

# Proposition 114: Reintroduction and Management of Gray Wolves

1 **Proposition 114 proposes amending the Colorado statutes to require**  
2 **the state to:**

- 3       • develop a plan to reintroduce and manage gray wolves in Colorado;  
4       • take necessary steps to begin reintroduction by December 31, 2023; and  
5       • pay fair compensation for livestock losses caused by gray wolves.

6 **What Your Vote Means**

**YES**

A “yes” vote on Proposition 114 means that the Colorado Parks and Wildlife Commission will develop a plan to reintroduce and manage gray wolves west of the Continental Divide.

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**NO**

A “no” vote on Proposition 114 means that Colorado will not be required to reintroduce gray wolves.

# Legislative Council Draft

## 1 **Summary and Analysis for Proposition 114**

### 2 **What happens if Proposition 114 passes?**

3 The Colorado Parks and Wildlife Commission will be required to:

- 4 • develop a plan to reintroduce and manage gray wolves in Colorado by
- 5 December 31, 2023 on designated lands west of the Continental Divide;
- 6 • hold statewide hearings about scientific, economic, and social considerations;
- 7 • periodically obtain public input to update the plan; and
- 8 • use state funds to assist livestock owners in preventing conflicts with gray
- 9 wolves and pay fair compensation for livestock losses.

### 10 **What will be included in the plan?**

11 The plan will identify gray wolves to be reintroduced in Colorado, as well as the  
12 locations, methods, and timing for reintroduction. The plan will also determine how  
13 to establish and maintain a self-sustaining population and the criteria for removing  
14 the gray wolf from the state's threatened and endangered species list. The  
15 reintroduction may be subject to federal approval. The commission is prohibited  
16 from imposing any land, water, or resource use restrictions on private landowners.

### 17 **What is the gray wolf?**

18 The gray wolf (*Canis lupus*) is a large predatory canine that lives in packs.  
19 Historically, gray wolves were found throughout North America, including Colorado.  
20 Gray wolf populations declined during the nineteenth and twentieth centuries due to  
21 human activities, such as hunting and trapping, and were largely eliminated from the  
22 lower 48 states, except for the northern portions of Minnesota and Michigan. They  
23 are carnivores that consume small and large prey, including elk and deer, and are  
24 able to survive in a range of habitats if enough food is available.

### 25 **What is the deer and elk population in Colorado?**

26 Colorado is home to about 710,000 deer and elk, roughly three-quarters of which live  
27 west of the Continental Divide. The size of these herds is impacted by many factors,  
28 including disease, hunting, land use, predators, and weather. About 73,000 deer  
29 and elk were killed statewide by licensed hunters in 2019. Since 2006, the statewide  
30 deer population has declined, while the elk population has remained relatively stable.

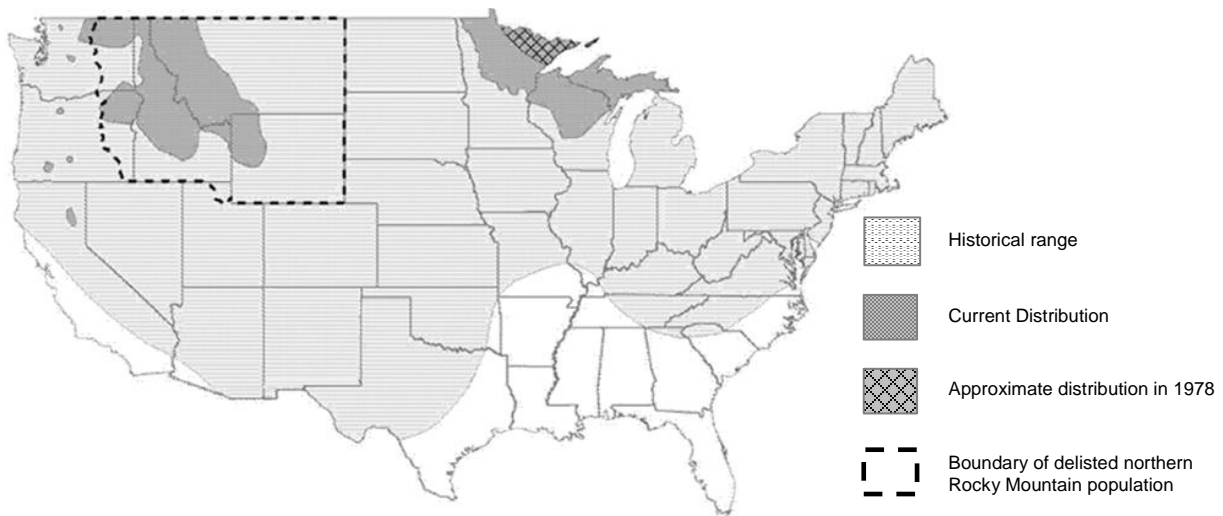
### 31 **Where does the gray wolf live today?**

32 Gray wolves in the lower 48 states are largely clustered in two self-sustaining  
33 populations: about 4,000 in the western Great Lakes region and about 2,000 in the  
34 northern Rocky Mountain region. An additional 60,000 to 70,000 gray wolves live  
35 throughout Alaska and Canada. While there have been confirmed sightings of gray  
36 wolves in Colorado in recent years, a self-sustaining population of gray wolves has  
37 not been confirmed in Colorado since the 1930s or 1940s. Figure 1 shows the  
38 estimated current and historical range of the gray wolf in the United States.

# Legislative Council Draft

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**Figure 1**  
**Approximate Gray Wolf Range**



3 *Source: Adapted from U.S. Fish and Wildlife Service Proposed Rule Docket No. FWS-HQ ES-2018-0097 to*  
4 *exclude the Mexican gray wolf, a separately listed entity under the Endangered Species Act, which resides*  
5 *in Arizona and New Mexico.*

## 6 **Do gray wolves present a danger to humans?**

7 All wild animals, including gray wolves, can pose a danger to humans under certain  
8 conditions, and caution should be exercised when near them. Gray wolves are  
9 generally shy of people and tend to avoid contact when possible. Aggressive  
10 behavior from wild gray wolves toward humans is rare. However, when wild animals  
11 are cornered, injured, sick, or become accustomed to humans, they can become  
12 dangerous and cause harm.

## 13 **Who manages wildlife in Colorado?**

14 The Colorado Parks and Wildlife Commission is responsible for wildlife management  
15 in Colorado and regulates hunting, fishing, and trapping. State law requires wildlife  
16 and their environment to be protected, preserved, enhanced, and managed for the  
17 use, benefit, and enjoyment of the people and visitors of Colorado. The commission  
18 develops recreation areas, wildlife habitat, and species conservation and  
19 management plans.

## 20 **How are gray wolves protected and managed in the United States?**

21 The Endangered Species Act requires the federal government to conserve and  
22 restore species deemed threatened by or in danger of extinction. In 1978, the  
23 U.S. Fish and Wildlife Service (USFWS) listed the gray wolf as endangered  
24 throughout the contiguous United States, except in Minnesota, where they are  
25 classified as threatened. States are prohibited from managing federally endangered  
26 species without federal permission. In 1995, gray wolves were reintroduced in the  
27 northern Rocky Mountains, and in 2011 they were removed from the federal  
28 endangered species list in that region. Because of this, Idaho, Montana, and  
29 Wyoming now have statewide management authority for gray wolves. Gray wolves  
30 in these states are managed to maintain populations above species recovery  
31 thresholds while mitigating predation on livestock and sustaining deer and elk herds.  
32 These states monitor gray wolf populations and distribution, permit limited hunting

# Legislative Council Draft

1 and trapping, and allow gray wolves to be killed in order to protect livestock. These  
2 states also monitor livestock losses and offer compensation programs for livestock  
3 owners. Across these three states, confirmed livestock losses total about 300 per  
4 year, mostly consisting of cattle and sheep.

## 5 **Who would manage gray wolves in Colorado if Proposition 114 passes?**

6 If gray wolves remain on the federal endangered species list, management authority  
7 rests with the USFWS, and the state would need to obtain federal approval prior to  
8 reintroduction. If gray wolves are removed from the federal endangered species list,  
9 Colorado could assume management responsibility as other states have done. In  
10 2019, the USFWS proposed removing gray wolves from the endangered species list  
11 in the remaining portions of the United States, including Colorado.

For information on those issue committees that support or oppose the measures on the ballot at the November 3, 2020, election, go to the Colorado Secretary of State's elections center web site hyperlink for ballot and initiative information:

<http://www.sos.state.co.us/pubs/elections/Initiatives/InitiativesHome.html>

## 12 **Arguments For Proposition 114**

- 13 1) Gray wolves perform important ecological functions that impact other plants and  
14 animals. Without them, deer and elk can overgraze sensitive habitats such as  
15 riverbanks, leading to declines in ecosystem health. Leftover prey can also  
16 provide food for other scavengers such as birds and smaller mammals.  
17 Reintroducing gray wolves can help support a healthy environment upon which  
18 Coloradans depend.
- 19 2) Reintroduction is necessary to ensure that a permanent gray wolf population is  
20 restored to western Colorado. Through eradication efforts such as bounty  
21 programs, gray wolves were eliminated in Colorado by the 1940s. While there  
22 have been sightings in Colorado, it is uncertain gray wolves will establish a  
23 permanent population on their own. The measure aligns with other states'  
24 successful recovery efforts while considering Colorado's interests.

## 25 **Arguments Against Proposition 114**

- 26 1) The presence of gray wolves can cause conflict with humans and animals that  
27 live in Colorado now. Gray wolves are known to prey on livestock. Deer herds in  
28 some areas have fallen below population goals established by state wildlife  
29 managers, and introducing another predator would put further pressure on these  
30 herds. In addition, many people live and recreate in areas being considered for  
31 gray wolf habitat.
- 32 2) Gray wolves from neighboring states have been observed in Colorado, including  
33 a wolf pack in northwest Colorado in 2020. This suggests that wolves may be  
34 establishing a presence in the state on their own, making a reintroduction  
35 program unnecessary. Allowing wolves to come back on their own, rather than  
36 through an intentional reintroduction, could give Coloradans more time to adapt  
37 to their presence.

# Legislative Council Draft

## 1 **Estimate of Fiscal Impact for Proposition 114**

2       **State spending.** Proposition 114 increases state spending by approximately  
3       \$300,000 in state budget year 2021-22 and \$500,000 in state budget year 2022-23  
4       for public outreach and development of a gray wolf reintroduction plan. Beginning in  
5       state budget year 2023-24, spending will increase to about \$800,000 per year for the  
6       implementation of the wolf reintroduction plan. Implementation costs will only be  
7       incurred if federal approval is received, or gray wolves are no longer listed as  
8       endangered and the state is able to begin its reintroduction plan. Costs will be paid  
9       from hunting and fishing license fees or appropriations made by the General  
10      Assembly. Actual state spending will depend on the details of the plan developed by  
11      the Colorado Parks and Wildlife Commission and the amount of livestock losses  
12      caused by wolves.

Last Draft as Mailed to Interested Parties

# Initiative 107: Reintroduction and Management of Gray Wolves

1 Initiative 107 proposes amending the Colorado statutes to require the  
2 state to:

- 3 • develop a plan to reintroduce and manage gray wolves in Colorado;
- 4 • take necessary steps to begin reintroduction by December 31, 2023; and
- 5 • pay fair compensation for livestock losses caused by gray wolves.

## 6 What Your Vote Means

**YES**

A “yes” vote on Initiative 107 means that the Colorado Parks and Wildlife Commission will develop a plan to reintroduce and manage gray wolves west of the Continental Divide.

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**NO**

A “no” vote on Initiative 107 means that Colorado will not be required to reintroduce gray wolves.

# Last Draft as Mailed to Interested Parties

## 1 **Summary and Analysis for Initiative 107**

### 2 **What happens if Initiative 107 passes?**

3 The Colorado Parks and Wildlife Commission will be required to:

- 4 • develop a plan to reintroduce and manage gray wolves in Colorado by  
5 December 31, 2023 on designated lands west of the Continental Divide;
- 6 • hold statewide hearings about scientific, economic, and social considerations;
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9 wolves and pay fair compensation for livestock losses.

### 10 **What will be included in the plan?**

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22 48 states, except for the northern portions of Minnesota and Michigan. They are  
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27 west of the Continental Divide. The size of these herds is impacted by many factors,  
28 including disease, hunting, land use, predators, and weather. About 73,000 deer  
29 and elk were killed statewide by licensed hunters in 2019. Since 2006, the statewide  
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33 populations: about 4,000 in the western Great Lakes region and about 2,000 in the  
34 northern Rocky Mountain region. An additional 60,000 to 70,000 gray wolves live  
35 throughout Alaska and Canada. While there have been confirmed sightings of gray  
36 wolves in Colorado in recent years, a self-sustaining population of gray wolves has  
37 not been confirmed in Colorado since the 1940s. Figure 1 shows the estimated  
38 current and historical range of the gray wolf in the United States.

# Last Draft as Mailed to Interested Parties

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**Figure 1**  
**Gray Wolf Range**



3 *Source: Adapted from U.S. Fish and Wildlife Service Proposed Rule Docket No. FWS-HQ ES-2018-0097 to*  
4 *exclude the Mexican gray wolf, a separately listed entity under the Endangered Species Act, which resides*  
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# Last Draft as Mailed to Interested Parties

## 1 **Estimate of Fiscal Impact of Initiative #107**

2 Initiative 107 increases state expenditures by approximately \$300,000 in budget year  
3 2021-22 and \$500,000 in budget year 2022-23 for public outreach and development  
4 of a gray wolf reintroduction plan. Beginning in budget year 2023-24, expenditures  
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9 fees. Actual expenditures will depend on the details of the plan developed by the  
10 Colorado Parks and Wildlife Commission and the amount of livestock losses caused  
11 by wolves.

# Last Draft Comments from Interested Parties

## Proposition 114 Reintroduction and Management of Gray Wolves

### **Rob Edward, representing the Rocky Mountain Wolf Action Fund as a proponent:**

To: Colorado Legislative Council Staff  
Subject: Initiative 107 Reintroduction and Management of Gray Wolves - Third Draft

Please see the attached red-lined version of draft three from the proponents. We sincerely appreciate your consideration of these recommended changes.

Please see Attachment A.

### **Ted Harvey, representing Stop the Wolf Pac as an opponent:**

I submitted, on June 8, the following response/edits to the Leg Council's analysis for the Second Draft. Upon reviewing the "Third Draft" which you sent out yesterday, it appears none of our suggestions were included. I am wondering if you received my June 8<sup>th</sup> email? If my email was received, is there a reason my responses were not included?

- 1) The term "reintroduce", "...ed", "...duction", is deceptively used some 18 times in this document. While proponents got the false term in their title, the term is still false and misleading to voters because, 1) CANADIAN Grey Wolves are already here so by definition it is NOT a reintroduction, and 2) CANADIAN Gray Wolves are not, and have never been, native to Colorado. The CANADIAN Gray Wolf is a much larger subspecies than its extinct cousin subspecies which was native to Colorado. There is absolutely zero historical evidence that the CANADIAN Gray Wolf was ever in Colorado prior to the 21 Century. Therefore, 107 would be an "introduction" not a "reintroduction." Voters must not be deceived by this false language. Please remove "re" from "reintroduce...".
- 2) Under "What is the Gray Wolf?", line 20 is deceptive as it implies CANADIAN Gray Wolves are native to Colorado. The sentence should read, "What is the CANADIAN Grey Wolf?" It should be pointed out that CANADIAN Gray Wolves roam / range thousands of miles but they are not native to Colorado. The wolf subspecies that were native to Colorado were much smaller and less aggressive. In line 30, the term "killed" is prejudicial and derogatory. Please replace with "harvested", a more accurate term that Colorado Parks & Wildlife uses.
- 3) Under "Where does the gray wolf live today?", lines 36 to 39 are false and deceptive. Again it MUST read, "Where does the CANADIAN Grey Wolf live

# Last Draft Comments from Interested Parties

## Ted Harvey, representing Stop the Wolf Pac as an opponent (Cont.)

today?” There have been more than mere “sightings” of the CANADIAN Grey Wolf in Colorado. In 2020, CPW has confirmed via scat samples the DNA, gender, and diseases, from CANADIAN gray wolves already in Colorado. Moreover, the line “a self-sustaining population of gray wolves has not been confirmed in Colorado...” is untrue and straight from proponent’s false talking points. CPW’s own lab tests confirmed male and female CANADIAN gray wolves in Colorado, which, combined with their very presence in Colorado, shows they are capable of self-sustaining in Colorado. Figure 1 is false a deceptive and should not be included. The figure says it is “adapted” from USFWS Docket No. FWS-HQ ES-2018-0097, but does not disclose that speculative range is from Nowak (1995) and that “the exact extent of historical range is uncertain”. See:

<https://www.regulations.gov/document?D=FWS-HQ-ES-2018-0097-0001>

Moreover, the Figure 1 does not say when this historical range might have included CANADIAN gray wolves. Hence, Figure 1 is out of historical context (to Colorado’s modern population) and does not relay that this range is speculation.

Please delete lines 36 to 39 and Figure 1.

- 4) Under “Do gray wolves present a danger to humans?” First, the sentence should read “Do CANADIAN Grey wolves present a danger. Second, your analysis ignores the diseases that CANADIAN gray wolves can and do spread to humans. In 2020 CPW lab results confirmed that CANADIAN gray wolves already on Colorado are infected with Hydatid disease (*Echinococcus Canadensis*), which can be lethal to humans, pets, wildlife, and livestock. This disease can also be transmitted by wolves through contact or ingestion of crops grown by humans. By not including diseases that wolves spread to humans, your analysis falsely portrays wolves as being safe.
- 5) Under “Arguments For Initiative 107”, regarding line 13, there is no evidence anywhere that wolves prevent deer and elk from over grazing. This is mere speculation by proponents and there is no study or proof that confirms their speculation. Line 18 again falsely implies CANADIAN gray wolves are native to Colorado when they are not. Moreover, the “historic range” is sited out of context and does not say when gray wolves might have ranged as far as Figure 1 claims.

# Last Draft Comments from Interested Parties

## Ted Harvey, representing Stop the Wolf Pac (Cont.)

- 6) Under “Arguments Against Initiative 107”, the threat of disease to humans must be included, especially since CPW has already confirmed deadly Hydatid disease in the CANADIAN gray wolves in Colorado. Likewise it MUST be pointed out that CPW already passed a 2016 resolution against MEXICO AND CANADIAN wolf introduction in Colorado as have 39 Colorado County Commissioner Boards who have studied the issue. Lastly, it must be pointed out that these CANADIAN gray wolves are not, and never have been native to Colorado. They are native to Canada and Alaska and it is unfair to the wolves to remove them from their native home and force them to live with 6 million humans in Colorado.
- 7) The fiscal impact is woefully under estimated and does not portray to true cost to taxpayers. The fiscal impact should also include the diversion of existing wildlife management funds to manage wolves too. Your FI numbers also do not include CPW’s own Fiscal Impact which is millions more than what you state. Your analysis also does not include the fiscal impact on counties who would have to bear the brunt of the wolf management costs. Please allow all Colorado counties to also submit their Fiscal Impact to include in your analysis. Finally, in addition to the above, a more realistic fiscal impact can be discerned via budget analysts from other states like WY, MT, and ID, that have had to pay for forced wolf introduction.

Thank you for including these edits. Please let us know if you need any sources, studies or CPW research that we have been able to attain through the Colorado Open Records Act.

## Patrick Pratt, representing Pac/West:

Thank you for the opportunity to review and provide input on the third draft of the analysis of the wolf ballot measure for November’s blue book. Below and attached are several comments regarding this latest draft.

General comments:

- Moose are an important species in Colorado, having been introduced by the state in 1978. They should be named, along with deer and elk, as wildlife that will be impacted by wolf introduction.
- The importance of subspecies needs to be made consistent. If the blue book language seeks to distinguish between subspecies, then it should be mentioned that the subspecies to be introduced under this proposal, the Canadian Gray Wolf, is not native to Colorado. If the blue book language does not seek to distinguish between subspecies, then the Mexican Gray Wolf should be included in discussions of wolf populations, including the map on page 3.

# Last Draft Comments from Interested Parties

## Patrick Pratt, representing Pac/West (Cont.):

### Page 1

- Line 3: change “develop a plan” with “replace its existing plan for naturally migrating wolves with a new plan to reintroduce and manage gray wolves in Colorado.” The rationale for this change is that Colorado Parks and Wildlife already has a free-ranging wolf plan in place. *Findings and Recommendations for Managing Wolves that Migrate into Colorado*, <https://cpw.state.co.us/Documents/WildlifeSpecies/SpeciesOfConcern/Wolf/recommendations.pdf>. Adopted by the Colorado Wildlife Commission in May 2005.
- Line 6: Under “What Your Vote Means,” change the Yes section to read, “A ‘yes’ vote on Initiative 107 means that the Colorado Parks and Wildlife Commission will reintroduce wolves west of the Continental Divide and develop a plan for their reintroduction and management. The rationale for this change is that the language as currently drafted may lead some voters to believe that they are simply voting yes on the development of a plan, rather than the actual reintroduction of wolves.

### Page 2

- Line 18: add “predatory” to description of wolves. “The gray wolf (*Canis lupus*) is a large, predatory, social canine that lives in packs.” [added language is underlined]
- Line 22: add Montana to the states where wolves were not eliminated. “...48 states, except for the northern portions of Minnesota, Michigan, and Montana.” [added language is underlined]
- Line 22: following the states where wolves were not eliminated, add the sentence, “Because the subspecies of gray wolf that was native to Colorado was eliminated, the subspecies that would be introduced under this ballot measure would not be native to Colorado.”
- Line 23: add moose to the list of prey consumed by wolves.
- Line 26: add moose population information to the population figures for elk and deer.
- Line 36: add mention of a pack of wolves confirmed in Colorado. “...recent years, including a pack of wolves confirmed by Colorado Parks and Wildlife officers to be living in northwest Colorado in 2020...” [added language is underlined]

### Page 3

- Line 2: please add reference markers like cities, towns, and roads.
- Line 2: Gray Wolf populations in New Mexico and Arizona should be added to this map. <https://www.fws.gov/southwest/es/mexicanwolf/#:~:text=Credit%3A%20Aislinn%20Maestas%2C%20USFWS.&text=The%20wild%20population%20of%20Mexican,a%20minimum%20of%20163%20animals.>
- Lines 7 and 8: delete “under certain conditions” at the end of Line 7 and beginning of Line 8.
- Line 28: include that wolves were delisted in the northern Rocky Mountains because they exceeded population objectives in the area.

# Last Draft Comments from Interested Parties

## Patrick Pratt, representing Pac/West (Cont.):

### Page 4

- Lines 3 and 4: add that livestock losses due to wolves are likely higher than the confirmed number due to factors like not being able to locate a carcass.
- Lines 6-11: add that the Colorado Parks and Wildlife Commission has already adopted a management plan to allow wolves to migrate freely into Colorado. See note for Page 1, Line 3 above for further details.
- Lines 9-11: add that USFWS proposed delisting gray wolves because recovery population objectives have been exceeded.
- Line 25: according to the campaign opposing this ballot measure, the two primary arguments against introduction are:
  - o Wildlife management should be led by state experts and informed by science. Colorado Parks and Wildlife is the agency responsible for managing wildlife in Colorado. The Colorado Parks and Wildlife Commission has studied wolf introduction multiple times over decades and has adopted resolutions against wolf introduction in Colorado in 1982, 1989, 2004, and 2016. Further, Colorado Parks and Wildlife has a wolf management plan in place that allows wolves to freely migrate into Colorado. This plan is working as evidenced by the confirmed wolf sightings, including an entire pack in January and March 2020.
  - o The idea of ecological balance and wolves restoring this balance is misleading. Wildlife populations fluctuate constantly due to a variety of factors including weather, precipitation, prevalence of predators and food sources, and human encroachment and development. While wolves historically lived in Colorado, population growth and human development have changed the landscape in ways that make the state less hospitable to wolves than it used to be. Like it or not, there is no turning back the clock on growth in Colorado. Further, wolves will add stress to elk and deer populations that are already under their goal populations in western Colorado. Wolves will also threaten other species which have been introduced by Colorado Parks and Wildlife including moose. Wolves are apex predators and eat whatever they see that looks like food, not just sick or weak animals.
- Line 27: include elk in wildlife that is below objectives in some areas. “Elk and deer herds in some areas...”

### Page 5

- Lines 2-11:
  - o add that the total costs of wolf reintroduction are estimated at \$5.7 million by year eight with additional ongoing costs to follow.
  - o add that costs associated with this proposal that cannot be covered by revenue from hunting and fishing license fees must be backfilled by the legislature, presumably through the General Fund.
    - o for context, add that in 2018, other states with gray wolves like Washington and Wyoming, each paid more than \$1 million in wolf management expenses.

# Last Draft Comments from Interested Parties

## **Patrick Pratt, representing Pac/West (Cont.):**

Please feel free to contact me with any questions you may have. Thank you again for this opportunity.

## **Susan Thornton, representing herself:**

This explanation of the ballot issue seems comprehensive to me.

Thank you for the opportunity to review it.

## **Ron Velarde, representing himself as an opponent:**

Thanks for the opportunity of commenting on the proposed Initiative 107. I am opposed to this proposal for the following reasons

1. We should not be managing wildlife through a ballot process. The CPW has very qualified staff to address the pros and cons of reintroducing wolves to Colorado
2. Adding another predator to the landscape will have a detrimental impact on the moose, deer and elk populations. This impact will have negative effect on the license sales that presently support the management of all wildlife in Colorado
3. Looking at data from the Wyoming Game & Fish shows that from the initial release of wolves, the moose population decreased by 90 %. The deer and elk populations also decreased during that time period.
4. Putting wolves in Colorado with the present population is bad enough but having them here when the human population reaches 10 million as predicted will not serve the wolves very well. Most of the open space will be gone and this includes USFs and BLM due to the increase in recreation.
5. I noticed that the plan says game damage will be paid by the "state". If this means General Fund, then okay. If it means that the CPW will have to pay for damage with sportsmen and sportswomen dollars then this is a problem. Data from Wyoming shows that it cost them over a million dollars to manage wolves in that state. This amount will be small compared to what is going to happen in Colorado. This does even include the amount of CPW funds needed to have manpower checking to verify damage from wolves, as compared to coyotes, bears and mountain lions.



3rd Draft

# Initiative 107: Reintroduction and Management of Gray Wolves

1 Initiative 107 proposes amending the Colorado statutes to require the  
2 state to:

- 3 • develop a science-based plan to reintroduce and manage gray wolves in Colorado;
- 4 • take necessary steps to begin reintroduction by December 31, 2023; and
- 5 • pay fair compensation for livestock losses caused by gray wolves.

6 **What Your Vote Means**

## Yes

A “yes” vote on Initiative 107 means that the Colorado Parks and Wildlife Commission will develop a plan to reintroduce and manage gray wolves west of the Continental Divide.

## No

A “no” vote on Initiative 107 means that Colorado will not be required to reintroduce gray wolves.

**Commented [ER1]:** Proponents argue that the insertion of this phrase ensures clarity as to the legislative intent.

## 3rd Draft

**1 Summary and Analysis for Initiative 107****2 What happens if Initiative 107 passes?**

3 The Colorado Parks and Wildlife Commission will be required to:

- 4 • develop a science-based plan to reintroduce and manage gray wolves in Colorado by
- 5 December 31, 2023 on designated lands west of the Continental Divide;
- 6 • hold statewide hearings about scientific, economic, and social considerations;
- 7 • periodically obtain public input to update the plan; and
- 8 • use state funds to assist livestock owners in preventing conflicts with gray
- 9 wolves and pay fair compensation for livestock losses.

**10 What will be included in the plan?**

11 The plan will identify gray-source wolves-wolf populations to be reintroduced in  
 12 Colorado, as well as the  
 13 locations, methods, and timing for reintroduction. The plan will also determine how  
 14 to establish and maintain a self-sustaining population, ~~and~~ the criteria for removing  
 15 the gray wolf from the state's threatened and endangered species list and how to pay  
 16 fair compensation for any losses of livestock caused by wolves. The  
 17 reintroduction may be subject to federal approval. The commission is prohibited  
 18 from imposing any land, water, or resource use restrictions on private landowners.

**Commented [ER2]:** This change should make the sentence more understandable to voters.

**Commented [ER3]:** Proponents argue that the insertion of these phrases **ensures consistency with the language of the ballot measure and are key components for the voter being informed of the measure's intent.**

**17 What is the gray wolf?**

18 The gray wolf (*Canis lupus*) is a large social canine that lives in packs. Historically,  
 19 gray wolves were found throughout North America, including Colorado. Gray wolf  
 20 populations declined during the nineteenth and twentieth centuries due to human  
 21 activities, such as hunting and trapping, and were largely eliminated from the lower  
 22 48 states, except for the northern portions of Minnesota and Michigan. They are  
 23 carnivores that consume small and large prey, including elk and deer, and are able  
 24 to survive in a range of habitats if enough food is available.

**25 What is the deer and elk population in Colorado?**

26 Colorado is home to about 710,000 deer and elk, roughly three-quarters of which live  
 27 west of the Continental Divide. The size of these herds is impacted by many factors,  
 28 including disease, hunting, land use, predators, and weather. About 73,000 deer  
 29 and elk were killed statewide by licensed hunters in 2019. Since 2006, the statewide  
 30 deer population has declined, while the elk population has remained relatively stable.

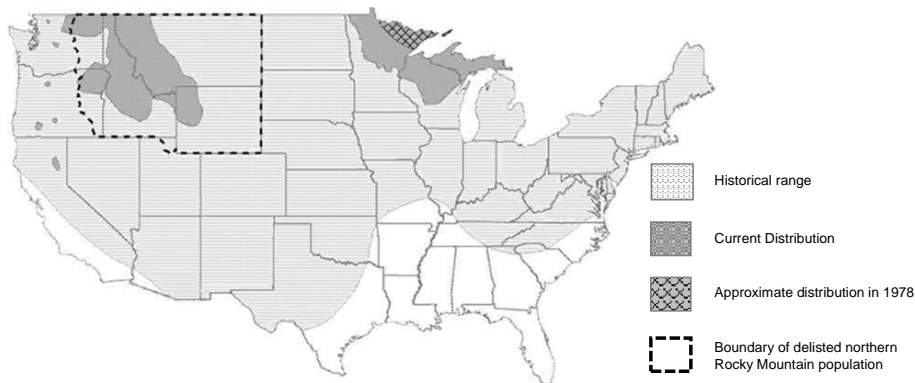
**31 Where does the gray wolf live today?**

32 Gray wolves in the lower 48 states are largely clustered in two self-sustaining  
 33 populations: about 4,000 in the western Great Lakes region and about 2,000 in the  
 34 northern Rocky Mountain region. An additional 60,000 to 70,000 gray wolves live  
 35 throughout Alaska and Canada. While there have been confirmed sightings of gray  
 36 wolves in Colorado in recent years, a self-sustaining population of gray wolves has  
 37 not been confirmed in Colorado since the 1940s. Figure 1 shows the estimated  
 38 current and historical range of the gray wolf in the United States.

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1  
2

**Figure 1**  
**Gray Wolf Range**



3 Source: Adapted from U.S. Fish and Wildlife Service Proposed Rule Docket No. FWS-HQ ES-2018-0097 to  
4 exclude the Mexican gray wolf, a separately listed entity under the Endangered Species Act, which resides  
5 in Arizona and New Mexico.

### 6 Do gray wolves present a danger to humans?

7 All wild animals, including gray wolves, can pose a danger to humans under certain  
8 conditions, and caution should be exercised when near them. Gray wolves are  
9 generally shy of people and tend to avoid contact when possible. Aggressive  
10 behavior from wild gray wolves toward humans is rare. However, when wild animals  
11 are cornered, injured, sick, or become accustomed to humans, they can become  
12 dangerous and cause harm.

### 13 Who manages wildlife in Colorado?

14 The Colorado Parks and Wildlife Commission is responsible for wildlife management  
15 in Colorado and regulates hunting, fishing, and trapping. State law requires wildlife  
16 and their environment to be protected, preserved, enhanced, and managed for the  
17 use, benefit, and enjoyment of the people and visitors of Colorado. The commission  
18 develops recreation areas, wildlife habitat, and species conservation and  
19 management plans.

### 20 How are gray wolves protected and managed in the United States?

21 The Endangered Species Act requires the federal government to conserve and  
22 restore species deemed threatened by or in danger of extinction. In 1978, the  
23 U.S. Fish and Wildlife Service (USFWS) listed the gray wolf as endangered  
24 throughout the contiguous United States, except in Minnesota, where they are  
25 classified as threatened. States are prohibited from managing federally endangered  
26 species without federal permission. In 1995, gray wolves were reintroduced in the  
27 northern Rocky Mountains, and in 2011 they were removed from the federal  
28 endangered species list in that region. Because of this, Idaho, Montana, and  
29 Wyoming now have statewide management authority for gray wolves. Gray wolves  
30 in these states are managed to maintain populations above species recovery  
31 thresholds while mitigating predation on livestock and sustaining deer and elk herds.  
32 These states monitor gray wolf populations and distribution, permit limited hunting

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1 and trapping, and allow gray wolves to be killed in order to protect livestock. These  
 2 states also monitor livestock losses and offer compensation programs for livestock  
 3 owners. Across these three states, confirmed livestock losses total about 300 per  
 4 year, mostly consisting of cattle and sheep.

#### 5 Who would manage gray wolves in Colorado if Initiative 107 passes?

6 If gray wolves remain on the federal endangered species list, management authority  
 7 rests with the USFWS, and the state would need to obtain federal approval prior to  
 8 reintroduction. If gray wolves are removed from the federal endangered species list,  
 9 Colorado could assume management responsibility as other states have done. In  
 10 2019, the USFWS proposed removing gray wolves from the endangered species list  
 11 in the remaining portions of the United States, including Colorado.

For information on those issue committees that support or oppose the measures on the ballot at the November 3, 2020, election, go to the Colorado Secretary of State's elections center web site hyperlink for ballot and initiative information:

<http://www.sos.state.co.us/pubs/elections/Initiatives/InitiativesHome.html>

#### 12 Arguments For Initiative 107

- 13 1) Gray wolves perform important ecological functions that impact other plants and  
 14 animals. Without them, deer and elk can overgraze sensitive habitats such as  
 15 riverbanks, leading to declines in ecosystem health. Leftover prey can also  
 16 provide food for other scavengers such as birds and smaller mammals.  
 17 Reintroducing gray wolves can help support a healthy environment upon which  
 18 Coloradans depend.
- 19 2) Reintroduction is necessary to ensure that a permanent gray wolf population is  
 20 restored to western Colorado. Through eradication efforts such as bounty  
 21 programs, gray wolves were eliminated in Colorado by the 1940s. While there  
 22 have been sightings in Colorado, it is uncertain gray wolves will establish a  
 23 permanent population on their own. The measure aligns with other states'  
 24 successful recovery efforts while considering Colorado's interests.

#### 25 Arguments Against Initiative 107

- 26 1) The presence of gray wolves can cause conflict with humans and animals that  
 27 live in Colorado now. Gray wolves are known to prey on livestock. Deer herds in  
 28 some areas have fallen below population goals established by state wildlife  
 29 managers, and introducing another predator ~~would could~~ put further pressure on  
 30 these herds. In addition, many people live and recreate in areas being considered for  
 31 gray wolf habitat.
- 32 2) Gray wolves from neighboring states have been observed in Colorado, including  
 33 a wolf pack in northwest Colorado in 2020. This suggests that wolves may be  
 34 establishing a presence in the state on their own, making a reintroduction  
 35 program unnecessary. Allowing wolves to come back on their own, rather than  
 36 through an intentional reintroduction, could give Coloradans more time to adapt  
 37 to their presence.

**Commented [ER4]:** Proponents argue that this change is necessary to reflect the speculative nature of this assertion.

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1 **Estimate of Fiscal Impact of Initiative #107**

2 Initiative 107 increases state expenditures by approximately \$300,000 in budget  
 3 year 2021-22 and \$500,000 in budget year 2022-23 for public outreach and  
 4 development of a gray wolf reintroduction plan. Beginning in budget year 2023-24,  
 5 expenditures increase to about \$800,000 per year for the implementation of the wolf  
 6 reintroduction plan. Implementation costs will only be incurred if federal approval is  
 7 received, or gray wolves are no longer listed as endangered and the state is able to  
 8 begin its reintroduction plan. Costs will be paid primarily from hunting and fishing  
 9 license fees or appropriations made by the General Assembly. Actual expenditures  
 10 will depend on the details of the plan developed by  
 11 the Colorado Parks and Wildlife Commission and the amount of livestock losses  
 caused by wolves. If gray wolves remain listed under the Endangered Species Act,  
75% of the reintroduction program costs can be covered by a grant from the U.S.  
Fish & Wildlife Service's Cooperative Endangered Species Conservation Fund.

**Commented [ER5]:** Proponent argue that this change comports with the specific language of the measure, to wit:

(4) IN FURTHERANCE OF THIS SECTION AND THE EXPRESSED INTENT OF VOTERS, THE GENERAL ASSEMBLY:

(a) SHALL MAKE SUCH APPROPRIATIONS AS ARE NECESSARY TO FUND THE PROGRAMS AUTHORIZED AND OBLIGATIONS, INCLUDING FAIR COMPENSATION FOR LIVESTOCK LOSSES THAT ARE AUTHORIZED BY THIS SECTION BUT CANNOT BE PAID FROM MONEYS IN THE WILDLIFE CASH FUND, IMPOSED BY THIS SECTION; AND

(b) MAY ADOPT SUCH OTHER LEGISLATION AS WILL FACILITATE THE IMPLEMENTATION OF THE RESTORATION OF GRAY WOLVES TO COLORADO.

**Commented [ER6]:** This statement is necessary to provide voters a clear sense of the potential fiscal impact.

**Proposition 114**  
**Reintroduction and Management of Gray Wolves**  
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**Proposition 114**  
**Reintroduction and Management of Gray Wolves**

1 **Ballot Title:**

2 Shall there be a change to the Colorado Revised Statutes concerning the restoration of gray  
3 wolves through their reintroduction on designated lands in Colorado located west of the  
4 continental divide, and, in connection therewith, requiring the Colorado parks and wildlife  
5 commission, after holding statewide hearings and using scientific data, to implement a plan to  
6 restore and manage gray wolves; prohibiting the commission from imposing any land, water, or  
7 resource use restrictions on private landowners to further the plan; and requiring the commission  
8 to fairly compensate owners for losses of livestock caused by gray wolves?

9 **Text of Measure:**

10 *Be it Enacted by the People of the State of Colorado:*

11 **SECTION 1.** In Colorado Revised Statutes, add 33-2-105.8 as follows:

12 **33-2-105.8. Reintroduction of gray wolves on designated lands west of the continental**  
13 **divide - public input in commission development of restoration plan - compensation to**  
14 **owners of livestock - definitions.**

15 (1) THE VOTERS OF COLORADO FIND AND DECLARE THAT:

16 (a) HISTORICALLY, WOLVES WERE AN ESSENTIAL PART OF THE WILD HABITAT OF COLORADO BUT WERE  
17 EXTERMINATED AND HAVE BEEN FUNCTIONALLY EXTINCT FOR SEVENTY-FIVE YEARS IN THE STATE;

18 (b) THE GRAY WOLF IS LISTED AS AN ENDANGERED SPECIES ON THE COMMISSION'S LIST OF  
19 ENDANGERED OR THREATENED SPECIES;

20 (c) ONCE RESTORED TO COLORADO, GRAY WOLVES WILL HELP RESTORE A CRITICAL BALANCE IN  
21 NATURE; AND

22 (d) RESTORATION OF THE GRAY WOLF TO THE STATE MUST BE DESIGNED TO RESOLVE CONFLICTS WITH  
23 PERSONS ENGAGED IN RANCHING AND FARMING IN THIS STATE.

24 (2) NOTWITHSTANDING ANY PROVISION OF STATE LAW TO THE CONTRARY, INCLUDING  
25 SECTION 33-2-105.5 (2), AND IN ORDER TO RESTORE GRAY WOLVES TO THE STATE, THE COMMISSION  
26 SHALL:

27 (a) DEVELOP A PLAN TO RESTORE AND MANAGE GRAY WOLVES IN COLORADO, USING THE BEST  
28 SCIENTIFIC DATA AVAILABLE;

29 (b) HOLD STATEWIDE HEARINGS TO ACQUIRE INFORMATION TO BE CONSIDERED IN DEVELOPING SUCH  
30 PLAN, INCLUDING SCIENTIFIC, ECONOMIC, AND SOCIAL CONSIDERATIONS PERTAINING TO SUCH  
31 RESTORATION;

32 (c) PERIODICALLY OBTAIN PUBLIC INPUT TO UPDATE SUCH PLAN;

33 (d) TAKE THE STEPS NECESSARY TO BEGIN REINTRODUCTIONS OF GRAY WOLVES BY  
34 DECEMBER 31, 2023, ONLY ON DESIGNATED LANDS; AND

1 (e) OVERSEE GRAY WOLF RESTORATION AND MANAGEMENT, INCLUDING THE DISTRIBUTION OF STATE  
2 FUNDS THAT ARE MADE AVAILABLE TO:

3 (I) ASSIST OWNERS OF LIVESTOCK IN PREVENTING AND RESOLVING CONFLICTS BETWEEN GRAY WOLVES  
4 AND LIVESTOCK; AND

5 (II) PAY FAIR COMPENSATION TO OWNERS OF LIVESTOCK FOR ANY LOSSES OF LIVESTOCK CAUSED BY  
6 GRAY WOLVES, AS VERIFIED PURSUANT TO THE CLAIM PROCEDURES AUTHORIZED BY  
7 SECTIONS 33-3-107 TO 33-3-110 AND, TO THE EXTENT THEY ARE AVAILABLE, FROM MONEYS IN THE  
8 WILDLIFE CASH FUND AS PROVIDED IN SECTION 33-3-107 (2.5).

9 (3) (a) THE COMMISSION'S PLAN MUST COMPLY WITH SECTION 33-2-105.7 (2), (3), AND (4) AND MUST  
10 INCLUDE:

11 (I) THE SELECTION OF DONOR POPULATIONS OF GRAY WOLVES;

12 (II) THE PLACES, MANNER, AND SCHEDULING OF REINTRODUCTIONS OF GRAY WOLVES BY THE DIVISION,  
13 WITH SUCH REINTRODUCTIONS BEING RESTRICTED TO DESIGNATED LANDS;

14 (III) DETAILS FOR THE RESTORATION AND MANAGEMENT OF GRAY WOLVES, INCLUDING ACTIONS  
15 NECESSARY OR BENEFICIAL FOR ESTABLISHING AND MAINTAINING A SELF-SUSTAINING POPULATION, AS  
16 AUTHORIZED BY SECTION 33-2-104; AND

17 (IV) METHODOLOGIES FOR DETERMINING WHEN THE GRAY WOLF POPULATION IS SUSTAINING ITSELF  
18 SUCCESSFULLY AND WHEN TO REMOVE THE GRAY WOLF FROM THE LIST OF ENDANGERED OR  
19 THREATENED SPECIES, AS PROVIDED FOR IN SECTION 33-2-105 (2).

20 (b) THE COMMISSION SHALL NOT IMPOSE ANY LAND, WATER, OR RESOURCE USE RESTRICTIONS ON  
21 PRIVATE LANDOWNERS IN FURTHERANCE OF THE PLAN.

22 (4) IN FURTHERANCE OF THIS SECTION AND THE EXPRESSED INTENT OF VOTERS, THE GENERAL  
23 ASSEMBLY:

24 (a) SHALL MAKE SUCH APPROPRIATIONS AS ARE NECESSARY TO FUND THE PROGRAMS AUTHORIZED  
25 AND OBLIGATIONS, INCLUDING FAIR COMPENSATION FOR LIVESTOCK LOSSES THAT ARE AUTHORIZED BY  
26 THIS SECTION BUT CANNOT BE PAID FROM MONEYS IN THE WILDLIFE CASH FUND, IMPOSED BY THIS  
27 SECTION; AND

28 (b) MAY ADOPT SUCH OTHER LEGISLATION AS WILL FACILITATE THE IMPLEMENTATION OF THE  
29 RESTORATION OF GRAY WOLVES TO COLORADO.

30 (5) AS USED IN THIS SECTION, UNLESS THE CONTEXT OTHERWISE REQUIRES:

31 (a) "DESIGNATED LANDS" MEANS THOSE LANDS WEST OF THE CONTINENTAL DIVIDE IN COLORADO THAT  
32 THE COMMISSION DETERMINES ARE CONSISTENT WITH ITS PLAN TO RESTORE AND MANAGE GRAY  
33 WOLVES.

34 (b) "GRAY WOLF" MEANS NONGAME WILDLIFE OF THE SPECIES *CANIS LUPUS*.

35 (c) "LIVESTOCK" MEANS CATTLE, HORSES, MULES, BURROS, SHEEP, LAMBS, SWINE, LLAMA, ALPACA,  
36 AND GOATS.

37 (d) "RESTORE" OR "RESTORATION" MEANS ANY REINTRODUCTION, AS PROVIDED FOR IN  
38 SECTION 33-2-105.7 (1)(a), AS WELL AS POST-RELEASE MANAGEMENT OF THE GRAY WOLF IN A  
39 MANNER THAT FOSTERS THE SPECIES' CAPACITY TO SUSTAIN ITSELF SUCCESSFULLY.