Access Yes Program

2019 Annual Report
Information about the Access Yes Program can be obtained from the Department’s website at [http://wgfd.wyo.gov](http://wgfd.wyo.gov), Cheyenne Headquarters or any regional office (below). Access information for fishing is updated each December for the following year. Hunting information is updated each July for the fall hunting seasons.
Introduction

In the past century, hunting and fishing has changed dramatically in the United States. Hunting and fishing activities, once required to feed one’s family through the lean winter months, are now viewed more as recreation. This change has occurred for a variety of reasons such as the availability of other food sources, transition from a rural to urban setting and changing wildlife values. Thirty years ago, prospective hunters or anglers simply had to knock on a landowner’s door and ask for permission to hunt or fish. Typically, the landowner would grant free access. Today, this happens less frequently due to the monetary value of wildlife, complex land ownership and usage. An increasing number of traditional landowners are selling their properties to individuals who are not purchasing the land for farming or ranching, but for their own hunting pleasure, wildlife sanctuaries or even development. In many instances, landowners view wildlife as competition for livestock forage or crops and welcome hunters onto their land to manage wildlife populations. Conversely, some non-traditional landowners want to see increased wildlife on their land and, therefore, do not allow hunting. The amount of private lands leased by those in the outfitting industry has increased. With many traditional landowners now charging trespass fees to generate additional income, fewer people have the opportunity to hunt or fish on private and landlocked public lands.

Hunters and anglers in Wyoming have voiced their concerns and frustrations over declining access to private and landlocked public lands. During the 1990s, the Wyoming Game and Fish Commission (Commission) created a pilot program to explore ways to increase public access onto these lands. The Private Lands Public Wildlife (PLPW) Access Initiative was developed with three sub-programs:

1) Hunter Management
2) Walk-in Hunting
3) Walk-in Fishing

In 1998, the Walk-in Hunting Area (WIHA) Program started with a modest 27,000 private acres. By 2000, all 3 sub-programs were growing quickly and included more than 657,500 acres for hunting as well as 222 lake acres and 71 stream miles for fishing. Beyond providing public access, the program has also increased cooperation among landowners, hunters, anglers, and the Wyoming Game and Fish Department (Department).

By increasing access to privately owned, irrigated fields and riparian lands, which compose the majority of productive wildlife habitat in the state, the Department can be more effective at managing wildlife populations and mitigating agricultural damage.

The success of the PLPW Access Pilot Program led the Commission to make the program permanent in 2001. In 2016, the PLPW program was “rebranded” to the Access Yes Program. The goal was to tie the name and the key funding source of the program together, and make the important connection between the funding source and the access it provided for sportsmen.
**Purpose**

The goal of the Access Yes Program is to enhance and/or maintain public hunting and fishing access onto Wyoming private and landlocked public lands. This is accomplished by enrolling private landowners into one of the access programs (Hunter Management Area, Walk-in Hunting, and/or Walk-in Fishing). The landowner and Department personnel negotiate the terms of an agreement including: agreement length (one to five years), the species that can be harvested, the geographic location, dates access will be allowed, and any other specific rules or stipulations. In return for access, landowners benefit in several ways including:

- A modest monetary payment based on the number of acres or stream length enrolled;
- Increased law enforcement presence;
- Increased wildlife management (population control and damage prevention); and,
- Management of sportsmen, alleviating phone calls and other disruptions to landowners (access maps, hunter instruction on ranch rules, etc.).

**Program Successes**

The Access Yes Program assists landowners through management of hunters and anglers, providing sportsmen places to hunt and fish, and reducing agricultural damage through hunter harvest. The Department benefits through increased wildlife management opportunities, increased license sales, reduced agricultural damage, and providing quality hunting and fishing access to the public. During 2019, the Access Yes Program experienced many successes, including, but not limited to:

- Providing access to 2,649,457 acres (1,719,697 acres of enrolled private and state lands, and 929,760 acres of public lands) for hunting within the boundaries of the WIHA and Hunter Management Area (HMA) programs. This included land in every county within Wyoming.
- Providing additional access to 168,603 acres of public lands located outside the boundaries of the WIHA and HMA, which would not have been accessible without the Access Yes program.
- Providing fishing access to 4,007 lake acres and 89 stream miles through the Walk-in Fishing Area (WIFA) program.
- Starting work with the Department IT personnel to develop a new online permission slip database. The internal challenge of setting up permission slips online is becoming more complex. However, the process continues to be user friendly for sportspersons and current difficulties associated with obtaining permission slips for HMAs and the National Elk Refuge (NER) will be reduced in the future.
- Additional support from the Cheyenne Game Warden, whose duties include assisting the Laramie Region Access Coordinator with the Access Yes Program.
- Two new Access Coordinators replaced the previous Access Coordinators in the Casper and Laramie Regions.
- Issued 27,808 online permission slips to 25,466 individual hunters for access to the HMA program and the NER.
- Provided free hunting and fishing access on Walk-in Areas to anyone with the proper licenses. Many of the participants are families, contributing to the maintenance and enhancement of hunting and fishing traditions.
- Responded to 105 e-mails received through the Access Yes program website regarding hunting, fishing, or the Access Yes Program. The majority of these e-mails (80%) were responded to within one day of receipt.
- Hunters surveyed during the 2018 hunting season for harvest results indicated 22% of antelope hunters (25% nonresident, 17% resident), 17% of deer hunters (17% nonresident, 17% resident), and 14% of elk
hunters (12% nonresident, 15% resident) used either a WIHA or HMA to hunt on. This would equate to an estimated 11,744 antelope, 10,796 deer, and 8,684 elk hunters having hunted either a WIHA or HMA. 

- Increased hunting access translates into improved wildlife population management and decreased agricultural damage through harvest.
- Continued the Access Yes Patrol Enhancement (AYPE) plan. Regional Access Coordinators provided patrol assistance and hunter/landowner contacts to other regions during high use periods on Access Yes areas. Time spent by visiting Access Coordinators during high use periods were in the following counties: Goshen, Park, Big Horn, Lincoln, Uinta and Crook.
- Increased license sales in hunt areas with difficult public access.
- Hunters surveyed during the 2018 hunting season who indicated they were satisfied or very satisfied with the opportunity provided through the WIHA or HMA programs were 87% for antelope, 76% for deer, and 73% for elk. This is a 1% increase for antelope, while satisfaction for deer and elk fell by 1% from 2017.
Hunting and Fishing Access Programs

Hunter Management Area – Walk-in Hunting Areas – Walk-in Fishing Areas

Hunter Management Areas

Hunter Management Areas are access areas where each hunter must first obtain a permission slip from the Department prior to hunting. These areas are generally larger than WIA’s, and usually have some level of vehicle access. Permission slips are issued through the Department’s website, and this method has proven to be a fair and popular way to distribute hunter access. For HMAs with limited access and high demand, random draws are used to assure a fair distribution of permission slips. Website distribution of permission slips is popular with nonresident hunters as they can obtain permission for HMAs prior to coming to the state to hunt. Regional office personnel and game wardens/biologists provide extra assistance to hunters needing help obtaining a permission slip. HMAs can provide unlimited, limited first-come first-served, or limited random draw hunter access permission slips. The type of HMA depends upon several factors such as desired harvest levels, hunter participation, wildlife population numbers, landowner preference, and agricultural damage.

For 2019, there were 59 HMAs with 145 participating landowners encompassing 1,020,413 enrolled acres for hunting primarily big game species, but also included small game and upland game birds (Figure 1). This is an increase of 27,180 acres from 2018 due to the addition of two new HMAs: Fortification and Gooseberry. In 2019, Access Yes Program did close the Pine Draw HMA, but only temporarily due to construction. Also, the Pitchfork HMA was split into two: Pitchfork and the new Rawhide HMA.

Figure 1. Hunter Management Area Acres by Year
Walk-in Hunting Areas

Walk-in Hunting Areas are parcels of land open to anyone who has a valid hunting license; no permission slip is required. These access areas are usually smaller than HMAs and, as the name implies, typically require hunters to walk in to hunt. Walk-in Hunting Areas are similar to HMAs in that landowners determine which species can be hunted and when access will be granted. For 2019, the Access Yes Program enrolled 699,284 private and state acres involving 478 landowners (Figure 2). This is a decrease of 1,404 acres from 2018 due to the loss of some properties, and changes in enrolled boundaries. Walk-in Hunting Areas provide incredible opportunities throughout the entire state for a wide variety of game species, making it possible for hunters to enjoy free hunting access close to their home.

Figure 2. Walk-in Hunting Area Acres by Year
Walk-in Fishing Areas

Walk-in Fishing Areas are similar to WIHAs in that anyone with a valid fishing license may enter the property to fish. Unless otherwise specified within Department publications, WIFAs are open year-round. Walk-in Fishing Areas in Wyoming are not as prevalent as hunting areas simply because fewer water sources exist compared to hunting areas. Nevertheless, WIFAs provide valuable fishing access, particularly during the summer months. For 2019, a total of 4,007 lake acres and 89 stream miles were available for anglers, thanks to the 68 landowners enrolled in the WIFA program (Figure 3).

Figure 3. Walk-in Fishing Lake Acres and Stream Miles by Year
Program Funding

The Access Yes Program is funded by Department and Access Yes Program funds. Department funds, primarily from license sales, fund the daily operations including personnel. Revenue for the Access Yes Program account is generated from the sale of lifetime and annual conservation stamps, donations from organizations, individual hunters and anglers, state wildlife restitution amounts from court-imposed sentencing of wildlife violators, and interest, totaling $975,880 in 2019 (Figure 4). Except for a few exemptions, every hunter and angler must purchase an annual conservation stamp, unless a lifetime conservation stamp has been previously purchased. A portion of the sale of these stamps is deposited into the Access Yes account ($2.50 per annual stamp and half of each lifetime stamp). These two sources generate the majority of the funds each year, and in Fiscal Year 2019, they generated $650,352.

Easement payments made to landowners are funded through the Access Yes Program. Authorized by state statute, funds collected through the Access Yes Program may only be utilized for acquiring easements with landowners. In 2019, the Access Yes program paid $891,015 to landowners for hunting and fishing access. Every dollar spent provided approximately 3.1 acres of access.

Figure 4. Access Yes Funds Received Totaling $975,880 in Fiscal Year 2019
Donations to Access Yes provide another valuable source of funds. During Fiscal Year 2019, direct donations from conservation groups, organizations, and a memorial totaled $14,475 indicating the importance these groups place on access. These organizations include: Dustin Hardy Memorial, National Wild Turkey Federation, Quail Forever, Cheyenne Field Archers, Wyoming Ducks Unlimited, Lathrop & Sons, Goshen County Rooster Boosters, and Back Country Hunters & Anglers. Additional donations totaling $702 were made by individual hunters at Department regional offices. In addition, a special recognition goes to the Dustin Hardy Memorial, which provided $1,625 of the direct donations noted above. Direct donations decreased from Fiscal Year 2018 by $17,819. These direct donations vary year-to-year based on changes in large donations from individual conservation groups.

Hunters and anglers can also make donations to Access Yes when applying for or purchasing licenses; either in person at a license selling agent, or through the Department website. Sportspersons contributed a total of $161,916 in Fiscal Year 2019, a 5% increase from 2018 donations. Overall, during Fiscal Year 2019, the Access Yes Program received $975,880, a decrease of $60,795 (6%) from 2018 (Figure 5).

**Figure 5. Access Yes Funds Received Each Fiscal Year**

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<th>Fiscal Year</th>
<th>Total Access fund Receipts</th>
<th>Direct Donations F06 6246 4R20</th>
<th>LSA collections F06 6245 4R20</th>
<th>License Draw Donations F06 6245 4R20</th>
<th>Internet Sale donations F06 6245 4R20</th>
<th>State Restitution</th>
<th>Lifetime C-stamp F06 2833 4R20</th>
<th>Annual C-stamp** F06 2807 4R20</th>
<th>Interest* F06 4601 4R20</th>
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$15,406,609 $456,364 $471,800 $1,883,671 $141,164 $1,267,937 $1,036,551 $9,309,049 $840,073

*Interest includes prior period adjustments for gains on investment income.

**This amount represents the funds deposited for annual conservation stamp sales in each respective fiscal year. The revenue is recognized when received not when the sale actually occurs. Payments for license sales occur the month following the sale which results in a timing issue related to the actual sales within the fiscal year compared to the revenue recognized. FY12 figures have been modified to reflect revenue recognized rather than sales data reported last period.

Approximately 49% of the donations were from nonresidents and 51% from residents.
Communications & Outreach

In 2019, communications and outreach efforts were prioritized to promote, enhance understanding and increase donations to the Access Yes program. The Department sent press releases and wrote feature articles throughout the year that reached 90,000 readers.

*Wyoming Wildlife* magazine celebrated 20 years of Access Yes in August with a 10-page spread on the history and impacts of the program, reaching 24,000 subscribers. Department Director Brian Nesvik thanked participating landowners in his monthly *Wyoming Wildlife* column, which also ran in major Wyoming newspapers, reaching a combined 35,500 readers.

More emphasis was placed on digital communications and outreach. With spotlights in Department e-mail newsletters, articles about Access Yes were directly targeted to 1.6 million resident and nonresident sportspeople. Social media and videos reached over 44,700 people. On the web, the Access Yes webpages received 915,000 page views, accounting for nearly 6% of all website views to the Department website.

Access Yes hosted a booth at two large public education events to teach people how to use online maps and answer questions about hunting and fishing in Wyoming. The Wyoming Outdoor Expo as well as the National Hunting and Fishing Day event at the University of Wyoming reached more than 7,000 attendees. Twenty women and their mentors at the Becoming an Outdoors Woman camp received in-depth information and training on Access Yes and the mapping tools.

VPA-HIP Grant

In 2019, the Department completed the three-year Voluntary Public Access & Habitat Incentive Program (VPA-HIP) grant from the National Resource Conservation Service. The VPA-HIP grant benefited the Access Yes Program by providing funding for hiring additional contract personnel, leasing of vehicles, signing supplies, commercial printing, program advertising, and easement payments. The Department hired five contract personnel positions for a six-month period (mid-May through mid-November). The VPA-HIP grant provided funding for advertising and marketing of the Access Yes Program. The marketing and advertising efforts were focused on delivering the Department’s message to constituents about the “rebranding” of the Access Yes Program. These funds assisted with purchasing magazine ads and promotional products including sticky calendars, vests, and hats. Social media and local newspapers ads were used to thank participating landowners. After exhausting all funds received by the VPA-HIP Grant over the last three years and seeing the benefits it provided, the Access Yes Program applied for the grant again in 2020.

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The National Elk Refuge

The Access Yes Program has been administering permission slips for elk hunting on the National Elk Refuge (NER) since 2008 and added wild bison hunting access opportunity in 2014. The permission slip application process is on the Department’s Access Yes HMA web page. Hunters from across the country are able to apply and print out their permission slips regardless of their location.

The application period starts in July and continues through the end of the elk and wild bison hunting season. There are initial draws for permission slips in September, with additional weekly alternate permission slip drawings during the hunting season in October for elk hunters and November for wild bison hunters. The application process is more complex than other HMAs throughout the state due to weekly drawings, but it allows hunters maximum opportunity to increase their chances of a successful hunt.

In 2019, wild bison permission slips were issued on a first-come, first-serve basis in January from the Jackson Regional Office and the NER office due to the uncertainty of the hunting closure of the NER. The NER allows hunting for wild bison through January or until they have to start elk feeding, whatever comes first.

During the 2019 NER hunt, there were 167 permission slips issued for wild bison and 1,463 permission slips issued for elk. This is a decrease of 23% from 2018 for wild bison, but an increase of 12% for elk permission slips. Due to lack of winter conditions in the area, harvest success on elk and wild bison was low. At the end of 2019, approximately 100 elk and 24 wild bison had been harvested.

Additional Access Yes Programs and Services

The Access Yes Program continues to modify its programs to benefit landowners, hunters, anglers, and the Department. For example, one ongoing service is the Hunter/Landowner Assistance Program matching landowners who desire additional harvest with hunters looking for a place to hunt. This program was developed as an avenue to assist landowners who wanted increased harvest of big game animals on their private property without having to enroll in one of the existing access programs. The program operates by posting landowner contact information on the Department’s website where hunters can contact them directly to secure their own access. Landowners do not receive any compensation from the Department, and all details pertaining to access to their property is arranged between the landowner and the hunter. Once a landowner obtains the desired harvest, their information is removed from the website. Landowners are added and removed throughout the hunting seasons. For 2019, there were 47 landowners allowing access for antelope hunting, 28 allowing access for deer hunting, 13 allowing access for elk hunting, two allowing access for turkey hunting, and three allowing access for Sandhill Crane hunting. Participation in the program was slightly higher for antelope and elk in 2019 than in
2018, but lower for deer. This program has been very successful in assisting landowners while increasing hunting access. Some landowners choose not to have their information on the website during subsequent years because the number of game animals has returned to acceptable levels or they have returning hunters who provide needed harvest.

Recognition of landowners who provide access is an important aspect of maintaining sportsperson/landowner relationships. The Access Yes Program coordinators participate as facilitators in the Access Recognition Program. This program, a joint program of the Wyoming Board of Agriculture (Board) and the Commission, recognizes landowners who provide access to or through their property to hunters and anglers. The state is divided into four quadrants, and the regional access coordinators facilitate the selection by working with the four quadrant committees to select a quadrant winner each year. The quadrant committees are comprised of Board and Commission members. Each of the four winners is recognized at the annual Wyoming Stock Growers Association winter meeting. The recipients each receive a plaque and a check for $2,000. Funding for the program is provided by Commissioner donated licenses. The four recipients of the 2019 Access Recognition Program award were: The Prairie Dog Ranch of Sheridan, The Horton Family of Greybull and Otto, Booth Land & Livestock of Laramie, and The Bugas Family of Ft. Bridger.

Elk herds that exceed Commission population objectives are a major concern for landowners and the Department, and managing these populations towards objective is a high priority for the Department. The Department’s main method to decrease an elk population is hunting, but hunting access on private lands remains limited in many areas of the state. To address over objective elk populations and private landowner access concerns, the Department initiated a new program in 2010 called the Hunter Management and Access Program (HMAP). The HMAP is designed to increase antlerless elk harvest at specific locations by coordinating with landowners to allow controlled and monitored hunting access. The Department employs a Hunt Management Coordinator (HMC) to facilitate hunting by directing, monitoring, and assisting small groups of hunters as they hunt elk.

During the 2019 hunting season, the Laramie Peak HMAP continued for the seventh year in Elk Hunt Area 7. Although the HMAP was somewhat scaled back from previous years, the HMC position continued to focus their efforts on HMAs and WIHAS in and around the Laramie Peak HMAP properties. With no specific "Laramie Peak HMAP" property or special permission slip requirements, the HMC worked with hunters on and around existing HMAs, including Pinto Creek, Menter Knob, McFarlane, Shirley Basin, and the new Marshall HMA. The Mule Creek Public Access Area and Albany County WIHAS #2, 3, 4, 5, 8, 9, 12, and 13 were also utilized to increase harvest. Due to a late October cold spell and large numbers of elk on private inaccessible lands, harvest success for the 2019 HMAP hunters was low. Personnel working in the area have documented only 15 antlerless elk harvested in the focus area through the end of December. In addition, during the 2019 hunting season, a second HMAP continued in the Black Hills area in Elk Hunt Area 117. The HMC concentrated on property north of Newcastle and south of Sundance. Elk were harvested from August through January and the HMC was able to gain access on private lands, communicate with landowners, coordinate hunts, and guide hunters. The goal was to reduce elk populations on private lands experiencing damage on cultivated crops throughout the year. During the elk season, HMAP hunters took 25 antlerless elk, and family and friends harvested an additional 6 elk on the adjacent landowner’s property.
The HMC was charged with locating and monitoring elk herds, and communicating and coordinating with landowners in order to assist hunters in successfully harvesting elk. The HMC collected CWD samples and extracted teeth for aging from harvested animals. Aside from elk harvested, other benefits were realized including: 1) Hunters were very appreciative of this hunting opportunity and exhibited good hunting ethics; 2) The HMAP provided great opportunity for new hunters (youth and adults) to harvest their first elk; 3) Hunters did not contact the landowners for permission to hunt which allowed landowners to complete ranch work without worrying about hunting issues and problems; 4) Increased interaction between Department personnel and landowners improved relationships; 5) Increased hunting access due to positive landowner relations; and 6) A notable decrease in cultivated crop damage. A final report for these two 2019 HMAPs will be available in late March 2020.

**Challenges Facing the Access Yes Program**

As land ownership continues to change and the Access Yes Program continues to expand, one big challenge it continues to face is limited personnel. Maintaining or increasing access areas while maintaining positive landowner relationships is difficult with limited personnel dedicated toward this effort. In 2018, the Access Yes Program added an additional game warden in the Cheyenne area whose duties include assisting the Laramie Region Access Coordinator. This new position has many responsibilities and demands, which resulted in minimal assistance to the Access Yes Program. Having another designated Access Yes Coordinator would be ideal. Additionally, with long hunting seasons and season dates overlapping between and across species, providing Department presence on the enrolled Access Yes properties is very difficult due to limited personnel. In 2018, the Access Coordinators began the Access Yes Patrol Enhancement effort. This was done to increase Access Coordinator presence in various areas of the state during high use periods, as hunting season workloads for Access Coordinators vary across the state throughout the year. Seasonal contract technicians were once again hired during the summer and fall to provide much needed assistance to regional access coordinators with sign maintenance and landowner/hunter/angler contacts. With expanding workloads, regional access coordinators have difficulties in adequately maintaining signs and having a presence on enrolled properties. To maintain healthy department/landowner relationships, signing and patrolling assistance from other regional personnel (game wardens/biologists) is necessary. Through our successes, and through more involvement from regional personnel, we hope to overcome this challenge.

In 2015, the Access Yes program increased payments to landowners enrolled in the program. The most recent increase prior to that was in 2005. In order to continue to benefit landowners, maintain and seek out new access opportunities, a payment increase will need to happen in the future.

As predicted with a license fee increase, the Access Yes program saw a decrease in donations in 2019. This decrease was observed in part by the reduction of direct donations to the program and a decrease in conservation stamp sales. Decreased donations equates in decreased funding for the Access Yes Program. This decrease in funds presents a challenge for Access Yes, as it reduces flexibility needed to increase access acres or to increase payments to landowners who are enrolled in the program. Even with an overall decrease in donations, license draw donations saw an increase.

Wyoming, like so many other western states, has experienced some transition from traditional landowners to those who purchase property for their own hunting pleasure or non-consumptive uses. This typically correlates...
to a decrease in the amount of access hunters and anglers enjoy. Many traditional landowners charge a trespass fee or lease the hunting rights to their property as a means to supplement their income. The result is fewer people hunting and fishing private lands, which impacts wildlife management, agricultural damage, hunter success, and license sales. Additionally, increased and expanding development (i.e. energy and subdivisions, etc.) has affected hunter access and in turn created some wildlife management issues. This is a concern for the Department and something our access programs aim to mitigate by continuing to look for ways to partner with landowners for access.