans) are the legal mechanisms that allow water users to divert groundwater or surface water out of priority at one location, then replace the out-of-priority depletions back to the stream at another location to ensure that no injury to other vested water rights occurs. These Plans allow for water to be legally diverted to maximize beneficial use in a basin that has very little unappropriated water and a high demand for the water resources. A Plan approved by the State Engineer or the water court is required by state statute prior to any well pumping in any of the basins. The Plans have three key operational components that are monitored by DWR: diversions, depletions, and replacements. The Plans require that the water user measure, record, and report the key components of the Plan to DWR and DWR performs accounting audits and enforcement throughout the Basins to ensure out-of-priority stream depletions are replaced appropriately.

The 2002 drought led to water law changes that required augmentation plans and SWSPs and resulted in a significant increase in water operations accounting, such that a designated South Platte River Basin Accounting Team in Division 1 (the Accounting Groups) was formed in 2007 and currently consists of 4.0 FTE. Division 2 has reclassified positions over the same time frame creating an Arkansas River Basin Accounting Team (the Accounting Groups) of 5.5 FTE. Division 3 had historically experienced a lower, consistent level of augmentation plan and replacement plan activity, however, with the approval of new groundwater rules in 2019, and in the years leading up to the approval of those rules, approximately 4,500 wells are now operating according to Annual Replacement Plans (for further explanation of Division 3, the Rules, and Annual Replacement Plans, see the section New Groundwater Rules in Division 3 on page 7). Division 3 does not yet have any dedicated staff to review increased water accounting requirements, increasing risk of mis-administration and injury.

Each DWR Division is responsible for collecting, reviewing, archiving, monitoring, and enforcing all water accounting submitted under the Plans. This information is critical to the region's water commissioners, who use these records on a daily basis to correctly administer water rights in the field in order to ensure adherence to decree terms and conditions and no injury to vested water right holders. The Accounting Groups also audit the water users to confirm and ensure the water accounting is in accordance with the requirements of the Plans as required for proper water administration.

In addition to the accounting requirements, many Plans require water users to file a notice with the water court regarding certain changes like the addition of new replacement sources or new structures to be augmented by the Plan. Many Plans also require water users to file an annual or semi-annual notice with the water court regarding annual projection of water operations, an annual notice of use of water in the Plan, confirmation of required irrigated land to be dried up, and other reporting components. These notices typically require water users to provide comments to DWR for their consideration and require DWR to file approval or denials in the water court digital filing system within a limited amount of time.

The Accounting Groups review all of these notices and prepare recommendations for the Division Engineer regarding approval or denial, and file DWR decision documentation with the water courts and water users as required. Components of the Plans are time sensitive and the Plans have increased in number and complexity, surpassing the Accounting Groups' ability to keep up with the current workload. The Water Court requires DWR to provide the accounting review and administration of these Plans in accordance with state statutes and decreed terms and conditions. As a result, DWR administers the following which are also referred to as accounting requirements:

- all diversions from, and releases to, the stream;
- tracking of decreed maximum limits on rates and volumes of diversions, instantaneous, monthly, annually and over a longer period (20 years) in accordance with decree terms and conditions;
- all depletions and accretions to the stream;
- accounting positions work closely with division engineers and water commissioners especially in providing and auditing the maximum diversion rates, monthly, annual and long-term volumetrics. This information is critical to division leadership in enforcement and regulatory duties of the division engineers and water commissioners;
- all diversions/releases must be measured with continuous measurement and recording devices;
- all measurements and recorded data must be captured on a daily basis and reported at least monthly; and
- the approval of all exchanges at least 48 hours prior to operation (or less, as allowed by each Division Engineer).

The increase in accounting requirements and the time sensitivity of these requirements represent changes in workload that require the requested addition of 3.0 FTE.

Problem or Opportunity

In these divisions, there are more water rights than available water, which requires DWR to work with water users to maximize the use of water. The over-appropriation of water drives the need for new and increasingly complex Plans administered by DWR. Changes in climate that contribute to water scarcity also create new and more complex Plans that impact agricultural water supply needs, and growing industries and municipalities.

Increasing number of Augmentation Plans, SWSPs, and Annual Replacement Plans (ARP)

Since 2010, the number of augmentation plans has increased by 38% in Division 1 and by 55% in Division 2. Division 3 has experienced an increase of 460% in SWSPs since 2011, primarily driven by the implementation of new groundwater rules which led to increases in SWSP's, water court case filings, and the development of seven large-scale, highly-complex Annual Replacement Plans (ARPs). All three regions are currently experiencing a growth in population which translates to increased demands of the region's limited water resources, thus creating more of an accounting burden to DWR as more augmentation plans, SWSPs, and ARPs are submitted.

Increasing Number of Plans from New and Expanding Industries and Municipalities

New and expanding industries in Colorado have created new requests for water rights, permits, and augmentation plans that create an increase in DWR workload. These industries include marijuana, hemp, fracking, beer production, road construction, solar and windmill production, construction of commercial greenhouses, water hauling, conversion to center pivot irrigation systems, and expanding municipalities.

Many water users, such as municipalities or industrial users, require a dependable and constant supply of water without interruption and either could not function or would require much more infrastructure, such as storage reservoirs, if required to cease diversions from the streams and groundwater wells under these plans. This includes municipal providers' requirement to provide water to their users, industrial providers to provide a constant stream of water for production or cooling operations, which if interrupted would be highly disruptive.

As the Colorado population grows, municipalities are expanding and increasing their need for water, which includes maximizing the beneficial use of existing water. For example, it is not uncommon for a municipality to divert water from the river at or near their water treatment infrastructure out of priority, treat the water and deliver it to their customers, and replace a portion of the diversion with the return flows to the

stream above the senior vested water right. This maximizes the beneficial use of water by allowing reuse and successive use of the water, diversion at the place of need, and replacement downstream after the initial use of the water.

Increasing Complexity of Augmentation Plans

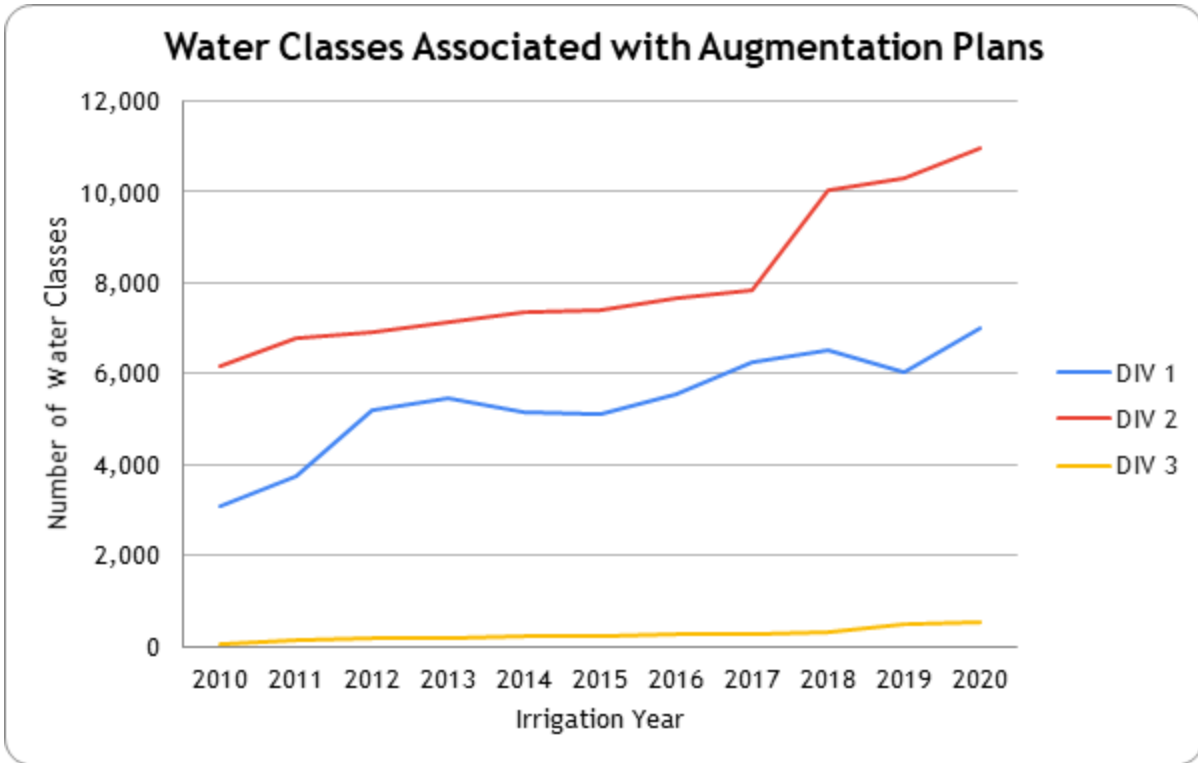
Administration, accounting and verifying compliance become more time intensive and complex as new plans are added and existing plans have new structures added. In addition to the growing number of augmentation plans, the complexity of these plans has increased significantly in recent years driven by an expanding demand for a finite supply. There is an increase in requirements to account for different water uses, water storage, and water replacements, known as diversion records, which are reviewed by staff. The diversion record data includes: diversion of water from the stream, storage in reservoirs or delivery to recharge ponds, releases from reservoirs, modeled underground replacement sources arriving at the stream and releases of water to the stream to replace depletions to the stream. Part of the Accounting Groups' responsibility related to diversion records includes reviewing how changes to the stream compare with historical return flows to ensure that the historical pattern of use is maintained. Staff complete this comparison on a monthly and yearly basis, for ten to twenty years or more to ensure the use of the water right is consistent with historical use. The time required to review this information and ensure its accuracy increases as the number of diversion records are created.

The most significant factors that increase the complexity of an augmentation plan are the number of structures, the number of locations that can span large geographic areas of the state, and whether or not the decree was developed correctly. For example, the City of Thornton has a Plan that tracks water from the headwater of the Cache la Poudre River, Big Thompson River and transmountain water to be moved by release down those streams to the South Platte River and then by exchange to the City of Thornton in their infrastructure on the South Platte River and upstream on Clear Creek. If an augmentation plan does not include adequate terms and conditions, the time required to administer that augmentation plan increases significantly. When DWR staff are evaluating the number of structures and geographic locations involved in an augmentation plan, they are also analyzing the water classes associated with the plan. A water class is the way DWR tracks the place of the diversion, the volume of water diverted, the source of the water diverted, and the use to which the water was placed as well as the delivery of each type of replacement water to the stream. Figure 1, on page 6, shows the water classes associated with augmentation plans.

DWR must be closely involved in the development of augmentation plans and other water uses from the outset in order to save time and resources in the future. The accounting is critical to the monitoring, operations, and tracking of the plans, a process with which DWR is very involved during the water court case and after the decree is in operation. The divisions work with the water users and representatives to develop clear, complete, and accurate accounting for submission to DWR. The requested

positions are responsible for developing water accounting spreadsheets and reviewing the data of these plans for accuracy.

Figure 1. Water Classes Associated with Augmentation Plans



Increasing Complexity from Recharge Water

Another example of the increasing complexity of these Plans is in the use of recharge water for replacement water, which adds more administration requirements to the divisions. Recharge water allows Colorado to maximize the use of water by diverting water during periods of excess to recharge facilities to allow the water to flow back to the streams in times of shortage. The increased use of recharge water has resulted in an increase in the number of diversion records thus creating more workload.

The increasing use of reusable effluent in the state adds to the increased complexity and time required to properly administer these Plans. Reusable effluent is treated wastewater that can be used for other purposes and it is critical to meeting Colorado’s municipal, industrial, and agricultural supply gaps. This type of water can be legally decreed for augmentation, replacement, reuse, subsequent use by the water user, and leased to others. The tracking of reusable effluent is time consuming and requires collecting and providing data to the Division Engineer on a monthly basis and to the water commissioner on a daily basis. As the amount and number of different individuals leasing or using this source of water increases, the number of diversion records needed

to properly account for and track the water also increases. Staff are responsible for developing water accounting spreadsheets and reviewing these Plans for accuracy.

Non-compliance Issues

Augmentation plans require timely accounting of water diversions and stream depletions in order to avoid injury to the region's water users and maintain compliance with the region's compacts and agreements. If an augmentation plan cannot or does not adequately replace depletions according to the priority system, statute requires that the State Engineer curtail the out-of-priority diversions. In some cases, delayed depletions to the stream by groundwater pumping that occurs a long distance from the stream results in delayed impacts to the stream system and could cause injury to vested water rights. Timely accounting of the region's water sources is critical to effectively administering the terms of augmentation plans. DWR anticipates that without the addition of these requested FTE, injury to water users may result from a lack of proper real-time administration of water court decrees and water rights. Improper administration could also result in non-compliance with Compact and agreement requirements directly or indirectly associated with the divisions, resulting in potentially increased litigation costs to the state.

Without proper accounting, DWR lacks the certainty of whether the water at a headgate is water that can be diverted for beneficial use or water that must bypass the headgate to meet augmentation requirements downstream. DWR's inability to review the water accounting of a water user in a timely manner can result in a delay or denial of a water user diverting water from the stream, operating an exchange, or claiming water for replacement resulting in less water. Once the water passes the water user's structures, it is not available to that water user and travels downstream to other water users oftentimes who are located out of the state. This can be costly for the water user and can result in limited water supply or water shortages. The more efficiently a water commissioner can verify water accounting data, the faster they can approve or deny requests from water users. Without the requested staff, the time for review and approval could take days, resulting in missed opportunities for water users to divert water as needed.

New Groundwater Rules in Division 3

In 2004, Senate Bill 04-222 directed the State Engineer to create groundwater rules to protect aquifers and replace injurious depletions to surface water rights. In 2015, the rules were completed and submitted to the court, and a trial was held in 2018. The rules were approved in 2019 with a two-year phase-in period that ended on March 15, 2021. The completion and implementation of these rules resulted in 2.0 FTE in 2014 and 2016 for a subdistrict coordinator and an assistant subdistrict coordinator, respectively, who work with the subdistricts to develop and manage the ARPs. Division

3 does not yet have any dedicated staff to review increased water accounting requirements.

The rules resulted in the creation of seven subdistricts that represent approximately 4,500 wells, and most of the irrigation wells have joined subdistricts. Each of the seven groundwater subdistricts is required to replace or mitigate injurious depletions to surface water rights for the wells it represents using an Annual Replacement Plan. Along with this requirement, well owners are also required to ensure the sustainability of the aquifer. These requirements stipulate that Division 3 must work with water users, counties, and subdistricts to review ARPs and ensure that the wells are not decreasing the availability of water for surface water users. In addition to the initial review, approval, and accounting review of ARPs, water users have had to work outside the ARP process to develop replacement water supplies through SWSPs. This has caused the number of SWSPs to almost double between 2014 and 2020, in addition to the ARPs. DWR anticipates that this will continue as water users develop stability in all components of their replacement supplies for ARPs.

Proposed Solution

The increasing population growth and demand for water coupled with the impact of changing water supplies has created more accounting administration of the regions' augmentation plans. DWR will utilize the requested positions to manage the growing number and complexity of augmentation plans.

The requested positions will perform reviews and audits of water accounting and support real-time water administration undertaken by water commissioners. These positions will be responsible for the intake, processing and archiving of all water accounting submittals from water users in the region in accordance with the terms and conditions of the Plans. In addition, these positions will be responsible for: tracking claimed reuse and successive use of reusable effluent; auditing water accounting and operations in accordance with water court decrees; reviewing notices filed with the water court; maintaining spreadsheets to assist water users and DWR water commissioners in water administration that maximize the beneficial use of water, and recording the amount of water diversions from the streams and aquifers in the regions.

This proposed solution will improve opportunities for water users to fully utilize a limited water supply and will help Colorado maximize the conservation of water. Colorado water users will realize a better yield on their water rights. These positions will allow DWR to complete accounting tasks in the required timeframe as required by Plan terms and conditions.

If this solution is not approved, the water users will not be able to maximize the use and reuse of water in the Basins. Water rights are valued at up to \$40,000 to \$85,000 per acre-foot and a missed opportunity to divert or reuse water has a direct economic impact on the water users. These missed opportunities can also mean that water goes

downstream to other states in excess of Colorado’s obligations. Maximizing the beneficial use of water while still meeting the compact agreements in the regions is part of a larger effort to address the state’s projected water shortage.

Theory of Change	As Colorado’s population grows, climate change accelerates water scarcity, and the state’s river basins become more over appropriated, the requirements for water administration have increased and additional staff will be able to address additional workload that cannot be fully addressed by existing staff.		
Program Objective	The objective of DWR is to administer water in compliance with Colorado state statutes, decrees of the water court, and compact agreements.		
Outputs being measured	Number and types of augmentation plans.		
Outcomes being measured	The maximization of the beneficial use of water and the reduction of any potential legal action.		
Cost/Benefit ratio	N/A		
Evaluations	Pre-Post	Quasi-Experimental Design	Randomized Control Trial
Results of Evaluation	Number of review/ audits of water accounting	N/A	N/A
Continuum Level	Step 1: Program Design		

Anticipated Outcomes

With the requested FTE, the division will be able to improve water administration in the following ways: more resources to administer the terms and conditions of Plans to ensure no injury to vested water rights occurs; more monitoring of reusable water sources; greater ability to provide routine audits of water operations to verify compliance with the decreed augmentation plans, SWSP’s, and ARPs; and a greater ability to implement tools related to diversion data.

Assumptions and Calculations

This request assumes 3.0 FTE for a Physical Sciences Researcher/ Scientist II at the base minimum salary of the range (biweekly salary of \$2,581) with standard operating expenses including leased space, plus the cost of associated compensation common policies.

FTE Calculation Assumptions:

Operating Expenses -- Base operating expenses are included per FTE for \$500 per year. In addition, for regular FTE, annual telephone costs assume base charges of \$450 per year.

Standard Capital Purchases -- Each additional employee necessitates the purchase of a Personal Computer (\$1,410), docking station and monitors (\$260), Office Suite Software (\$330), and office furniture (\$5,000).

General Fund FTE -- Beginning July 1, 2020, new employees will be paid on a bi-weekly pay schedule; therefore **new full-time General Fund positions are reflected in Year 1 as 0.9615 FTE** to account for the pay-date shift (25/26 weeks of pay).

This applies to personal services costs only; operating costs are not subject to the pay-date shift.

Expenditure Detail		FY 2022-23		FY 2023-24	
Personal Services:					
Classification Title	Biweekly Salary	FTE		FTE	
PHY SCI RES/SCIENTIST II	2,581	3.0	\$201,348	3.0	\$201,348
PERA			\$21,947		\$21,947
AED			\$10,067		\$10,067
SAED			\$10,067		\$10,067
Medicare			\$2,920		\$2,920
STD			\$322		\$322
Health-Life-Dental			\$42,258		\$42,258
Subtotal Position 1, ## FTE		3.0	\$288,929	3.0	\$288,929
Classification Title	Biweekly Salary	FTE		FTE	
			\$0		\$0
PERA			\$0		\$0
AED			\$0		\$0
SAED			\$0		\$0
Medicare			\$0		\$0
STD			\$0		\$0
Health-Life-Dental			\$0		\$0
Subtotal Position 2, ## FTE		-	\$0	-	\$0
Subtotal Personal Services		3.0	\$288,929	3.0	\$288,929
Operating Expenses:					
		FTE		FTE	
Regular FTE Operating	\$500	3.0	\$1,500	3.0	\$1,500
Telephone Expenses	\$450	3.0	\$1,350	3.0	\$1,350
PC, One-Time	\$2,000	3.0	\$6,000	-	\$0
Office Furniture, One-Time	\$5,000	3.0	\$15,000	-	\$0
Indirect Costs, if applicable			\$0		\$0
Leased Space, if applicable	\$6,600	3.0	\$19,800	3.0	\$19,800
Other					
Other					
Subtotal Operating Expenses			\$43,650		\$22,650
TOTAL REQUEST		3.0	\$332,579	3.0	\$311,579
General Fund:					
Cash funds:					
Reappropriated Funds:					
Federal Funds:					

Department of Natural Resources

Funding Request for the FY 2022-23 Budget Cycle

Request Title

R-05 State Land Board Water Resources Manager

Dept. Approval By: 

Supplemental FY 2021-22

OSPB Approval By: Meredith Moon Digitally signed by Meredith Moon
Date: 2021.10.27 10:34:39 -0600'

Budget Amendment FY 2022-23

X

Change Request FY 2022-23

Summary Information	Fund	FY 2021-22		FY 2022-23		FY 2023-24
		Initial Appropriation	Supplemental	Base Request	Change Request	Continuation
			Request			
Total		\$36,406,649	\$0	\$37,373,723	\$130,335	\$123,335
FTE		42.0	0.0	42.0	1.0	1.0
Total of All Line Items Impacted by Change Request	GF	\$5,596,124	\$0	\$5,519,979	\$0	\$0
	CF	\$29,443,291	\$0	\$30,457,182	\$130,335	\$123,335
	RF	\$637,368	\$0	\$695,185	\$0	\$0
	FF	\$729,866	\$0	\$701,377	\$0	\$0

Line Item Information	Fund	FY 2021-22		FY 2022-23		FY 2023-24
		Initial Appropriation	Supplemental	Base Request	Change Request	Continuation
			Request			
Total		\$18,769,338	\$0	\$19,189,707	\$14,086	\$14,086
FTE		0.0	0.0	0.0	0.0	0.0
01. Executive Director's Office, (A) Administration, (1) Administration - Health, Life, And Dental	GF	\$3,587,245	\$0	\$3,469,730	\$0	\$0
	CF	\$14,554,675	\$0	\$15,064,228	\$14,086	\$14,086
	RF	\$224,189	\$0	\$261,857	\$0	\$0
	FF	\$403,229	\$0	\$393,892	\$0	\$0

Total		\$179,334	\$0	\$185,018	\$141	\$141
FTE		0.0	0.0	0.0	0.0	0.0
01. Executive Director's Office, (A) Administration, (1) Administration - Short-Term Disability	GF	\$31,485	\$0	\$31,903	\$0	\$0
	CF	\$136,753	\$0	\$141,788	\$141	\$141
	RF	\$6,205	\$0	\$6,720	\$0	\$0
	FF	\$4,891	\$0	\$4,607	\$0	\$0

Total		\$6,274,184	\$0	\$6,483,000	\$4,420	\$4,420
FTE		0.0	0.0	0.0	0.0	0.0

01. Executive Director's

01. Executive Director's Office, (A) Administration,	GF	\$988,697	\$0	\$1,009,173	\$0	\$0
(1) Administration - Amortization Equalization Disbursement	CF	\$4,921,127	\$0	\$5,109,084	\$4,420	\$4,420
	RF	\$203,487	\$0	\$213,304	\$0	\$0
	FF	\$160,873	\$0	\$151,439	\$0	\$0

	Total	\$6,274,184	\$0	\$6,483,000	\$4,420	\$4,420
01. Executive Director's Office, (A) Administration, (1) Administration - Supplemental Amortization Equalization Disbursement	FTE	0.0	0.0	0.0	0.0	0.0
	GF	\$988,697	\$0	\$1,009,173	\$0	\$0
	CF	\$4,921,127	\$0	\$5,109,084	\$4,420	\$4,420
	RF	\$203,487	\$0	\$213,304	\$0	\$0
	FF	\$160,873	\$0	\$151,439	\$0	\$0

	Total	\$4,909,609	\$0	\$5,032,998	\$107,268	\$100,268
04. State Board of Land Commissioners, (A) State Board of Land Commissioners, (1) State Board of Land Commissioners - Program Costs	FTE	42.0	0.0	42.0	1.0	1.0
	GF	\$0	\$0	\$0	\$0	\$0
	CF	\$4,909,609	\$0	\$5,032,998	\$107,268	\$100,268
	RF	\$0	\$0	\$0	\$0	\$0
	FF	\$0	\$0	\$0	\$0	\$0

Auxiliary Data			
Requires Legislation?	NO		
Type of Request?	Natural Resources Prioritized Request	Interagency Approval or Related Schedule 13s:	No Other Agency Impact



Department Priority: R-05
Request Detail: State Land Board Water Resources Manager

Summary of Funding Change for FY 2022-23			
		Incremental Change	
	FY 2021-22 Appropriation	FY 2022-23 Request	FY 2023-24 Request
Total Funds	\$36,406,649	\$130,335	\$123,335
FTE	42.0	1.0	1.0
General Fund	\$5,596,124	\$0	\$0
Cash Funds	\$29,443,291	\$130,335	\$123,335
Reappropriated Funds	\$637,368	\$0	\$0
Federal Funds	\$729,866	\$0	\$0

Summary of Request

The Department of Natural Resources (DNR) and the Colorado State Board of Land Commissioners (State Land Board or SLB) request an increase of \$130,335 cash funds and 1.0 FTE at the Program Management II job classification to serve as the division’s full-time Water Resources Manager beginning in FY 2022-23. This critical position will manage the acquisition, disposition, use and care, marketing, legal protection, accounting, and reporting of all SLB water rights and water resources on behalf of the division and its beneficiaries. The State Land Board’s water portfolio is substantial but not currently centrally managed. Water assets are currently spread across other SLB lines of business, and decisions that benefit one line of business can unintentionally impact water assets in others. SLB staff are experts in the lines of business they manage, but do not have the specific technical and legal expertise required to comprehensively manage water assets in a complex administrative and water-scarce environment. Centralized, strategic management of the division’s water portfolio will protect the state’s current assets, ensure they are put to productive use, and help optimize the benefits to lessees. Dedicated management also has the potential to add value to the portfolio over time, which could generate additional lease revenue for trust beneficiaries.

Current Program

The State Land Board is a constitutionally created cash-funded state agency (Article IX) that manages and stewards an endowment of \$4 billion in assets across nine trusts for the intergenerational financial benefit of trust beneficiaries including Colorado's K-12 schoolchildren and public institutions. SLB leases three million surface acres, about 5% of Colorado, and four million mineral acres for agriculture, grazing, recreation, commercial real estate, rights-of-way, renewable energy, oil, gas, and mining. SLB's constitutional mandate requires the division to produce reasonable and consistent income over time from trust assets while protecting and enhancing the long-term value and productivity of trust land, mineral, water, and commercial assets through the application of sound stewardship. The division maintains relationships with more than 6,000 lessees and thousands of stakeholders including state agencies, lessee industry associations, municipal and local governments, and conservation organizations to generate annual average revenue of \$100 to \$150 million. In the past decade, SLB leasing has generated revenue of \$1.67 billion, resulting in direct funding to beneficiaries of \$727 million for Building Excellent Schools Today (BEST) and \$407 million for the School Finance Act.

SLB has a water portfolio that can be used to provide water to various lines of leasing business including 2,000 stock wells, 122 decreed groundwater wells, 15 surface water rights, and hundreds of stock shares in eleven different irrigation companies. The State Land Board is active in more than a dozen lines of leasing businesses and the decisions that benefit one line of business can unintentionally impact water assets without effective centralized management that is coordinated across all lines of business. Current management of the water portfolio is limited to combining water asset leasing with other lease types where synergies are obvious and use is well defined and measurable. SLB water is leased to a relatively small number of agency customers that hold other types of leases to support agricultural irrigation and livestock watering, commercial and household municipal water supply, and industrial use including mining. Water-related leases across all lines of business generated about \$1.0 million in FY 2020-21 revenue. This includes \$400,000 in direct water lease revenue and another \$600,000 in revenue from irrigated crop leases on which the lessee uses State Land Board water rights. (The State Land Board charges an additional amount per acre for irrigated crop leases on which State Land Board water rights are used.)

Problem or Opportunity

Population growth, drought, and climate change have increased water scarcity in Colorado while making existing water rights more valuable. The limitations and opportunities for optimizing use of SLB's robust water rights portfolio under these growing pressures are not well understood. Furthermore, water rights in Colorado that are not put to beneficial use are at risk of abandonment, and intermittent or

inaccurate record-keeping will diminish their value. Without agency water resources expertise and capacity, SLB cannot optimize the use of these assets to generate trust revenue for beneficiaries while preserving their value for future generations. Protecting these water rights from abandonment will require an informed and deliberate approach to water resources management.

SLB staff have extensive expertise in many areas of land-based resource management, including oil, gas, and mineral development; grazing issues; and renewable energy development. Responsibilities for water resources management at the agency have been assigned to staff whose primary responsibility is to these other lines of business and other assets, and do not have the expertise to evaluate specific risk and opportunity associated with SLB's water portfolio. Leasing line of business staff have historically been responsible for ensuring that by applying SLB water to leasing in other lines of business, SLB water rights would not be harmed. When strategic opportunities for growing water asset value or for generating increased water lease revenue with third parties occurred, SLB has found itself without staff capacity to pursue those opportunities. SLB must acquire in-house water expertise at a level that corresponds to the agency's expertise in other areas of land and asset management.

In the fall of 2020, SLB consulted with private sector water experts and solicited the guidance of the state's Attorney General to begin to identify the full scope of the agency's water leasing portfolio and other opportunities, in anticipation of implementing more strategic practices to manage the portfolio. This external review helped establish for the first time the significant breadth and depth of Land Board's water responsibilities and opportunities, and made apparent the urgency of centralized management for the agency. These efforts highlighted the potential risk of water rights being used incorrectly, losing value in either the short- or long-term, or being deprioritized.

Water scarcity, growing demand, and complex water rights administration rules necessitate the addition of an employee with the expertise and skill to manage, protect, and optimize the State Land Board's water asset portfolio. The lack of central management impacts SLB in three key ways:

Day-to-Day Management

SLB's core lines of business generate hundreds of new leases per year, including many with a nexus to water. The agency is without the ability to ensure close and continuous coordination and collaboration across all staff and program managers, external stakeholders and representatives of other state and federal agencies to ensure sustainable, proactive application of existing SLB water assets to other lines of business.

Water transactions involve many stakeholders with sometimes conflicting aims. Because SLB staff are primarily experts in other lines of business rather than water resources

management, the division does not possess the specialized skills needed to analyze conflicts between land use and water rights and to conduct hydrologic investigations to ensure that the legal and contract work of the division's water leasing and rights management does not result in injury to the division's existing water rights. Once projects become leases, the division lacks a coordinated effort to ensure efficient water use and the accurate reporting of water use to the Division of Water Resources.

SLB is without the ability to organize and manage in a coordinated way the significant volumes of records and files generated by management of water assets in proprietary division databases and Laserfiche digital document repository.

Strategic Opportunities and Long-Term Management

The development and implementation of a long-term water resources plan is required to balance preservation with revenue generation through the diversification of water leasing, sale, and acquisition. State Land Board's staff resources include extensive expertise in land-based resource management and are fully deployed in their respective areas, leaving water without expert management. Because of the current lack of the critical skills needed on staff to evaluate the historic use, potential yield, and value of water rights and resources, SLB does not have a plan in place to pursue opportunities to effectively preserve the value of its water rights portfolio while increasing revenue through the development of existing water assets by putting them to beneficial use.

Over time through its normal business operations, SLB is presented with or discovers opportunities to invest in water assets that are complementary to the uses and needs of its existing and future customers. Lacking centralized management of the complex components of water transactions, SLB cannot conduct the research needed to determine whether a particular water asset adds value to other lease types or by responding to future needs for water among lessees.

Legal Management

Colorado water right decrees date back to the late 1800s. Understanding the implications of various court rulings and change cases on the ability to utilize a particular water asset on state trust land requires a working knowledge of the laws, rules, and regulations that regulate the movement and use of water in Colorado. These issues benefit from dedicated and focused attention from a subject matter expert in these areas, which is a position that does not currently exist at SLB.

Colorado water law is complex and water management decisions are guided by sections of the State Constitution and the tenets of the prior appropriation doctrine. SLB is without staff expertise to evaluate and recommend courses of action regarding water resource development nor the defense of threats to water rights by other owners, by regulatory agencies and their rulemaking, and by legislative action. When the division is notified of water court concerns, or identifies water use, misuse, or missed

opportunities, the division responds with assistance from the state's Attorney General and outside consultants hired to mitigate the specific damages, risks, and/or concerns. Approaching the technical and legal work concerning water rights in this way is not sustainable nor particularly cost effective.

Proposed Solution

The addition of a Program Management II - Water Resources Manager will create the division's Staff Authority related to the active legal and physical protection and utilization of SLB water rights. The position will use subject matter expertise developed through education and industry experience to ensure that the value of the agency's investment in water is protected, opportunities to monetize water assets are optimized, and lessee needs for water usable on leases are met. This position will ensure the completion of water projects as documented in the department's performance plan goals.

Day-to-Day Management

The Water Resources Manager will continually evaluate the condition of SLB's individual water assets by applying specialized skills to the research and analysis of the physical aspects of water use, aquifer behavior, basin dynamics, and hydrologic investigation. Additionally, the ability to interpret generations of rights ownership changes, and the ability to negotiate and monitor water rights and water use agreements among other considerations will be critical skills in developing an understanding of related ownership. With a clear understanding of SLB water assets, this role will ensure assets are put to productive and sustainable use through carefully crafted leases and lease monitoring across all of SLB's lines of business. This role will coordinate projects across all lines of business and engage other stakeholders to ensure water assets are directly leased or applied sustainably to other lease types to generate reasonable and consistent revenue. This role ensures optimal outcomes for the wide variety of stakeholders involved in water projects.

When presented with the opportunity to acquire or invest in the development of water assets, this role will conduct general research, review historic and current maps of state water, evaluate historic water deliveries and consumptive use, and study title work to determine whether a particular water asset can provide additional value to SLB leasing.

The Water Resources Manager ensures that the records and files produced through the management of SLB water assets are maintained in a logical, accessible way. Accurate, organized, accessible files allow current and future staff to collaborate in the management of water assets in an efficient, effective way, regardless of location or time of day. Timely and accurate accounting of water rights use will be submitted to the Division of Water Resources. The Water Resources Manager will be responsible for

coordinating with the Water Commissioners and Division Engineers to ensure water rights administration obligations have been met.

Strategic Opportunities and Long-Term Management

The Water Resources Manager will implement a long-term water resources plan that supports SLB strategic leasing goals and aligns with and is supportive of DNR's vision for water planning and management. The objective of the plan will be to balance sustainability with revenue generation through the creative application of water assets to SLB leasing and to the exchange of water rights and other assets to create additional water portfolio value. The plan effectively responds to the primary statewide concern for the long-term conservation and efficient use of water.

The Water Resources Manager role becomes the water subject matter expert before the State Land Board's Commissioners. Through skilled reporting and presentations of the challenges that face SLB in water management, this role supports the Governor-appointed volunteer Board in critical decision-making that has a binding, long-term impact on the productivity and sustainability of trust assets.

Legal Management

The Water Resources Manager will provide SLB the ability to staff adequate resources to successfully navigate and manage Colorado's water rights and water court environment. Working knowledge and demonstrated success in applying the laws, rules and regulations that govern water in the state are used to ensure the SLB is successful in both day-to-day as well as long-term management of water assets.

Rather than rely on third-party resources and the state's Attorney General to manage the challenges and opportunities surrounding water assets, the Water Resources Manager can manage challenges and opportunities, and then engage outside resources to efficiently strengthen and affirm plans and decisions. The role can coordinate all legal aspects of leasing and planning previously discussed, while effectively responding to the need for constant coordination with the state's Attorney General regarding litigation deadlines and documents, drafting of time sensitive letters, legal notices, memos, and stipulations.

Theory of Change	Applying a dedicated resource to the management of State Land Board water assets will increase trust revenue from water assets directly and as a result of supporting other leasing, support the long term sustainability of the water assets, and provide needed expertise in advising the Board of Commissioners on water matters		
Program Objective	The State Land Board must provide stewardship of working trust lands to support long-term revenue generation from water, land, mineral and other assets across nine trusts for the intergenerational benefit of Colorado’s K-12 schoolchildren and public institutions.		
Outputs being measured	Stock wells under management, decreed groundwater wells under management, documentation of surface water rights and standing, and the activation of stock shares in irrigation companies. There is an important caveat to these outputs: At any given point in time, SLB may need to make increases or decreases to water assets under management depending on an enormous variety of factors. These outputs will be measured, but without an implied expectation that SLB’s management goals will always be to increase them.		
Outcomes being measured	Revenue generated for Colorado’s multi-generational trusts and the number of assets under management.		
Cost/Benefit ratio	N/A		
Evaluations	Pre-Post	Quasi-Experimental Design	Randomized Control Trial
Results of Evaluation	TBD: Pre-evaluation will include precise asset inventory	N/A	N/A
Continuum Level	Step 1: Program Design		

Anticipated Outcomes

With the addition to the staff of a Program Management II - Water Resources Manager, the division will gain the ability to proactively manage its assets, invest in and develop additional water assets, and generate additional revenue from its water assets for the trust beneficiaries. Success comes from an ability to work with a complex array of customers, municipalities and other stakeholders to acquire, develop and support water projects.

When the water rights of the trust may be in jeopardy due to unauthorized use or lack of use, or are otherwise compromised, the division will have the ability to respond with timely, thoughtful analysis of the situation using internal resources rather than having to engage the time and expense of primary support from external expert resources. Being able to respond more firmly and thoughtfully improves the likelihood of decisions

being beneficial to the State Land Board. The value of the State Land Board's water assets is maintained.

By developing a mastery of the State Land Board's water assets inventory, the Water Resources Manager can ensure that existing water assets are put to productive use in conjunction with leasing and development happening through other State Land Board leasing. Water put to cooperative use in agriculture and mineral leasing brings significant additional revenue. Centralized management of SLB's water assets has the potential to further enhance agency revenue.

Through careful strategic acquisitions of additional water rights and shares, the investment in developing existing water rights and shares, and the successful incorporation of water assets into other leasing, the value of the State Land Board's intergenerational trust will grow and trust beneficiaries will receive increased distributions of revenue. Additions and improvements ensure the best possible opportunity to leverage water through other leasing activities in the future, assuring long-term increases in revenue for the trust beneficiaries and value of the trust.

Assumptions and Calculations

Funding for this request will come from the State Land Board's Trust Administration Fund, which is supported by lease revenue. For FY 2022-23, the associated costs total \$130,335. For the following years, costs total \$123,335, with the reduction being attributed to one-time costs in the first year for computer and office equipment that are not required again in following years. The complete FTE request cost template is attached.

FTE Calculation Assumptions:

Operating Expenses -- Base operating expenses are included per FTE for \$500 per year. In addition, for regular FTE, annual telephone costs assume base charges of \$450 per year.

Standard Capital Purchases -- Each additional employee necessitates the purchase of a Personal Computer (\$1,410), docking station and monitors (\$260), Office Suite Software (\$330), and office furniture (\$5,000).

General Fund FTE -- Beginning July 1, 2020, new employees will be paid on a bi-weekly pay schedule; therefore **new full-time General Fund positions are reflected in Year 1 as 0.9615 FTE** to account for the pay-date shift (25/26 weeks of pay).

This applies to personal services costs only; operating costs are not subject to the pay-date shift.

Expenditure Detail		FY 2022-23		FY 2023-24	
Personal Services:					
Classification Title	Biweekly Salary	FTE		FTE	
PROG MANAGMENT II	\$3,400	1.0	\$88,400	1.0	\$88,400
PERA			\$9,636		\$9,636
AED			\$4,420		\$4,420
SAED			\$4,420		\$4,420
Medicare			\$1,282		\$1,282
STD			\$141		\$141
Health-Life-Dental			\$14,086		\$14,086
Subtotal Position 1, ## FTE		1.0	\$122,385	1.0	\$122,385
Classification Title	Biweekly Salary	FTE		FTE	
			\$0	-	\$0
PERA			\$0		\$0
AED			\$0		\$0
SAED			\$0		\$0
Medicare			\$0		\$0
STD			\$0		\$0
Health-Life-Dental			\$0		\$0
Subtotal Position 2, ## FTE		-	\$0	-	\$0
Subtotal Personal Services		1.0	\$122,385	1.0	\$122,385
Operating Expenses:					
		FTE		FTE	
Regular FTE Operating	\$500	1.0	\$500	1.0	\$500
Telephone Expenses	\$450	1.0	\$450	1.0	\$450
PC, One-Time	\$2,000	1.0	\$2,000	-	\$0
Office Furniture, One-Time	\$5,000	1.0	\$5,000	-	\$0
Indirect Costs, if applicable			\$0		\$0
Leased Space, if applicable	\$6,600		\$0		\$0
Other					
Other					
Subtotal Operating Expenses			\$7,950		\$950
TOTAL REQUEST		1.0	\$130,335	1.0	\$123,335
<i>General Fund:</i>					
<i>Cash funds:</i>					
<i>Reappropriated Funds:</i>					
<i>Federal Funds:</i>					
			\$130,335		\$123,335

Department of Natural Resources

Funding Request for the FY 2022-23 Budget Cycle

Request Title

R-06 Assistant Director for Energy Innovation

Dept. Approval By:



Supplemental FY 2021-22

OSPB Approval By:

Meredith Moon
Digitally signed by Meredith Moon
 Date: 2021.10.27 10:34:53 -06'00'

Budget Amendment FY 2022-23

X

Change Request FY 2022-23

Summary Information	Fund	FY 2021-22		FY 2022-23		FY 2023-24
		Initial Appropriation	Supplemental Request	Base Request	Change Request	Continuation
Total		\$36,169,874	\$0	\$37,141,201	\$159,551	\$152,551
Total of All Line Items Impacted by Change Request						
	FTE	45.5	0.0	45.5	1.0	1.0
	GF	\$5,596,124	\$0	\$5,648,460	\$0	\$0
	CF	\$24,669,195	\$0	\$25,424,184	\$0	\$0
	RF	\$5,174,689	\$0	\$5,367,180	\$159,551	\$152,551
	FF	\$729,866	\$0	\$701,377	\$0	\$0

Line Item Information	Fund	FY 2021-22		FY 2022-23		FY 2023-24
		Initial Appropriation	Supplemental Request	Base Request	Change Request	Continuation
Total		\$4,476,553	\$0	\$4,611,635	\$121,526	\$121,526
	FTE	45.5	0.0	45.5	1.0	1.0
01. Executive Director's Office, (A) Administration, (1) Administration - Personal Services	GF	\$0	\$0	\$126,861	\$0	\$0
	CF	\$126,453	\$0	\$0	\$0	\$0
	RF	\$4,350,100	\$0	\$4,484,774	\$121,526	\$121,526
	FF	\$0	\$0	\$0	\$0	\$0

Total		\$18,769,338	\$0	\$19,189,707	\$14,086	\$14,086
	FTE	0.0	0.0	0.0	0.0	0.0
01. Executive Director's Office, (A) Administration, (1) Administration - Health, Life, And Dental	GF	\$3,587,245	\$0	\$3,469,730	\$0	\$0
	CF	\$14,554,675	\$0	\$15,064,228	\$0	\$0
	RF	\$224,189	\$0	\$261,857	\$14,086	\$14,086
	FF	\$403,229	\$0	\$393,892	\$0	\$0

Total		\$179,334	\$0	\$185,018	\$173	\$173
	FTE	0.0	0.0	0.0	0.0	0.0

01. Executive Director's Office, (A) Administration, (1) Administration - Short-Term Disability	GF	\$31,485	\$0	\$31,903	\$0	\$0
	CF	\$136,753	\$0	\$141,788	\$0	\$0
	RF	\$6,205	\$0	\$6,720	\$173	\$173
	FF	\$4,891	\$0	\$4,607	\$0	\$0

Total		\$6,274,184	\$0	\$6,483,000	\$5,408	\$5,408
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	FTE	0.0	0.0	0.0	0.0	0.0
01. Executive Director's Office, (A) Administration, (1) Administration - Amortization Equalization Disbursement	GF	\$988,697	\$0	\$1,009,173	\$0	\$0
	CF	\$4,921,127	\$0	\$5,109,084	\$0	\$0
	RF	\$203,487	\$0	\$213,304	\$5,408	\$5,408
	FF	\$160,873	\$0	\$151,439	\$0	\$0

Total		\$6,274,184	\$0	\$6,483,000	\$5,408	\$5,408
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	FTE	0.0	0.0	0.0	0.0	0.0
01. Executive Director's Office, (A) Administration, (1) Administration - Supplemental Amortization Equalization Disbursement	GF	\$988,697	\$0	\$1,009,173	\$0	\$0
	CF	\$4,921,127	\$0	\$5,109,084	\$0	\$0
	RF	\$203,487	\$0	\$213,304	\$5,408	\$5,408
	FF	\$160,873	\$0	\$151,439	\$0	\$0

Total		\$196,281	\$0	\$188,841	\$12,950	\$5,950
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	FTE	0.0	0.0	0.0	0.0	0.0
01. Executive Director's Office, (A) Administration, (1) Administration - Operating Expenses	GF	\$0	\$0	\$1,620	\$0	\$0
	CF	\$9,060	\$0	\$0	\$0	\$0
	RF	\$187,221	\$0	\$187,221	\$12,950	\$5,950
	FF	\$0	\$0	\$0	\$0	\$0

Auxiliary Data

Requires Legislation? NO

Type of Request?	Natural Resources Prioritized Request	Interagency Approval or Related Schedule 13s:	No Other Agency Impact
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Department Priority: R-06
Request Detail: Assistant Director for Energy Innovation

Summary of Funding Change for FY 2022-23			
		Incremental Change	
	FY 2021-22 Appropriation	FY 2022-23 Request	FY 2023-24 Request
Total Funds	\$36,169,874	\$159,551	\$152,551
FTE	45.5	1.0	1.0
General Fund	\$5,596,124	\$0	\$0
Cash Funds	\$24,669,195	\$0	\$0
Reappropriated Funds	\$5,174,689	\$159,551	\$152,551
Federal Funds	\$729,866	\$0	\$0

Summary of Request

The Department of Natural Resources (DNR) requests an increase of \$159,551 reappropriated funds and 1.0 FTE for an Assistant Director (AD) of Energy Innovation in the Executive Director’s Office (EDO) starting in FY 2022-23. Energy issues and the increasing need for innovation represent an important regulatory, policy, and financial nexus for DNR divisions, but the department does not have sufficient staff capacity to engage on these issues in a proactive, coordinated manner or to adequately navigate the rapidly evolving energy sector. The requested AD for Energy Innovation will provide leadership, oversight, and coordination on energy-related issues, as well as lead policy development and coordinate with other state agencies and partners. The position will also act as DNR’s subject matter expert focused on helping the department proactively address current and emerging needs related to energy within and among DNR divisions, including: the Oil and Gas Conservation Commission; State Land Board; Colorado Parks and Wildlife; and the Division of Reclamation, Mining, and Safety. With the requested Assistant Director for Energy Innovation, DNR has a considerable opportunity to move the department and its divisions forward in a coordinated manner on important energy issues.

Current Program

The mission of the Department of Natural Resources is to develop, preserve, and enhance Colorado's natural resources for the benefit and enjoyment of current and future citizens and visitors. In support of this mission, the DNR Executive Director's Office provides central administrative support and policy direction for the department's six divisions that collectively have a broad range of responsibilities for the management of the water, land, wildlife, minerals, and outdoor recreation resources of the state.

Energy issues and the increasing need for innovation represent an important nexus between each division at DNR, whether it be regulatory, policy-oriented, or financial in nature. For example:

- Through the enactment and implementation of S.B. 19-181, the Colorado Oil and Gas Conservation Commission (COGCC) is charged with the effective regulation of oil and gas to protect public health, safety, and welfare; the environment; and wildlife resources.
- The Division of Reclamation, Mining, and Safety (DRMS) oversees the operation and reclamation of coal mines in the state, and issues and enforces mining and reclamation permits for all non-coal mineral mines in Colorado on state, federal, and private lands. DRMS also safeguards abandoned mine openings, conducts reclamation projects at mine sites with insufficient bonds, and mitigates mining-related problems that contribute to degrading water quality.
- Colorado Parks and Wildlife (CPW) manages 43 state parks and more than 350 state wildlife areas. The agency has a portfolio of traditional energy interests and alternative energy installations associated with these lands, and has a strong interest in ensuring energy development takes into account wildlife and habitat considerations in high priority habitat throughout the state.
- The constitutional mandate of the State Land Board (SLB) is to provide reasonable and consistent income for K-12 education through the management of state trust assets, which include approximately four million acres of mineral estate.¹ Over the past 15 years, more than 77 percent of annual School Trust revenues—about \$1.4 billion in total—have been derived from production royalties, rents, and bonus payments associated with oil and gas development and production. However, the SLB also has a growing portfolio of renewable energy leases that are contributing to the effort to diversify trust assets beyond oil and gas.

The Executive Director's Office currently has 45.5 FTE and is predominantly supported by reappropriated funds from departmental indirect cost recoveries. There are three Assistant Directors (ADs) on the EDO policy team that provide support and leadership on

¹ <https://slb.colorado.gov/lease/oil-gas>

major issues areas for the department: (1) water; (2) parks, wildlife, and lands; and (3) climate, forest health, and energy. While each of these portfolios has elements that are related to or could benefit from energy innovation, DNR does not currently have a dedicated position to provide the necessary level of support and coordination within and between divisions on current *and* emerging energy issues.

DNR's AD for Climate, Forest Health, and Energy currently oversees a broad portfolio of complex issue areas and does not have sufficient capacity to engage as deeply as necessary on energy issues. The AD's other responsibilities include developing climate change policy and reporting on efforts to reduce greenhouse gas emissions across DNR, as well as leading the development of Colorado's Natural and Working Lands Strategic Plan to prioritize natural climate solutions for the state. Natural climate solutions involve reducing emissions and sequestering carbon in Colorado's grasslands, forests, wetlands, riparian areas, urban greenspace, and agricultural lands. The AD for Climate, Forest Health, and Energy also oversees the planning and development of Shared Stewardship between the state agencies and the U.S. Forest Service to develop state-level forest management strategies, administers the Colorado Forest Health Council, and manages DNR's \$17.5 million wildfire risk mitigation program established in S.B. 21-258.

Problem or Opportunity

The accelerating transition from fossil fuel-based energy production and consumption to renewable energy sources presents significant challenges and important opportunities for Colorado and the Department of Natural Resources. Given the wide range of energy-related issues that affect the department and its divisions, DNR requires additional resources to be a proactive leader in response to the changing energy landscape. With the requested Assistant Director for Energy Innovation, there is a considerable opportunity to move DNR and its divisions forward in a coordinated manner on important energy issues.

There are several time-sensitive and high-priority energy issue areas that require dedicated the time and attention of a new Assistant Director of Energy Innovation:

- DNR needs additional capacity to navigate the transition from traditional to renewable energy sources as it transforms business across all of DNR's Divisions. EDO also requires additional capacity to develop policy for emerging opportunities related to carbon capture, utilization, and storage (CCUS), much of which relies on existing energy and mineral resources infrastructure.
- Colorado's Greenhouse Gas Pollution Reduction Roadmap establishes an ambitious strategy to achieve Colorado's climate change mitigation goals, including reducing greenhouse gas emissions 26% below 2005 levels by 2025, 50% by 2030, and 90% by 2050. The strategy relies on rapid emissions reductions from fossil fuel-based energy

sources, incentivizing renewable energy development, and developing opportunities for carbon capture, utilization, and sequestration, including in the oil and gas sector. Both COGCC and DRMS will need to address climate change challenges head-on in the coming years. This will require increased engagement with agency partners at the Colorado Department of Public Health and Environment to monitor and control emissions, as well as the Colorado Department of Labor and Employment to navigate a just transition for coal workers and communities.

- Increasing renewable energy development presents new challenges for wildlife and recreation resources in the state, as new energy sources can occupy larger tracts of land and have different impacts than traditional energy development. Additional capacity around renewable energy policy and trends is needed at EDO to better plan for and address these wildlife and recreation impacts.
- The State Land Board is also impacted by the transition from traditional to renewable resources. Additional capacity at EDO will allow DNR to assist the state and the board in determining the scope and extent of renewable energy development that is appropriate for state trust lands.

Given current workload demands on the policy team within EDO, DNR does not have sufficient staff capacity to engage on energy issues in a proactive, coordinated manner or adequately navigate the rapidly evolving energy sector. Energy issues are currently one component of a much broader policy portfolio that is covered by a single position. Each component of that portfolio, including energy, has grown significantly in terms of both scope and complexity. Given current capacity limitations, DNR cannot be as responsive to stakeholder and customer concerns relating to energy development and emissions from extractive industries, or develop policy to set Colorado up for success through the energy transition. The department anticipates that the need for a dedicated energy-focused position will only continue to increase over the next decade.

Proposed Solution

In order to secure sufficient policy support on energy issues and respond to new opportunities for innovation, the department requests an increase of \$159,551 reappropriated funds for 1.0 FTE (Policy Analyst VI) in the Executive Director's Office to serve as the DNR Assistant Director for Energy Innovation, starting in FY 2022-23. Ongoing costs will be \$152,551 starting in FY 2023-24 and beyond.

An AD for Energy Innovation will provide energy-specific expertise focused on helping the department proactively address current and emerging needs related to energy within and among DNR divisions, as well as lead policy development and coordination on the following issues:

- Work with the COGCC on the ongoing implementation of S.B. 19-181, and liaise between the COGCC and the Colorado Department of Public Health and Environment on the interaction between the Air Quality Control Commission and COGCC's regulations on greenhouse gas emissions reporting and permitting requirements.
- Guide the development of energy policy on DNR's behalf associated with the recommendations from Colorado's Carbon Capture, Utilization, and Storage (CCUS) Task Force.
- Work closely with the State Land Board to advance their efforts to diversify their energy portfolio and navigate geologic storage leasing opportunities related to carbon capture, utilization, and storage.
- Work with the Division of Reclamation, Mining, and Safety and federal partners on opportunities for energy generation and emissions reductions from coal mine methane.
- Liaise with the Office of Just Transition in the Colorado Department of Labor and Employment to identify opportunities for DNR and DRMS to support economic development in coal-reliant communities.
- Navigate potential conflicts between traditional and renewable energy development, wildlife and recreation opportunities in collaboration with the DNR Assistant Director for Parks, Wildlife, and Lands.
- Assist with the implementation of statewide initiatives including the transition to electric fleet vehicles, energy efficiency improvements in department facilities, and other greening government directives.
- Act as DNR's representative and subject matter expert on various advisory boards and committees related to energy issues, particularly emerging and new technologies.
- Provide high-level technical expertise, analysis and advice related to energy issues and opportunities for innovation to the Governor's Office, state agencies, the legislature, and interested stakeholders in accordance with legislation, statutes, and executive orders.
- Engage with federal agencies on energy related issues on federal lands, bring Shared Stewardship in alignment with meeting Colorado's greenhouse gas reduction goals, transition to greater renewable energy development on federal lands, and monitor and assist in the development and implementation of federal policies regarding energy innovation.

- Coordinate implementation of specific elements of the department's Strategic Plan related to emerging energy issues by working and communicating with the Executive Director, Deputy Director, Division Directors and their staffs. Participate in long range planning efforts of the Executive Director's Office and DNR divisions to integrate data and research related to emerging energy trends.

Theory of Change	The accelerating transition from fossil fuel-based energy production and consumption to renewable energy sources presents significant challenges and important opportunities for Colorado and the Department of Natural Resources. An Assistant Director for Energy Innovation will enable DNR to proactively address current and emerging needs related to energy for the Colorado Department of Natural Resources and the state of Colorado.		
Program Objective	To increase innovation and improve coordination within DNR and with other state agencies and partners in response to energy-related challenges and ongoing changes in the energy sector.		
Outputs being measured	Requested position will develop specific performance metrics related to outputs.		
Outcomes being measured	Requested position will develop specific performance metrics related to outcomes.		
Cost/Benefit ratio	N/A		
Evaluations	Pre-Post	Quasi-Experimental Design	Randomized Control Trial
Results of Evaluation	N/A	N/A	N/A
Continuum Level	Step 1: Program Design		

Anticipated Outcomes

The department anticipates that the requested position will allow DNR and its divisions to proactively adapt and respond to the current and coming changes in the energy sector. It will facilitate accelerated advancements within each division's energy-related issue areas and improve intra-departmental coordination across divisions on emerging issues because of the dedicated, department-level focus on energy innovation.

With an Assistant Director of Energy Innovation, DNR also expects to have the capacity to engage more proactively on a broader level with other state agencies with similar energy-related challenges and opportunities, as well as the Colorado Energy Office, the Office of Just Transition at the Colorado Department of Labor and Employment, and other local, state, and federal partners.

The requested position will allow DNR's divisions to take advantage of the significant opportunities presented by the energy transition to create jobs for Coloradans and reduce pollution in our air, water, and lands, while avoiding impacts to wildlife, recreation, and communities.

Assumptions and Calculations

The request is for 1.0 FTE at the Policy Analyst VI level with a base salary equivalent to comparable policy positions within the Executive Director's Office. In addition to standard operating costs, the request also includes an estimated \$5,000 for travel as EDO Assistant Directors frequently attend meetings all over the state. This position will be supported by reappropriated funds from indirect costs recoveries collected from each division through the department's indirect cost plan. Please see the attached FTE worksheet for additional detail.

FTE Calculation Assumptions:

Operating Expenses -- Base operating expenses are included per FTE for \$500 per year. In addition, for regular FTE, annual telephone costs assume base charges of \$450 per year.

Standard Capital Purchases -- Each additional employee necessitates the purchase of a Personal Computer (\$1,410), docking station and monitors (\$260), Office Suite Software (\$330), and office furniture (\$5,000).

General Fund FTE -- Beginning July 1, 2020, new employees will be paid on a bi-weekly pay schedule; therefore **new full-time General Fund positions are reflected in Year 1 as 0.9615 FTE** to account for the pay-date shift (25/26 weeks of pay).

This applies to personal services costs only; operating costs are not subject to the pay-date shift.

Expenditure Detail		FY 2022-23		FY 2023-24	
Personal Services:					
Classification Title	Biweekly Salary	FTE		FTE	
POLICY ADVISOR VI	\$4,160	1.0	\$108,168	1.0	\$108,168
PERA			\$11,790		\$11,790
AED			\$5,408		\$5,408
SAED			\$5,408		\$5,408
Medicare			\$1,568		\$1,568
STD			\$173		\$173
Health-Life-Dental			\$14,086		\$14,086
Subtotal Position 1, ## FTE		1.0	\$146,601	1.0	\$146,601
Classification Title	Biweekly Salary	FTE		FTE	
			\$0		\$0
PERA			\$0		\$0
AED			\$0		\$0
SAED			\$0		\$0
Medicare			\$0		\$0
STD			\$0		\$0
Health-Life-Dental			\$0		\$0
Subtotal Position 2, ## FTE		-	\$0	-	\$0
Subtotal Personal Services		1.0	\$146,601	1.0	\$146,601
Operating Expenses:					
		FTE		FTE	
Regular FTE Operating	\$500	1.0	\$500	1.0	\$500
Telephone Expenses	\$450	1.0	\$450	1.0	\$450
PC, One-Time	\$2,000	1.0	\$2,000	-	\$0
Office Furniture, One-Time	\$5,000	1.0	\$5,000	-	\$0
Indirect Costs, if applicable			\$0		\$0
Leased Space, if applicable	\$6,600		\$0		\$0
Travel	\$5,000	1.0	\$5,000	1.0	\$5,000
Other					
Subtotal Operating Expenses			\$12,950		\$5,950
TOTAL REQUEST		1.0	\$159,551	1.0	\$152,551
<i>General Fund:</i>					
<i>Cash funds:</i>					
<i>Reappropriated Funds:</i>			<i>\$159,551</i>		<i>\$152,551</i>
<i>Federal Funds:</i>					

Department of Natural Resources

Funding Request for the FY 2022-23 Budget Cycle

Request Title

R-07 Managed Internet Protocol Communication Phones

Dept. Approval By: 

Supplemental FY 2021-22

OSPB Approval By: Meredith Moon
Digitally signed by Meredith Moon
 Date: 2021.10.27 10:35:08 -0600'

Budget Amendment FY 2022-23

X

Change Request FY 2022-23

Summary Information	Fund	FY 2021-22		FY 2022-23		FY 2023-24
		Initial Appropriation	Supplemental	Base Request	Change Request	Continuation
			Request			
Total		\$263,159	\$0	\$263,159	\$80,508	\$483,161
FTE		0.0	0.0	0.0	0.0	0.0
Total of All Line Items Impacted by Change Request	GF	\$31,628	\$0	\$31,628	\$11,508	\$69,049
	CF	\$140,993	\$0	\$140,993	\$67,218	\$403,421
	RF	\$90,538	\$0	\$90,538	\$1,782	\$10,691
	FF	\$0	\$0	\$0	\$0	\$0

Line Item Information	Fund	FY 2021-22		FY 2022-23		FY 2023-24
		Initial Appropriation	Supplemental	Base Request	Change Request	Continuation
			Request			
Total		\$263,159	\$0	\$263,159	\$80,508	\$483,161
FTE		0.0	0.0	0.0	0.0	0.0
01. Executive Director's Office, (A) Administration, (1) Administration - Information Technology Asset Maintenance	GF	\$31,628	\$0	\$31,628	\$11,508	\$69,049
	CF	\$140,993	\$0	\$140,993	\$67,218	\$403,421
	RF	\$90,538	\$0	\$90,538	\$1,782	\$10,691
	FF	\$0	\$0	\$0	\$0	\$0

Auxiliary Data			
Requires Legislation?	NO		
Type of Request?	Natural Resources Prioritized Request	Interagency Approval or Related Schedule 13s:	No Other Agency Impact



Department Priority: R-07
Request Detail: Managed Internet Protocol Communication Phones

Summary of Funding Change for FY 2022-23			
		Incremental Change	
	FY 2021-22 Appropriation	FY 2022-23 Request	FY 2023-24 Request
Total Funds	\$263,159*	\$80,508	\$483,161
FTE	0.0	0.0	0.0
General Fund	\$31,628	\$11,508	\$69,049
Cash Funds	\$140,993	\$67,218	\$403,421
Reappropriated Funds	\$90,538	\$1,782	\$10,691
Federal Funds	\$0	\$0	\$0

*DNR has a corresponding FY 2021-22 supplemental request for the current year costs of this proposal.

Summary of Request

The Department of Natural Resources (DNR) requests an increase of \$80,508 in total funds in FY 2022-23, including \$11,508 from the General Fund, to support the department’s transition to the Managed Internet Protocol Communication (MIPC) phone system supported by the Governor’s Office of Information Technology (OIT). The required incremental increase annualizes to \$483,061 in FY 2023-24 and beyond, including \$69,049 from the General Fund. DNR requests these increases in the department’s existing Information Technology Asset Maintenance line item, which is used for IT maintenance and renovation projects and for some annual costs, including telephony.

The Governor’s Office of Information Technology (OIT) is migrating all Executive Branch Agencies to MIPC by FY 2022-23 to streamline support of telecommunications systems. This migration will improve service levels for the DNR telephone system and provide a more manageable workload for OIT network staff (who support the current DNR telephone system). This request provides the budget necessary to support the higher costs of the MIPC solution.

Current Program

The Department of Natural Resources (DNR) is a geographically dispersed agency, with more than 1,500 FTE and offices located all around the state. DNR divisions provide a variety of customer service and public health and safety functions for the residents of Colorado and visitors. A functioning telephone system is a mission-critical component of DNR's public service. While the internet has emerged as an extremely important communication medium for all DNR agencies, telephones remain vital to most of the key public interaction functions performed by DNR. For example, hunting licenses can be purchased online, but many customers of Colorado Parks and Wildlife prefer to speak to a CPW call center representative on the telephone to discuss options and make sure they are getting the correct license.

DNR currently uses a telephone system purchased prior to the OIT consolidation in 2012. DNR's iteration of the Cisco Unified Communications Manager (CUCM) system includes more than 1,700 phones in 53 physical locations across the state, including three call centers distributed across eight locations. The system has been maintained with periodic replacements of new equipment over the last nine years. Replacement equipment has been purchased outright by DNR agencies (as opposed to leased) and maintained by OIT teams, with some support provided by external vendors. Equipment purchased by DNR includes the actual telephone handsets and also information technology equipment like servers. Because this system is not part of the MIPC program, it is supported by OIT Network staff who are primarily tasked with supporting network hardware, not telephone systems. This puts a strain on these resources and limits the responsiveness of OIT's support.

Annual operating costs for the existing CUCM phone system consist of three primary components:

- A third-party vendor (SmartNet) provides telephony licenses for all of DNR. These services totaled \$124,043 for FY 2020-21, or about \$10,337 per month. DNR has added 24.0 FTE for FY 2021-22 and it is assumed that all of these positions will need a phone. With this increase, estimated telephony license costs for FY 2022-23 are projected to rise to \$125,339.
- OIT Network Team support for the CUCM system is an FTE-based service. DNR pays an annual amount for network support based on total departmental actual ("burned") FTE. These are costs that DNR incurs regardless of telephony.
- Monthly long distance costs are paid out of division operating budgets. It is likely that long distance charges will be impacted by the transition to MIPC, but any changes cannot be predicted at this time. DNR is not requesting any changes related to long distance charges at this time.

Equipment replacement and repair costs vary from year to year and are generally not predictable.

Problem or Opportunity

By 2023, DNR's existing CUCM telephone system will be one of only two systems among state departments supported by OIT that is not part of the Managed Internet Protocol Communications system. Despite periodic equipment replacements, DNR's existing CUCM telephone system has passed its useful life and requires near-constant monitoring and frequent investment to replace aging software or components. Equipment failures are not predictable in terms of their specific timing, and often leave little or no time to plan or budget for replacement components. Most significantly, four physical servers critical to the phone system will be unsupported by Cisco, their manufacturer, at the end of calendar year 2021. All department telephony runs through these four servers. As such, allowing them to lapse into an unsupported state represents major risk to every division in DNR.

OIT has notified DNR that it will not continue to support the phone system and requires the agency to migrate to MIPC to allow OIT to provide consistent and efficient support. MIPC is a cloud-based service that provides telephony services using a monthly operational cost model, rather than the capital outlay (i.e., equipment purchase) model that DNR has utilized to date. MIPC also includes enhanced voice, video, voicemail and mobile phone integration features as well as options for contact center technology on a unified communications platform and MIPC is the hosted option for delivery. The system also provides more built in options and features for productivity for use by the customer. The new MIPC service provides fewer connection interruptions because of increased internal processes and procedures that the current legacy voice system falls victim to on a daily basis.

Based on these and other advantages, OIT is migrating the State of Colorado Enterprise to MIPC. Having a single, managed solution fits the core concept of OIT, providing value through enterprise solutions. It also helps OIT ensure effective use of all OIT resources by streamlining the support of telephone systems and reducing the workload on OIT Networking staff.

Proposed Solution

Because of OIT's ongoing migration to the MIPC system statewide and pending end-of-useful-life issues, DNR must transition from the agency's legacy CUCM system to MIPC. Although there are support and operational benefits to migrating to MIPC as soon as possible, the mission criticality of the telephone system for DNR requires this project to proceed with caution. The department cannot lose telephone connectivity across the DNR enterprise and must implement the changes with care to ensure all remote locations remain connected to DNR, and to emergency services if needed. OIT and DNR staff became aware of the pending end of life issues with the current system in spring 2021. After reviewing options, OIT and DNR staff have settled on a system replacement

approach that will provide reliable telephony in FY 2021-22 with the existing CUCM system, followed by a phased transition to MIPC in FY 2022-23.

For FY 2021-22, the CUCM system will remain in use and stabilized by the replacement of the four end-of-life physical servers with four new virtual servers, installed and managed by OIT, at a total FY 2021-22 cost of approximately \$47,644. DNR will submit an FY 2021-22 supplemental request to cover these costs. The decision to manage the MIPC transition as a phased project covering both FY 2021-22 and FY 2022-23 was made relatively late in FY 2020-21, and an FY 2021-22 budget amendment was not possible. These new virtual servers will allow the existing phone system to remain operational. After the transition to MIPC, the new virtual servers will be repurposed to meet other DNR information technology needs. DNR will also continue using the existing external vendor support model, with a SmartNet licensing contract in place for all of FY 2022-23.

DNR has significant business needs dictating that migration to the new MIPC system not occur during the summer months. This is the busiest time of year for Colorado Parks and Wildlife (CPW), for example, and any interruption to phone service is untenable. Therefore, the migration to MIPC must be implemented after summer 2022 but prior to summer 2023, making late FY 2022-23 an optimal window for this project.

Initial network preparation and other work will begin in winter FY 2022-23 with preliminary work by OIT's Network Support, MIPC Support, and OIT-DNR Project Management groups. OIT staff believe that DNR agencies will begin the actual transition to the MIPC system in spring 2023, with about half of the department's phone lines transitioned to MIPC in April and May and all lines transitioned by June. The transition to MIPC will consist of replacing some hardware at DNR facilities and moving the traffic of the DNR telephone system from the existing core hardware to the existing MIPC hardware. The MIPC system will route telephone traffic to the facilities and finally to the phones themselves. There will be data migration to ensure telephone numbers, call centers and other phone system features are migrated properly. DNR's current phone handsets are fully compatible with a transition to MIPC, and new equipment purchase requirements will not be required. There will be a need to migrate from the IP Communicator "softphone" software to a product called Jabber that offers improved encryption and other advantages.

Costs

Once MIPC is fully implemented, DNR's monthly operating cost for the system (as estimated by OIT) will be \$50,700. This is a significant increase over the department's projected monthly FY 2022-23 cost of \$10,444 for SmartNet licenses.

As a result of the combination of increased MIPC costs offset by decreased CUCM license costs, DNR will require additional spending authority in FY 2022-23 totaling \$80,508, annualizing to \$483,061 in FY 2023-24 and beyond.

After reviewing the required work and discussing options with OIT working groups, DNR and OIT believe that any implementation costs above the MIPC standard fees are manageable within DNR's OIT Common Policy appropriation. MIPC installation costs are incorporated into DNR's ongoing support costs, modeling the cost consistency of cloud "Software as a Service" products. This ensures costs are expected and consistent, a significant benefit to governmental budget planning. With this cost model, DNR is not requesting increased spending authority for installation costs. Other agencies who have or are migrating to MIPC experienced external costs at facilities requiring infrastructure improvements for the VoIP technology. However, the existing DNR telephone infrastructure is built on VoIP so the infrastructure is already present and ready for MIPC.

FY 2022-23 Costs

During this transition, DNR will enter into a CUCM licensing contract with SmartNet for the entirety of FY 2022-23. Projected license costs (included new FTE added in FY 2021-22) are \$125,339.

As department phone lines are transitioned from CUCM to MIPC beginning in April and May 2023, DNR will begin to incur monthly operating costs for MIPC and simultaneously phase out CUCM licensing costs. Overall spending authority required to support DNR telephony costs in FY 2022-23 is thus projected as shown in the following table (Table 1).

Table 1: FY 2022-23 Telephony Expenditures

	<u>Total</u>	<u>GF</u>	<u>CF</u>	<u>RF</u>	<u>FF</u>
Spending authority for SmartNet licenses:	\$125,339	\$17,916	\$104,649	\$2,774	\$0
SmartNet license savings, April:	(\$5,223)	(\$747)	(\$4,360)	(\$116)	\$0
SmartNet license savings, May:	(\$5,223)	(\$747)	(\$4,360)	(\$116)	\$0
SmartNet license savings, June:	(\$10,445)	(\$1,493)	(\$8,721)	(\$231)	\$0
MIPC increase, April:	\$25,350	\$3,624	\$21,165	\$561	\$0
MIPC increase, May:	\$25,350	\$3,624	\$21,165	\$561	\$0
MIPC increase, June:	\$50,700	\$7,247	\$42,331	\$1,122	\$0
Increased spending authority required:	\$80,508	\$11,508	\$67,218	\$1,782	\$0
Total spending authority required:	\$205,847	\$29,424	\$171,867	\$4,556	\$0

FY 2023-24 Costs

Once MIPC is fully implemented in FY 2023-24, DNR will not require external vendor licenses. Twelve months of costs for the MIPC system total \$608,400. Offset by existing spending authority for SmartNet licenses totaling \$125,339, DNR will require increased FY 2023-24 spending authority of \$483,061 and ongoing, as shown in Table 2 on the following page:

Table 2: Required Ongoing Spending Authority for MIPC

	<u>Total</u>	<u>GF</u>	<u>CF</u>	<u>RF</u>	<u>FF</u>
Spending authority for SmartNet licenses:	\$125,239	\$17,916	\$104,549	\$2,774	\$0
Increased spending authority required:	\$483,161	\$69,049	\$403,421	\$10,691	\$0
Total spending authority required:	\$608,400	\$86,965	\$507,970	\$13,465	\$0

DNR will manage ongoing MIPC phone costs out of the department’s existing Information Technology Asset Maintenance line item, which is currently used to cover the annual SmartNet licensing and support contract.

Theory of Change	The Department of Natural Resources must transition from its current CUCM telephony environment to the MIPC system by FY 2022-23.		
Program Objective	DNR must ensure stable, reliable telephone communications for the department’s customers and employees.		
Outputs being measured	This is a required technical change and output/outcome measurements do not clearly apply.		
Outcomes being measured	This is a required technical change and output/outcome measurements do not clearly apply.		
Cost/Benefit ratio	N/A		
Evaluations	Pre-Post	Quasi-Experimental Design	Randomized Control Trial
Results of Evaluation	Pre-evaluation has determined the need for the transition and the process for doing so. Post-evaluation will determine whether all business and customer service needs are being met by the new system	N/A	N/A
Continuum Level	Step 1: Program Design		

Anticipated Outcomes

A successful transition to the MIPC system will align DNR telephony with all other state departments, and will help streamline support and operations. DNR will no longer be reliant on out-of-date technology for one of the most mission-critical components of overall department communications. Customers (internal and external to the department) should experience increased reliability and faster support in the case of service interruptions.

Assumptions and Calculations

In tandem with this request, DNR requires a FY 2021-22 supplemental increase of \$47,644, including \$6,180 from the General Fund, to cover the costs of replacing the four end-of-life physical servers with four new virtual servers.

In October 2021, OIT will issue a Request for Procurement (RFP) for the MIPC system and new rates are anticipated for FY 2022-23 which may reduce costs below the current request. Projected costs for FY 2022-23 and beyond are based on current rates.

Department of Natural Resources

Funding Request for the FY 2022-23 Budget Cycle

Request Title

R-08 Parks and Wildlife Asset Maintenance and Repairs

Dept. Approval By: 

Supplemental FY 2021-22

OSPB Approval By:  Digitally signed by Meredith Moon
Date: 2021.10.27 10:35:23 -06'00'

Budget Amendment FY 2022-23

X

Change Request FY 2022-23

Summary Information	Fund	FY 2021-22		FY 2022-23		FY 2023-24
		Initial Appropriation	Supplemental	Base Request	Change Request	Continuation
			Request			
Total		\$5,100,000	\$0	\$5,100,000	\$5,000,000	\$5,000,000
FTE		0.0	0.0	0.0	0.0	0.0
Total of All Line Items Impacted by Change Request	GF	\$0	\$0	\$0	\$0	\$0
	CF	\$5,100,000	\$0	\$5,100,000	\$5,000,000	\$5,000,000
	RF	\$0	\$0	\$0	\$0	\$0
	FF	\$0	\$0	\$0	\$0	\$0

Line Item Information	Fund	FY 2021-22		FY 2022-23		FY 2023-24
		Initial Appropriation	Supplemental	Base Request	Change Request	Continuation
			Request			
Total		\$5,100,000	\$0	\$5,100,000	\$5,000,000	\$5,000,000
FTE		0.0	0.0	0.0	0.0	0.0
05. Division of Parks and Wildlife, (B) Special Purpose, (1) Special Purpose - Asset Maintenance And Repairs	GF	\$0	\$0	\$0	\$0	\$0
	CF	\$5,100,000	\$0	\$5,100,000	\$5,000,000	\$5,000,000
	RF	\$0	\$0	\$0	\$0	\$0
	FF	\$0	\$0	\$0	\$0	\$0

Auxiliary Data			
Requires Legislation?	NO		
Type of Request?	Natural Resources Prioritized Request	Interagency Approval or Related Schedule 13s:	No Other Agency Impact



Department Priority: R-08
Request Detail: Parks and Wildlife Asset Maintenance and Repairs

Summary of Funding Change for FY 2022-23			
		Incremental Change	
	FY 2021-22 Appropriation	FY 2022-23 Request	FY 2023-24 Request
Total Funds	\$5,100,000	\$5,000,000	\$5,000,000
FTE	0.0	0.0	0.0
General Fund	\$0	\$0	\$0
Cash Funds	\$5,100,000	\$5,000,000	\$5,000,000
Reappropriated Funds	\$0	\$0	\$0
Federal Funds	\$0	\$0	\$0

Summary of Request

The Department of Natural Resources (DNR) and Colorado Parks and Wildlife (CPW) respectfully request an increase of \$5,000,000 total funds, including \$3,300,000 from the Wildlife Cash Fund and \$1,700,000 in non-appropriated lottery funds, for asset maintenance and repairs at CPW’s managed properties. This funding will support corrective repairs, replacement of equipment, construction, demolition, remodeling, or renovation at CPW properties, including improvements for health, life, safety, conserving energy resources, generating cost savings, and making updates to meet code requirements. The requested funds will also be used for replacement of aging equipment and land management purposes.

Increased spending authority will allow CPW to better align funding amounts with needs identified across the state for maintenance and upkeep of infrastructure in its managed properties for state parks and wildlife purposes. CPW has sufficient cash fund revenue in the Lottery fund and Wildlife Cash Fund to support the requested asset maintenance and repair budget. Previous Great Outdoors Colorado (GOCO) support to expand the asset maintenance program was intended to jump-start this program and will no longer be available due to changes in the GOCO Investment Plan.

Current Program

Colorado Parks and Wildlife manages 43 state parks, 350 state wildlife areas, 45,000 miles of trails, and 23 million acres of public land. CPW must maintain assets on managed properties to protect the health and safety of visitors, and also has a statutory responsibility to properly and proactively maintain and develop public investments made in its buildings, infrastructure, and lands.

The need for maintenance and improvement projects is driven in part by the level of visitation at CPW properties. Since FY 2015-16, visitation at Colorado's state parks has increased by approximately 25%, from about 13.6 million visitor days to more than 17.1 million visitor days. Visitation in calendar year 2020 exceeded 2019 visitation by approximately 30% as a result of increased participation in outdoor recreation. CPW is also experiencing increased use of its wildlife areas and increased interest in hunting and angling. Total hunting and fishing license sales increased 10% from FY 2018-19 to FY 2019-20, from 1,723,584 to 1,895,949 licenses sold. With increased use and visitation at its managed properties, existing equipment and facilities are in greater need of repairs, maintenance, and replacement to keep up with the amount of use.

Senate Bill 18-143, the Hunting, Fishing and Parks for Future Generations Act, also included the goal of reducing maintenance and repair backlogs at state parks and wildlife areas. In an effort to make progress towards Future Generations Act goals, CPW requested and received a net increase of \$2.0 million to fund a permanent Wildlife Small Capital Program (DNR, FY20, R-03, Spending Authority for Asset Maintenance and Repairs). This request amount was based on anticipated cash fund revenue increases from the legislation and the significant needs for maintenance and repairs. GOCO grant funding has also been used to supplement the funding for the projects. CPW continued to request nonappropriated GOCO grant funds until FY 2021-22, based on an agreement with GOCO to continue this limited funding arrangement. Wildlife Cash Fund revenues continued to grow during this time.

Most large-scale maintenance and improvement projects are managed by the CPW's Capital Development program with funding allocated in the capital construction budget. CPW uses an internal "Small Capital" program to fund smaller site-specific projects or required equipment that cost between \$5,000 and \$149,999. These projects generally include corrective repairs, replacements, construction, demolition, remodeling or renovation, including improvements for health, life, and safety purposes, conserving energy resources, generating cost savings, and updating code requirements. Small Capital funding can also be used for replacement of equipment and land management activities. The current budget of the Small Capital program is \$5.1 million per year, with some additional non-appropriated support from Great Outdoors Colorado (GOCO). Appropriations are available for expenditure over three fiscal years.

Small Capital funding is allocated annually for parks and wildlife purposes across each of CPW’s four regions, as well as hatchery projects and centralized administration buildings (mainly the division’s office at 6060 Broadway in Denver and some research facilities). Each year in November, CPW regional staff submit projects for consideration for allocation for the upcoming fiscal year (example: November 2020 for FY 2021-22 funding available in July 2021). For FY 2021-22, the regions submitted requests totaling more than \$16 million, including 166 requests from all 42 state parks at the time totaling \$5.7 million, and 159 requests for wildlife-managed properties totaling over \$11 million. Examples of requested projects include: HVAC upgrades, trash cans, signage, picnic tables, water heater and water system improvements, parking area improvements, window replacement, hazard tree mitigation and removal, vault toilet replacement, irrigation improvements, fence replacement, entrance gates, hatchery equipment including fish hauling tanks, and pipeline replacements.

For state parks, CPW funded asset maintenance and repairs totaling \$2.9 million in FY 2020-21 and \$3.8 million in FY 2021-22. For wildlife, in FY 2020-21 and FY 2021-22, CPW funded \$5.0 million, and has identified a need for wildlife spending of \$5.3 million in FY 2022-23 and in future years to account for aquatic boat replacements needed to safely conduct river and lake sampling and surveying. CPW also allocates approximately \$1.0 million each year for wildlife heavy equipment which has been funded from its Wildlife Capital budget since FY 2019-20. CPW is requesting to move this equipment budget into the Small Capital program and no longer make separate allocations for equipment. Equipment purchases fit better within the Small Capital Program to be prioritized among other Small Capital needs within the regions.

Total small capital allocations in FY 2020-21, including \$1.0 million in heavy equipment from Wildlife Capital funds, totaled \$8.9 million. The total allocation with equipment included for FY 2021-22 was \$9.9 million.

Wildlife Small Capital Funding History						
Funding Source	Line Item	FY 2018-19	FY 2019-20	FY 2020-21	FY 2021-22	FY 2022-23 request
Existing Asset Maintenance and Repair budget- Wildlife Cash Funds	Asset Maintenance and Repairs	\$606,880	\$3,000,000	\$3,000,000	\$3,000,000	\$6,300,000
GOCO grant	nonappropriated	\$2,000,000	\$2,000,000	\$2,000,000	\$2,000,000	\$0
Total Request		\$2,606,880	\$5,000,000	\$5,000,000	\$5,000,000	\$6,300,000
Equipment	Large Capital (Operating in FY 2018-19)	\$355,000	\$1,000,000	\$1,000,000	\$1,000,000	\$0
Grand Total- Wildlife	ALL	\$2,961,880	\$6,000,000	\$6,000,000	\$6,000,000	\$6,300,000

Parks Small Capital Funding History						
Funding Source	Line Item	FY 2018-19	FY 2019-20	FY 2020-21	FY 2021-22	FY 2022-23 request
Existing Asset Maintenance and Repair budget- Lottery Funds	Asset Maintenance and Repairs	\$2,100,000	\$2,100,000	\$2,100,000	\$2,100,000	\$2,100,000
Nonappropriated lottery	nonappropriated	\$805,238	\$805,238	\$805,238	\$1,805,238	\$1,700,000
Total Request		\$2,905,238	\$2,905,238	\$2,905,238	\$3,905,238	\$3,800,000
Grand Total- Parks and Wildlife		\$5,867,118	\$8,905,238	\$8,905,238	\$9,905,238	\$10,100,000

Problem or Opportunity

CPW's current appropriation does not accurately reflect the full amount or formulation of the division's Small Capital program. Although CPW received approval for an increase in FY 2019-20, the use of nonappropriated GOCO funds to supplement Long Bill spending authority was meant to be a short-term solution until increased wildlife cash fund revenues were available following the passage and implementation of the Future Generations Act. CPW can no longer allocate GOCO nonappropriated funds to Small Capital projects without cutting other equally important programs. Cash fund revenues to the Wildlife Cash Fund are sufficient to cover the need, however, without increased spending authority, CPW will not have the resources to continue necessary maintenance and equipment purchases.

CPW also does not have a dedicated budget for annual boat replacements for critical scientific research, including river and lake sampling and electrofishing boats, which are critical for accurate fish counts and other research. CPW has a total fleet of over 45 aquatic boats averaging more than fifteen years old. In an effort to minimize costs, many biologists spend valuable staff time performing repairs and working on procuring parts for older, not regularly stocked items, taking them away from their primary duties of scientific research and management. This includes electrofishing boats which are critical to accurate fish counts. Electrofishing stuns the fish for a few moments, allowing the team to net them. The fish are weighed, measured, and their species is noted. This is all carefully recorded before they are returned to the river unharmed.

If Small Capital expenditures do not remain supported at current levels, repairs will be delayed, leading to degradation of facilities. Delayed projects will include repairs to fencing, which can impact private landowners and can lead to visitors being lost or ending up on private land; restrooms that are not functional or are seeping sewage, which can lead to health and safety violations; and the inability to purchase wildlife equipment, which can impact visitor experience and prevent staff from being able to carry out their job duties.

Without increased spending authority for asset maintenance and repairs for wildlife purpose activities, CPW is less likely to be able to accomplish the goal outlined in S.B. 18-143, the Hunting, Fishing and Parks for Future Generations Act, of reducing the maintenance and repair backlogs.

Proposed Solution

CPW requests increased spending authority of \$5,000,000 total funds, including \$3,300,000 Wildlife Cash Funds and \$1,700,000 nonappropriated lottery funds, for asset maintenance and repairs. This will enable CPW to continue to allocate the needed level of funding through the Wildlife Small Capital allocation process for addressing issues of life, health and safety, and for maintenance and upkeep of equipment at managed

properties, and to maintain transparency in the budget about the allocation levels for state parks. This request includes a net-zero change to move the current equipment allocation funded from the Large Capital budget in the Wildlife Operations line item to the Asset Maintenance and Repairs line item to fully consolidate small capital spending. The request also includes a \$300,000 increase in annual allocations for aquatic boat replacements which have previously been funded out of general operations budgets or other one-time funding. Three primary boat types will be replaced with these funds, rafts for river sampling, lake sampling boats, and electrofishing boats with built-in gear.

Theory of Change	Colorado Parks and Wildlife will be better positioned to maintain assets, improve visitor experiences, and maintain health and safety with additional resources		
Program Objective	Funding for replacement and repair of equipment on CPW managed properties. This includes improvements for health, life, safety, conserving energy resources, generating cost savings, and updating code requirements. The objective is to ensure that equipment at properties is functional and up to date.		
Outputs being measured	Whether equipment is functional and efficient.		
Outcomes being measured	Whether equipment is working properly and meeting the needs of staff and customers.		
Cost/Benefit ratio	N/A		
Evaluations	Pre-Post	Quasi-Experimental Design	Randomized Control Trial
Results of Evaluation	When equipment is replaced or repaired, CPW can measure that the spending improved the experience of the staff and customers using the equipment. CPW tracks all projects allocated through the Small Capital process and measures efficiency of the change.	N/A	N/A
Continuum Level	Step 3: Assess Outcomes. Conduct pre and post intervention evaluation. When equipment is broken, missing, not available, or out of date, it does not function efficiently which can lead to risks to health, life and safety, increased energy use, higher costs and code violations. This analysis is completed on an individual project basis.		

If spending authority is not increased, allocations for needed asset maintenance and repairs for wildlife properties will need to be cut by \$2 million, or funding in other areas will need to be cut to cover this cost. This will lead to delays in projects such as replacing outdated vault toilets, replacing fencing, irrigation and well improvements or replacements, dock replacements, repair of staff housing, and other projects that can impact the health and safety of customers and staff.

Anticipated Outcomes

Funding regional needs for asset maintenance and repairs will allow the division to continue to make improvements and equipment purchases in all areas of the state, to include all Coloradans and communities. If funding is approved, CPW will be able to continue projects ensuring fences are present and stable, restrooms are functional, and equipment is in working condition, which all enhance the visitor experience. Equipment purchased through this program can include tractors, backhoes and other needed equipment for projects that support and facilitate hunting, angling and wildlife viewing at wildlife properties. At parks, improvements that will be funded through the Small Capital Program include boat docks, playground equipment, trash containers, road maintenance, and other important projects to ensure a safe visitor experience. When properties are functional, visitors want to return, leading to increased revenues. CPW will also have a dedicated budget for boat replacements, which will improve safety and reduce biologists' time spent on repairs and procuring parts for older boats.

Assumptions and Calculations

CPW assumes the need for equipment and repairs will continue to grow as visitation and use of managed properties increases and as costs of equipment and maintenance rise over time. As such, the FY 2022-23 request amount of \$10.1 million is a reasonable estimate for future requests from the regions taking into account staff capacity to complete the maintenance and repairs and estimated cash fund revenue.

Lottery funds are continuously appropriated per the State Constitution and are included in CPW's budget for informational purposes only. CPW is requesting the increase in lottery funds for transparency to ensure the Long Bill appropriation aligns with anticipated allocations going forward.

Department of Natural Resources

Funding Request for the FY 2022-23 Budget Cycle

Request Title

R-09 Spending Authority for the Colorado Wildlife Council

Dept. Approval By: 

Supplemental FY 2021-22

OSPB Approval By: Meredith Moon Digitally signed by Meredith Moon
Date: 2021.10.27 10:35:39 -0600'

Budget Amendment FY 2022-23

X

Change Request FY 2022-23

Summary Information	Fund	FY 2021-22		FY 2022-23		FY 2023-24
		Initial Appropriation	Supplemental	Base Request	Change Request	Continuation
			Request			
Total		\$87,820,891	\$0	\$89,289,924	\$800,000	\$800,000
FTE		625.6	0.0	624.6	0.0	0.0
Total of All Line Items Impacted by Change Request	GF	\$1,240,445	\$0	\$1,100,000	\$0	\$0
	CF	\$67,405,763	\$0	\$69,015,241	\$800,000	\$800,000
	RF	\$0	\$0	\$0	\$0	\$0
	FF	\$19,174,683	\$0	\$19,174,683	\$0	\$0

Line Item Information	Fund	FY 2021-22		FY 2022-23		FY 2023-24
		Initial Appropriation	Supplemental	Base Request	Change Request	Continuation
			Request			
Total		\$87,820,891	\$0	\$89,289,924	\$800,000	\$800,000
05. Division of Parks and Wildlife, (A) Colorado	FTE	625.6	0.0	624.6	0.0	0.0
Parks and Wildlife Operations, (1) Colorado	GF	\$1,240,445	\$0	\$1,100,000	\$0	\$0
Parks and Wildlife Operations - Wildlife Operations	CF	\$67,405,763	\$0	\$69,015,241	\$800,000	\$800,000
	RF	\$0	\$0	\$0	\$0	\$0
	FF	\$19,174,683	\$0	\$19,174,683	\$0	\$0

Auxiliary Data			
Requires Legislation?	NO		
Type of Request?	Natural Resources Prioritized Request	Interagency Approval or Related Schedule 13s:	No Other Agency Impact



Department Priority: R-09
Request Detail: Spending Authority for the Colorado Wildlife Council

Summary of Funding Change for FY 2022-23			
		Incremental Change	
	FY 2021-22 Appropriation	FY 2022-23 Request	FY 2023-24 Request
Total Funds	\$87,820,891	\$800,000	\$800,000
FTE	625.6	\$0	\$0
General Fund	\$1,240,445	\$0	\$0
Cash Funds	\$67,405,763	\$800,000	\$800,000
Reappropriated Funds	\$0	\$0	\$0
Federal Funds	\$19,174,683	\$0	\$0

Summary of Request

The Department of Natural Resources and Colorado Parks and Wildlife (CPW) request an increase of \$800,000 cash funds to provide the Colorado Wildlife Council (CWC) with the resources necessary to expand on their statutory mission to increase media-based education programs and awareness about the benefits of hunting and fishing in Colorado. The request is funded by the Wildlife Management Public Education Fund (PEAC), which has received increased revenue from growth in hunting and fishing licenses to support the requested increase. Senate Bill 18-143, the Hunting, Fishing and Parks or Future Generations Act, authorized an increase in the surcharge on each hunting and fishing license of up to \$1.50 from \$0.75, which was approved by the Parks and Wildlife Commission in November 2018 effective January 1, 2019. The funding will enable CWC to reach new communities through the use of bilingual and multilingual media campaigns. CWC will also pursue additional research and planning opportunities to discern the effectiveness of supplemental creative content to the public and its target audiences, such as novice recreationalists, new residents to Colorado, and underrepresented communities.

Current Program

Pursuant to Section 33-4-120, C.R.S., the purpose of the Colorado Wildlife Council (CWC) is to:

1. Oversee the design of a comprehensive media-based public information program to educate the general public about the benefits of wildlife, wildlife management, and wildlife-related recreational opportunities in Colorado, specifically hunting and fishing;
2. Prepare an annual operational plan for approval by the Director of Colorado Parks and Wildlife in coordination with the Director and staff. The budget in the annual operational plan shall reflect the state fiscal year; and
3. Expend monies from the Wildlife Management Public Education Fund in accordance with the operational plan approved by the CPW Director; except that all such expenditures shall be within the scope of the activities and funding levels authorized in such operational plan.

Wildlife Council activities are funded by a surcharge on each hunting and fishing license sold in Colorado. Senate Bill 18-143, the Hunting, Fishing and Parks or Future Generations Act, authorized an increase in the surcharge on each hunting and fishing license of up to \$1.50 from \$0.75, which was approved by the Parks and Wildlife Commission in November 2018 effective January 1, 2019. Total hunting and fishing license sales increased ten percent from FY 2018-19 to FY 2019-20, from 1,723,584 licenses sold to 1,895,949, and by a further two percent to 1,938,404, in FY 2020-21. With increased license sales, revenues to the fund continue to grow. Although CPW received approval for additional spending authority in FY 2019-20 in anticipation of the increased surcharge, increased revenues have exceeded those initial calculations, leaving a larger fund balance than expected.

The Wildlife Management Public Education Fund is subject to annual appropriation but there is no statutory cap on annual PEAC revenues received by CWC. PEAC appropriations in the FY 2021-22 Long Bill total \$2.2 million. Wildlife Council budget and actual expenditures for the last five years are as follows:

FY	Budget			Expenditures		
	Operating	Contract Advertising	Total	Operating	Contract Advertising	Total
2016-17	\$25,000	\$850,000	\$875,000	\$23,442	\$841,326	\$864,768
2017-18	\$35,000	\$997,580	\$1,032,580	\$31,139	\$984,551	\$1,015,690
2018-19	\$100,000	\$1,000,000	\$1,100,000	\$51,091	\$966,028	\$1,017,119
2019-20	\$100,000	\$2,075,000	\$2,175,000	\$66,958	\$2,061,149	\$2,128,107
2020-21	\$125,000	\$2,075,000	\$2,200,000	\$75,307	\$2,072,961	\$2,148,268

CWC had previously funded several broad campaigns and in 2018, based on surveys conducted that year, changed focus to direct ads to an identified target audience. In 2019, the Council launched a new campaign, “This is the Wild Life,” focused on a target audience of those who have not yet formed their opinion about hunting and fishing. Given the target audience is not actively seeking this information, the campaign needed to meet them where they are already interacting with other content and consuming media: Facebook, Instagram, Spotify, Pandora, YouTube, billboards, newsfeeds, and some targeted broadcast television. The approved increase to the surcharge and associated spending authority made it possible for the council to expand into new communication channels, extend the length of the campaigns and purchase competitive media spots.

To effectively reach the target audience, new advertising channels have been added where the audience spends time and attention with placements, increasing costs for the campaign. These placements include video, rich media banners, and social influencers, which help break through the cluttered ad space and engage the audience, but also come with an increased price.

In September 2020, at the direction of CWC, the contracted advertising agency conducted the sixth wave of an ongoing tracking study to continue measuring Coloradans’ attitudes and perceptions of hunting and fishing. It showed that the current messaging strategy is working. For the most part, those who recall CWC ads seem to understand the information they are trying to convey, and the focus should be on continuous exposure. The recent tracking study demonstrates the success of the

campaign by showing a reduction in the number of those who have negative attitudes or perceptions towards hunting and fishing and an increase in those who are neutral. Those with a neutral attitude are more open to messaging. A comprehensive report is available. Key findings include:

- Although hunting and fishing policy may be a low priority among voters, legal and regulated hunting and fishing tend to have widespread support. Eight out of ten Colorado voters approve of legal, regulated hunting, consistent with national levels.
- License fees are believed to be a main funding source for wildlife management. Importantly, those who recall CWC ads are more likely to know this information. Actual ad recall is low, but key message themes are resonating. Overall, 1 in 10 recall the ad, but approval of hunting and fishing is high and in line with national levels.
- Benefits to the economy and wildlife remain strong message points.

Since hunting and fishing is a low priority to the target audience, it is important to continuously reach the audience with messaging to remain top-of-mind to increase the recall. Since continuous exposure is needed to help build awareness around the importance of hunting and fishing, expanding into avenues where the audience will see messaging is extremely important. For example, experiential “Out Of Home” messaging was tested with Ski Lift advertising in FY 2020-21 to actively reach people as they are enjoying the outdoors. By establishing an effective frequency across channels, the more likely the audience will recall CWC messaging.

In addition, between May and November 2020 the council piloted an outreach team of two temporary employees. The purpose of this team was to meet target audiences face-to-face and engage them in meaningful, short conversations about the benefits of hunting and fishing. The pilot program was able to provide the council and ad agency with direct feedback and information about the target audience and constituents through tracking and surveys. The measurable outcomes of the pilot were limited due to the pandemic and an outreach team was hired for the 2021 summer season to continue the pilot.

The recently expanded campaign and outreach has allowed CWC to seek new opportunities to strengthen campaign efforts, break through the existing media clutter with innovative content and reach the target audience with effective messaging. Within the FY 2021-22 plan, the current marketing vendor is adding additional targeting segments to the digital and social buy. Planning is in progress and potential segments include “new to Colorado,” ethnically and racially diverse segments, and expanding outdoor interest audiences, to reach new folks and share the messaging about the importance of hunting and fishing.

CWC currently only communicates messaging in English. According to Scarborough Research 2020, of those adults aged 18-34 with Hispanic/Latino ethnicity, 29% prefer speaking Spanish more than English. This statistic is equal to the percentage who prefer English more than Spanish. A plurality of the audience (38%) prefer English only, although if broadcast is explored, it is best practice to run Spanish language spots within Spanish-language TV or radio media.

Spanish is spoken at home for 11% of Colorado’s population. To reach the Spanish-speaking general public, the Wildlife Council needs to consider placements within Spanish-language TV and radio stations. Within the digital realm, reaching bilingual/multilingual audiences through demographic (languages spoken, ethnicity, etc.) and behavioral/contextual targeting (browser language, sites language, content they are searching, etc.) will also help reach broader audiences through the channels and media being used by Coloradans. Data segments can be layered into the plan to reach these individuals as they are actively consuming media across the web or within social apps. According to Scarborough, people aged 18-34 with Hispanic/Latino ethnicity are heavy internet and social users and are light consumers of traditional media.

Problem or Opportunity

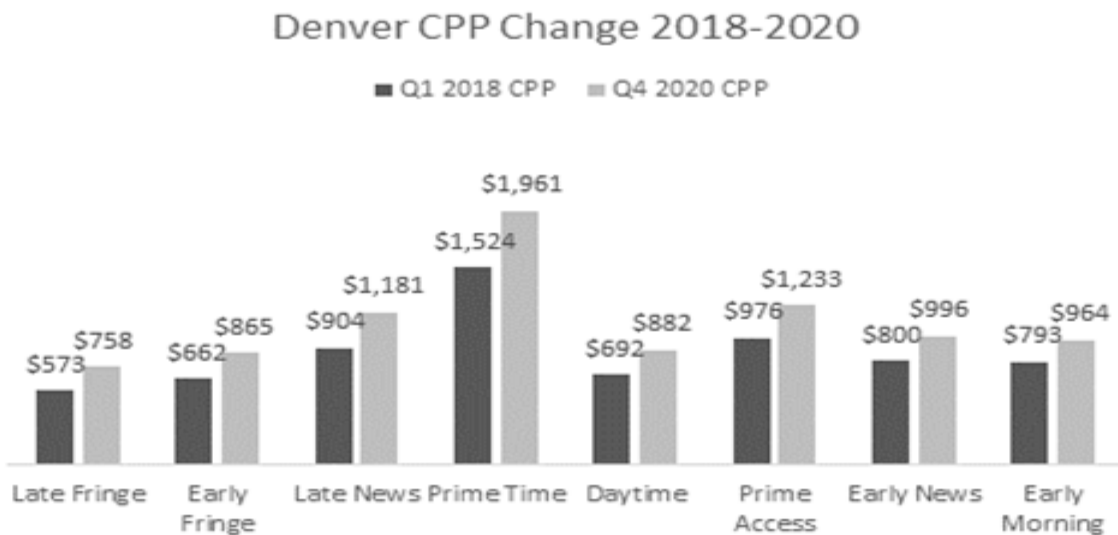
The media landscape continues to evolve and significantly impacts the effectiveness of the council’s campaigns. Costs of traditional advertising media and digital media continue to increase while spending authority is not keeping pace, and cash fund revenues continue to grow. With the increase in license sales, funds in excess of spending authority are being added to the reserve balance (approximately \$1.5 to \$2.0 million in total) and the council is unable to access the revenue for educating the public without increased spending authority. Revenue history and estimates are shown in the following figure:

Item	Actual	Actual	Actual	Appropriated	Proposed
	FY 2018-19	FY 2019-20	FY 2020-21	FY 2021-22	FY 2022-23
Estimated Total Revenue ⁽¹⁾	\$1,808,316	\$2,783,978	\$2,844,144	\$2,844,144	\$2,844,144
Estimated Total Expenses	\$1,017,119	\$2,128,107	\$2,174,481	\$2,200,000	\$3,000,000
Ending Fund Balance	\$1,254,254	\$1,910,125	\$2,580,944	\$3,225,088	\$3,069,232

⁽¹⁾ FY 2020-21 and prior is based on Schedule 9 actuals, FY 2021-22 and forward is based on prior year revenue

CWC is limited in its ability to implement a comprehensive public media-based program to fulfill its statutory purpose: to educate the general public about the benefits of wildlife, wildlife management, and wildlife-related educational opportunities in Colorado, specifically hunting and fishing. Due to the declining purchasing power across channels, the campaign’s reach has decreased year-over-year. With the requested increase, the campaign can sustain a larger reach, including Spanish-language advertising, and presence across traditional and digital channels. Increased spending authority also allows for added opportunities such as added digital targeting segments, experiential executions, and broadening the channels used.

The increased cost of traditional advertising media continues to be a major factor impacting Wildlife Council activities. Cost per point (CPP) is the method used for evaluating media efficiency and is a ratio based on how much it costs to buy one rating point, or one percent of the population for broadcast media. The chart below illustrates CPP pricing starting in Q1 2018 compared to pricing today. The prime time segment has experienced a 29% increase in cost since 2018, meaning that advertisers (including CWC) are having to buy more units to achieve baseline audience deliveries. Historically, broadcast is often allocated 25% to 40% of the campaign budget.

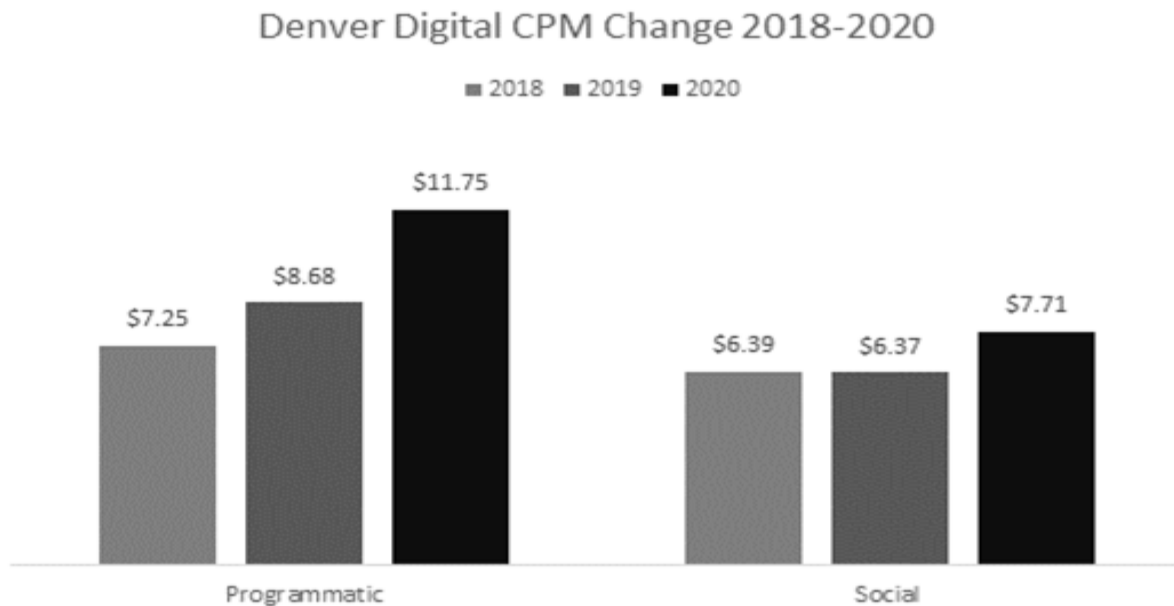


As mentioned in the Current Program section above, the CWC is using new approaches to reach target audiences, including allocating more paid media funds to digital platforms and adding channels where the audience spends their time. With more media touchpoints, the frequency of messaging is increased resulting in more impressions to effectively reach the audience. However, more competition in this space has resulted in increased paid media prices to win bids against CWC’s target audience.

To effectively reach the CWC target audience, channels have been added in places where the audience spends time and attention with placements including video, rich media banners, and social influencers. These placements help break through the

cluttered ad space and engage the audience, but also come with an increased price. With more media touchpoints, the frequency of messaging is increased resulting in more impressions to effectively reach the audience.

CPM stands for “cost per thousand impressions” and is typically used to measure how many thousands of people an advertising or marketing piece has left an impression on. The following figure shows a comparison of digital CPMs year-over-year for the CWC campaign.



The advertising industry is also incurring incremental charges to ensure ads are serving in brand-safe environments, appearing within premium placements, blocking fraud and leveraging the highest quality data for more accurate targeting. In addition to the actual cost of digital inventory rising, there is also a surge in the back-end costs.

Expanding media campaigns to include bilingual and multilingual opportunities will expand the reach of CWC into more diverse communities and help spread the Council’s message more broadly. In order to successfully reach these audiences, Spanish-language placements should be embraced as a best practice and with increased budget could be added.

Proposed Solution

CPW requests an increase of \$800,000 from the Wildlife Management Public Education Cash Fund in FY 2022-23 and in all future years, increasing the total annual appropriation for CWC to \$3,000,000. This increase is supported by the current fund balance in the reserve as well as the projected continued increase in hunting and fishing license sales. This increased spending authority will allow CWC to expand

media-based education programs and increase awareness about the importance of hunting and fishing in Colorado. Increased spending authority will allow CWC to reach Colorado’s increasing population so that new Coloradans can become aware of, and become advocates for, the benefits of hunting and fishing. PEAC revenue has increased steadily over the last five years and CPW expects increased revenues to continue.

If spending authority is not increased, CWC will remain limited in their ability to expand and strengthen media campaigns and the cash fund balance will continue to grow.

Theory of Change	The Colorado Wildlife Council can promote hunting and angling in Colorado more effectively, and to a larger, more diverse audience, with additional resources.		
Program Objective	Oversee the design of a comprehensive media-based public information program to educate the general public about the benefits of wildlife, wildlife management, and wildlife-related recreational opportunities in Colorado, specifically hunting and fishing.		
Outputs being measured			
Outcomes being measured	Survey measures whether hunting and fishing is a priority, approval of hunting and fishing as a wildlife measurement tool, perceptions on main source of funding for wildlife management, ways to personally connect with an audience, ad recall, and best messages.		
Cost/Benefit ratio	N/A		
Evaluations	Pre-Post	Quasi-Experimental Design	Randomized Control Trial
Results of Evaluation	annual survey with comparison year over year	N/A	N/A
Continuum Level	Step 4: Attain initial evidence. CWC has conducted comparative research in 2020 on other state’s public education campaigns. Also in 2020, CWC conducted the sixth wave of an ongoing tracking study to continue measuring Coloradan’s attitudes and perceptions of hunting and fishing.		

Anticipated Outcomes

Increasing spending authority will allow CWC to more fully carry out its statutory purpose. Approval of the request will increase funding for advertising and media campaigns aimed at novice outdoors people, those new to Colorado and underrepresented communities. Expanding media campaigns to include bilingual and multilingual messaging will provide a new avenue for inclusion of underserved communities to engage in the conversation.

The Colorado Wildlife Council will apply the new revenue and associated spending authority to the following activities:

- continuing to build public relations (influencing, engaging and building a relationship with key stakeholders across a myriad of platforms in order to shape and frame the public perception of hunting and fishing);
- strengthening CWC brand awareness to build CWC as a trusted conservation group;
- creating, strengthening, and leveraging diverse relationships with key stakeholders;
- expanding media campaigns to include bilingual/multilingual opportunities. Including content, media, and creative assets;
- exploring sponsorship of organizations or events with similar missions that resonate with our target audience;
- strengthening the bridge between CPW and its constituents and potential supporters by continuing to educate them on the benefits of hunting and fishing;
- being a conduit for information and relationships;
- increasing media placements, supporting longer media campaigns, and increasing message frequency within the campaign's lifespan to increase message recall, and expand to other channels (Spanish media);
- pursuing supplemental creative content to be broadcast in addition to current campaigns;
- conducting enhanced audience behavior tracking, including a segmentation study and better message tailoring; and
- producing additional toolkits for agencies to use.

Assumptions and Calculations

CPW estimates that revenues will be sufficient to support the increased spending authority, plus reserve policies set by CWC. In any year, if revenue declines and the beginning of the year fund balance is not sufficient to cover increased spending authority, CPW would restrict expenditures to fund balance plus CWC reserve amounts. Currently, CWC has a \$400,000 reserve policy.

Department of Natural Resources

Funding Request for the FY 2022-23 Budget Cycle

Request Title

R-10 Records Access Management System and Radios

Dept. Approval By: 

Supplemental FY 2021-22

OSPB Approval By:  Digitally signed by Meredith Moon
Date: 2021.10.27 10:35:54 -06'00'

Budget Amendment FY 2022-23

X

Change Request FY 2022-23

Summary Information	Fund	FY 2021-22		FY 2022-23		FY 2023-24
		Initial Appropriation	Supplemental Request	Base Request	Change Request	Continuation
Total		\$126,193,288	\$0	\$128,187,722	\$1,084,600	\$1,093,083
FTE		890.6	0.0	890.7	0.0	0.0
Total of All Line Items Impacted by Change Request	GF	\$1,441,070	\$0	\$1,225,000	\$0	\$0
	CF	\$105,132,729	\$0	\$107,343,233	\$1,084,600	\$1,093,083
	RF	\$0	\$0	\$0	\$0	\$0
	FF	\$19,619,489	\$0	\$19,619,489	\$0	\$0

Line Item Information	Fund	FY 2021-22		FY 2022-23		FY 2023-24
		Initial Appropriation	Supplemental Request	Base Request	Change Request	Continuation
Total		\$38,372,397	\$0	\$38,897,798	\$524,910	\$530,356
05. Division of Parks and Wildlife, (A) Colorado	FTE	265.0	0.0	266.1	0.0	0.0
Parks and Wildlife Operations, (1) Colorado	GF	\$200,625	\$0	\$125,000	\$0	\$0
Parks and Wildlife Operations - State Park	CF	\$37,726,966	\$0	\$38,327,992	\$524,910	\$530,356
Operations	RF	\$0	\$0	\$0	\$0	\$0
	FF	\$444,806	\$0	\$444,806	\$0	\$0

Total		\$87,820,891	\$0	\$89,289,924	\$559,690	\$562,727
05. Division of Parks and Wildlife, (A) Colorado	FTE	625.6	0.0	624.6	0.0	0.0
Parks and Wildlife Operations, (1) Colorado	GF	\$1,240,445	\$0	\$1,100,000	\$0	\$0
Parks and Wildlife Operations - Wildlife	CF	\$67,405,763	\$0	\$69,015,241	\$559,690	\$562,727
Operations	RF	\$0	\$0	\$0	\$0	\$0
	FF	\$19,174,683	\$0	\$19,174,683	\$0	\$0

Auxiliary Data

Requires Legislation? NO

Type of Request?

Natural Resources Prioritized Request

**Interagency Approval or
Related Schedule 13s:**

No Other Agency Impact



Department Priority: R-10
Request Detail: Records Access Management System and Radios

Summary of Funding Change for FY 2022-23			
		Incremental Change	
	FY 2021-22 Appropriation	FY 2022-23 Request	FY 2023-24 Request
Total Funds	\$126,193,288	\$1,084,600	\$1,093,083
FTE	890.6	0.0	0.0
General Fund	\$1,441,070	\$0	\$0
Cash Funds	\$105,132,729	\$1,084,600	\$1,093,083
Reappropriated Funds	\$0	\$0	\$0
Federal Funds	\$19,619,489	\$0	\$0

Summary of Request

The Department of Natural Resources (DNR) and Colorado Parks and Wildlife (CPW) request an increase of \$1,084,600 in total funds, including \$559,690 from the Wildlife Cash Fund and \$524,910 from the Parks and Outdoor Recreation Cash Fund for law enforcement system support and ongoing radio replacement.

This request funds two critical support systems for the division’s park rangers, wildlife officers, and other staff. First, it funds ongoing maintenance costs for the division's recently launched law enforcement database: the Records Access and Management System (RAMS). System rollout was completed in March 2021, and CPW needs spending authority for ongoing operating costs to ensure updates and technical services can be maintained. Second, funding allows CPW to implement a regular replacement cycle for staff radios with approximately 14% of the radios being replaced annually. This replacement plan would allow radios to be replaced on a seven-year cycle and builds upon a recent refresh of outdated radios that took place between FY 2016-17 and FY 2019-20.

Current Program

CPW employs 383 Peace Officer Standards and Training (POST)-certified law enforcement officials; almost two-thirds are wildlife officers and the remaining portion are parks officers. The division uses law enforcement as an important tool to achieve its natural resource mission, with CPW officers dedicating time to law-enforcement-specific duties while also working with stakeholders and the local community, managing land and biological resources, and educating the public. The majority of these activities are related to parks, wildlife, and natural resources enforcement; however, CPW officers support other agencies when their assistance is requested. The division's officers also enforce non-division-specific laws if they witness a crime or in circumstances that require additional law enforcement support.

CPW also employs over 500 other permanent staff members, over 400 seasonal employees, and over 4,000 volunteers who may need access to a radio to help coordinate daily operations or respond to an emergency situation. For example, when wildlife staff are conducting annual herd and fish counts, or rescuing an animal in distress, radios are needed for communication of location and other pertinent information, as many of these counts occur in rural areas.

CPW works in collaboration with the Office of Information Technology (OIT) to both manage the implementation of RAMS - including support of contract activities - and to ensure that CPW's inventory of radios meets OIT standards for telecommunication equipment required by statute. OIT is contracted to maintain and install CPW radios. OIT technicians repair or attempt to repair existing radios when there are problems and program and install new radios. Many of the older radios CPW had in their inventory are no longer supported by the manufacturer, so the technicians use parts from other old radios to try to make some working units.

CPW Records Access Management System (RAMS)

CPW officers have responded to many incidents where CPW's reports and recordkeeping are critical to public safety including mass shooting incidents, homicides, search and rescue, motor vehicle accidents, and officer-involved shootings involving local agencies. In those incidents, CPW's records become part of the case file and the integrity of the records system is key to fully documenting the incident.

RAMS is CPW's system that stores, maintains, and tracks all issued citations and case reports while maintaining a chain of custody report for evidence collected during investigations. This system was recently implemented at CPW in March of 2021 and replaced two incompatible legacy systems that remained from before the parks and wildlife sides of the agency merged in 2011. These systems were no longer supported and did not provide needed functionality. The RAMS system enhances CPW compliance with current law enforcement record-keeping standards both internally and externally.

The system also strengthens the agency's internal collaboration between Parks and Wildlife officers in the field by allowing access to information in one shared database rather than two that do not communicate.

RAMS was originally requested as an Information Technology capital project in FY 2018-19 and approved by the Joint Technology Committee (DNR, FY19-CCIT, R-3, Law Enforcement Management System). The project included \$2.5 million for software development, which concluded in March of 2021. This request supports the ongoing operating costs of RAMS as identified in the initial funding request.

CPW Radio Inventory and Replacement

Having functioning and up-to-date radios in CPW vehicles and worn by staff is necessary to communicate when help is needed and is critical for the safety of Colorado citizens and CPW staff. Growing use of the natural resources and properties managed by CPW has required increased coordination of large numbers of full-time employees, seasonal employees, and volunteers to ensure public safety and resource protection. CPW has approximately 1,500 radios assigned across the agency to wildlife officers, park rangers, and a variety of staff that perform work in remote locations, including biologists and resource technicians. These radios are used for law enforcement, customer service, emergency response, and work coordination by full-time employees, seasonal employees, volunteers, and interpreters. They provide a means of both intra- and inter-agency communication, regardless of location, whether in a vehicle, off-road, on trails, in a boat, or on foot. The CPW radio program is successful when all employees, volunteers and others who require a radio to complete their mission have access to a working radio that allows them to communicate with all of the necessary agencies and personnel whenever needed.

Maintaining an inventory of functioning radios that meet local frequency requirements and encryption standards requires significant funding each year. The average cost of a radio is approximately \$4,300 based on CPW's five-year purchase history. Regular radios cost approximately \$4,000, while radios used in areas with little to no connectivity cost more, closer to \$6,500. Radios have a maximum supported lifetime of ten years with a manufacturer-recommended replacement cycle of seven years. To date, CPW has addressed a subset of radios that required expedited replacement using funding authorized by the operating decision item: FY 2016-17, R-02, Colorado Parks and Wildlife Digital Radio Replacement. That request provided \$683,008 per year from FY 2016-17 through FY 2019-20. Funding was approved to replace 1,024 radios, with an additional 213 radios identified as needing replacement in the near future (1,300 radios total). Since R-02 was approved, CPW has replaced 1,187 radios.

After the conclusion of the radio replacements funded by the decision item, CPW indicated that it would move to a regular replacement cycle similar to the practices used at the Colorado State Patrol (CSP). This request seeks to secure ongoing funding to implement a regular cycle of radio replacements starting in FY 2022-23.

Problem or Opportunity

This request addresses ongoing maintenance costs for critical systems mentioned above: RAMS and the regular replacement of CPW's radio inventory.

In order to keep RAMS up-to-date and fully operational, CPW requires resources to support ongoing maintenance costs now that the system is up and running. Maintenance costs also cover the vendor's 24/7 technical support to officers in the field, as well as periodic training sessions to address any changes or updates to the database system. Funding allows continued operation of this new system, which plays an essential role in law enforcement activities both at CPW and for law enforcement activities statewide.

Fiscal Year 2022-23 is the first year in a seven-year replacement cycle for the radios that were replaced in the first tranche of the previous refresh. To ensure CPW can replace radios on a regular cycle and maintain a sufficient inventory of dependable communication equipment for CPW staff, CPW requires annual funding equal to the estimated replacement costs of one-seventh, or 14%, of its inventory. A regular replacement cycle helps avoid large rushed purchases when models require immediate replacement or become obsolete when no longer supported by the vendor. It also allows for more consistent management of inventory over time, which helps avoid significant fluctuations in budget from year to year. CPW's previous radio replacement request addressed failed radios and radios that were no longer compatible with interoperability compliance standards nor did they meet encryption standards. The ongoing replacement effort in this decision item addresses radios that have become obsolete in the interim, circumstances that were not originally captured in the FY 2016-17 decision item, and radios that will become obsolete or inoperable into the future.

Proposed Solution

CPW requests an ongoing increase in spending authority to cover RAMS operational costs and to support regular radio replacements. The following table details the costs by fund:

Row	Item	FTE	FY 2022-23	FY 2023-24	FY 2024-25	FY 2025-26	FY 2026-27
A	RAMS	0.0	\$168,388	\$176,871	\$185,715	\$195,001	\$204,751
A.1	RAMS - Wildlife Funding	0.0	\$60,291	\$63,328	\$66,495	\$69,820	\$73,310
A.2	RAMS - Parks Funding	0.0	\$108,097	\$113,543	\$119,220	\$125,181	\$131,441
B	Radios	0.0	\$916,212	\$916,212	\$916,212	\$916,212	\$916,212
B.1	Radio - Wildlife Funding	0.0	\$499,399	\$499,399	\$499,399	\$499,399	\$499,399
B.2	Radio - Parks Funding	0.0	\$416,813	\$416,813	\$416,813	\$416,813	\$416,813
C.1	Subtotal - Wildlife Funding	0.0	\$559,690	\$562,727	\$565,894	\$569,219	\$572,709
C.2	Subtotal - Parks Funding	0.0	\$524,910	\$530,356	\$536,033	\$541,994	\$548,254
C	Grand Total Combined	0.0	\$1,084,600	\$1,093,083	\$1,101,927	\$1,111,213	\$1,120,963

*Annual radio replacement costs (B) calculated using an average cost per radio of \$4,281.36, assuming 214 radios are replaced per year.

Ongoing support of RAMS operational costs allows CPW’s law enforcement to enter and retrieve records without interruption. Not providing ongoing maintenance poses a significant public security threat, as officers, CPW, and other agencies rely on the information contained inside the RAMS database. Without funding to support the required ongoing system maintenance, the record keeping database will eventually become non-functional and will fail. CPW will no longer be able to comply with statute nor maintain an accurate and streamlined records system.

Maintaining fully functional radios that meet encryption and interoperability requirements (including transmit and receive frequencies) ensures CPW staff can communicate internally and with other agencies. Without a replacement plan, CPW’s radios may no longer be repairable due to a lack of available parts which could present a threat to public safety. Moreover, the safety of citizens depends on officers and other CPW staff being able to effectively communicate with emergency services and personnel.

Theory of Change	Systems and equipment support is critical to ensure efficient execution of duties, compliance with statute, and maintaining public safety.		
Program Objective	Maintain systems and equipment that support law enforcement operations and other field work.		
Outputs being measured	RAMS remains updated and functioning and CPW’s radios are working and available to those who need radios.		
Outcomes being measured	Law enforcement officers will have access to the tools RAMS provides in the execution of their duties. Regular radio replacement will ensure updated equipment will be available without large fluctuations in purchases.		
Cost/Benefit ratio	None at this time.		
Evaluations	Pre-Post	Quasi-Experimental Design	Randomized Control Trial
Results of Evaluation	N/A	N/A	N/A
Continuum Level	Step 1: Theory-informed		

Anticipated Outcomes

Providing ongoing funding for RAMS and radios protects these two important investments in law enforcement and operational support systems. RAMS operations and uptime will be maintained and CPW will have access to technical support as needed. Funding radio replacement will ensure CPW’s radios have current and supported technology available to all law enforcement officers and other field staff. Maintenance

and support of systems and equipment mitigates the potential for failures that could be costly and lead to unsafe conditions.

Assumptions and Calculations

RAMS costs are based on the current contract, which includes ongoing operating costs of \$168,388 for FY 2022-23 and \$176,871 for FY 2023-24. Common to information technology contracts, the operating costs increase by approximately five percent annually. The funding split between the Wildlife and Parks Cash Funds is determined by the number of users, estimated at 198 wildlife users and 255 parks users.

Radio replacement costs are based on a plan to replace inventory on a seven-year cycle to account for changes in technology. The funding split and average cost per radio is based on actual spending over the past five fiscal years. CPW's radio inventory is estimated at approximately 1,500 radios based on most recent OIT billings, with adjustments made for decommissioned radios and for new staff funded who are being hired in FY 2021-22. With a seven-year replacement cycle, about 214 radios will be replaced annually.