

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.

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

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 December
- 5 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 wolves
- 9 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?**

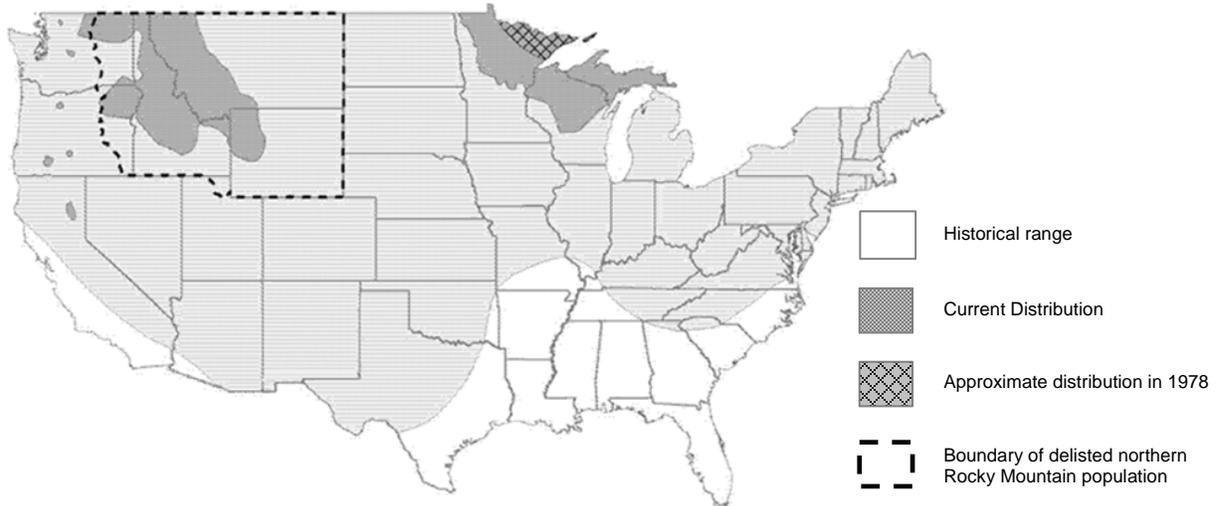
26 Colorado is home to about 710,000 deer and elk, roughly three-quarters of which live
27 west of the Continental Divide. The size of these herds is impacted by many factors,
28 including disease, hunting, land use, predators, and weather. About 73,000 deer
29 and elk were killed statewide by licensed 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.

1
2

Figure 1
Approximate Gray Wolf Range



3
4
5

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

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

7
8
9
10
11
12

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

13 **Who manages wildlife in Colorado?**

14
15
16
17
18
19

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

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

21
22
23
24
25
26
27
28
29
30

The Endangered Species Act requires the federal government to conserve and restore species deemed threatened by or in danger of extinction. In 1978, the U.S. Fish and Wildlife Service (USFWS) listed the gray wolf as endangered throughout the contiguous United States, except in Minnesota, where they are classified as threatened. States are prohibited from managing federally endangered species without federal permission. In 1995, gray wolves were reintroduced in the northern Rocky Mountains, and in 2011 they were removed from the federal endangered species list in that region. Because of this, Idaho, Montana, and Wyoming now have statewide management authority for gray wolves. Gray wolves in these states are managed to maintain populations above species recovery

1 thresholds while mitigating predation on livestock and sustaining deer and elk herds.
2 These states monitor gray wolf populations and distribution, permit limited hunting
3 and trapping, and allow gray wolves to be killed in order to protect livestock. These
4 states also monitor livestock losses and offer compensation programs for livestock
5 owners. Across these three states, confirmed livestock losses total about 300 per
6 year, mostly consisting of cattle and sheep.

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

8 If gray wolves remain on the federal endangered species list, management authority
9 rests with the USFWS, and the state would need to obtain federal approval prior to
10 reintroduction. If gray wolves are removed from the federal endangered species list,
11 Colorado could assume management responsibility as other states have done. In
12 2019, the USFWS proposed removing gray wolves from the endangered species list
13 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>

14 **Arguments For Proposition 114**

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

27 **Arguments Against Proposition 114**

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

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 primarily from hunting and fishing license fees or appropriations made by the state
10 legislature. Actual state spending will depend on the details of the plan developed
11 by the Colorado Parks and Wildlife Commission and the amount of livestock losses
12 caused by wolves.