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## **From Tradition to Policy:**

# The Evolution and Impact of Hunting Licenses in Utah

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## Introduction

Hunting has played a vital role in Utah's history, shaping the state's economy, culture, and wildlife conservation efforts. From early Indigenous communities who relied on hunting for survival to the modern-day regulated hunting system, the state has witnessed significant changes in how hunting is managed. Over the years, Utah has implemented structured hunting policies to ensure sustainable wildlife populations while generating crucial funding for conservation programs. These policies have evolved in response to environmental concerns, population growth, and economic considerations, making them an essential component of the state's wildlife management strategy.

This paper examines the evolution of Utah's hunting license policies and their role in funding wildlife conservation programs while contributing to the state's economy. This paper will highlight the significance of structured hunting regulations in ensuring ecological and economic sustainability by exploring the historical development of these policies, the current licensing system, and the financial impact of hunting license revenue. Additionally, it will address challenges and controversies surrounding the hunting license system.

## Historical Development of Hunting Licenses in Utah

Before the establishment of hunting regulations, Utah's wildlife was heavily exploited for food and trade.<sup>1</sup> Similar to early fishing practices which saw settlers using unregulated methods like traps and seines to catch large quantities of fish,<sup>2</sup> hunting was largely unrestricted. By the late 1800s, concerns arose over declining game populations, leading to the first conservation laws.<sup>3</sup>

As Utah's population grew, the necessity for wildlife management became increasingly apparent, prompting state officials to develop policies that would ensure long-term sustainability. In 1853, Utah enacted its first fishing law, prohibiting poison or explosives in water bodies. This same principle was later applied to hunting, banning destructive practices like market hunting and mass trapping game animals.<sup>4</sup>

The introduction of licensing requirements was a direct response to overexploitation. Early Utah fishing laws set restrictions on the number and type of fish caught, particularly for species like trout, which faced population declines. Similarly, hunting licenses were introduced in the late nineteenth and early twentieth centuries to regulate big game species such as deer, elk, and bison harvest.<sup>5</sup>

Licensing serves multiple purposes. It generates revenue for conservation programs, helps officials track game populations, and ensures that hunting is conducted ethically. As fishing laws in the 1900s required permits for certain species, hunting laws followed suit, mandating tags and permits for deer and other large game. The goal was to create a system that balanced the needs of hunters with the necessity of preserving Utah's wildlife.<sup>6</sup>

Licenses also serve to manage and maintain herd health. According to the Utah Division of Wildlife Resources (DWR), licenses and permits are used to manage population size, reduce disease concerns, and improve the health of the habitat.<sup>7</sup> By managing species' populations, wildlife experts can work to support species' needs. In specific areas with high rates of disease, hunters can help reduce the number of diseased animals. Managing population size can also help prevent habitat degradation through overgrazing.<sup>8</sup>

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## Current Hunting License System in Utah

There are three main types of licenses that can be acquired in Utah—basic hunting licenses, basic fishing licenses, and combination licenses. To be eligible to buy a license or apply for a permit, hunters must go through a hunter's education course. There are different courses depending on age, type of weapon being used, and whether hunters are in a group. There are also courses for trapping and capturing various birds and smaller game animals.<sup>9</sup>

Basic hunting licenses allow hunters to hunt small game including various species of waterfowl and upland game.<sup>10</sup> Nonresident licenses can cost upwards of three times as much as resident licenses, depending on the age of the purchaser. These typically last for one year from the date the license is purchased. Multiyear licenses can be purchased for up to five years. A combination license in Utah allows individuals to hunt small game and fish, and it is only slightly more expensive than purchasing a basic hunting or fishing license separately.<sup>11</sup>

For larger game animals, hunters must purchase a big game season permit on top of their basic hunting license. Included in these general permits are special permits for landowners to hunt on private property or, conversely, to help conserve animals on their property.<sup>12</sup> There are also limited entry permits where hunters must enter a drawing for the opportunity to hunt these animals. Deer, elk, pronghorn, moose, bison, bighorn sheep, goats, bear, turkey, swan, and cranes are among the animals included in limited entry drawings to monitor their population size. Drawings occur every year, and many hunters can reenter every year, even if they have won a drawing in the past. Certain species can only be hunted once. To hunt these species, hunters must obtain the necessary once-in-a-lifetime permits.<sup>13</sup>

For most hunting licenses and permits in Utah, hunters can hunt on both public and private land within the area for which their license is valid, as long as they have the landowner's permission to access private property. Cooperative Wildlife Management Units (CWMUs) are different. Their private lands get enrolled in a special program that provides public hunters with limited access through a separate draw system. These units "incentivize landowners to keep private range and forest lands as wildlife habitat instead of developing them."<sup>14</sup> CWMUs also allow for hunters to have more opportunities to hunt in less competitive, sparsely populated areas. There are two ways to be authorized to hunt on a CWMU. The first is to enter a public drawing, similar to limited-entry hunts. The second is to get a permit voucher from the landowner of the CWMU. Once a hunter has a permit, he or she can only hunt on the CWMU that their permit specifies, and they cannot take more than one pronghorn, moose, buck, or bull elk in a year.<sup>15</sup>

When applying for permits or licenses, hunters often have bonus points or preference points that give them a better chance of being drawn in the lottery. These points are collected when a hunter applies for a permit and is not selected. Hunters can also apply for additional points to increase their chances of being drawn in the next year. This system, established in 1993, awards 50% of the permits to those with the most points, while the rest are awarded through a random draw that favors higher point holders.<sup>16</sup>

After obtaining a permit or a license and filling the tag, there are reporting requirements that hunters must follow. These reports keep track of the population of the species and keep the hunters accountable. They must report the date and the location where they filled the tag. For deer and elk hunters, they must also report the number of points on each antler and the antler width from the widest points. For bull elk hunters, in addition to the previous requirements, they must also report the length of the main beam and the length of each point.<sup>17</sup>

## Economic Benefits

Hunting licenses and related costs are a critical funding source for wildlife conservation, habitat management, and state agency operations, generating significant revenue that support jobs, conservation programs, and public lands. In the last five years, revenue from hunting licenses has generated over \$40 million per year, with steady increases each year. In 2019, the state generated roughly \$42 million. In 2025, the state generated over \$50 million. The revenue from hunting licenses, both general and limited, provides crucial funding for various organizations and programs within the state. According to

the DWR's financial overview, "The majority of DWR's revenue is generated from the sale of hunting and fishing licenses and permits."<sup>18</sup> The DWR is responsible not only for hunting and fishing but also for many conservation efforts and species' protection in Utah.

Hunting license revenue in Utah directly supports conservation and education programs, such as Project WILD, which teaches schoolchildren about wildlife and habitat protection.<sup>19</sup> Funds also contribute to initiatives like the Watershed Restoration Initiative and Wildlife/Waterfowl Management Areas that ensure sustainable habitats for hunted species across nearly 500,000 acres.<sup>20</sup>

Additionally, hunting-related revenue supports the Great Salt Lake Ecosystem Program and Wildlife Migration Initiative, which help preserve critical ecosystems and migration corridors essential for game species.<sup>21</sup> Hunting expenditures significantly support Utah's economy. In 2022, Utah had 267,240 licensed hunters who collectively spent \$440 million on hunting-related purchases,<sup>22</sup> contributing to a total economic impact of \$579 million.<sup>23</sup> This spending supported 4,560 jobs, generated \$189 million in salaries and wages, and added \$320 million to the state's gross domestic product (GDP).<sup>24</sup> Additionally, in 2024 alone, hunting revenue contributed \$38 million in state and local taxes and \$45 million in federal taxes, funding essential wildlife management programs, research, and the maintenance of public lands. These funds are vital in sustaining conservation efforts, enforcing hunting regulations, and maintaining access to outdoor recreational areas.<sup>25</sup>

In the 2025 Utah legislative session, fees for nonresident hunters nearly doubled.<sup>26</sup> While this may cause some distress for hunters affected by this price increase, it will bring the state more money to be able to fund the various programs listed above.



## Challenges and Controversies

Balancing conservation efforts with hunting rights is a complex challenge that requires sustainable management strategies to ensure wildlife protection and continued hunting regulation. While hunting license fees and excise taxes play a significant role in conservation funding, overharvesting and habitat destruction can threaten certain species, making it essential for wildlife agencies to implement science-based quotas and restrictions.<sup>27-28</sup> Ethical concerns surrounding hunting regulations are often debated in public discourse, with some advocating for stricter limits on hunting practices to prevent unnecessary suffering of animals and ecological imbalances. In contrast, others emphasize the cultural and economic significance of hunting traditions.<sup>29</sup> These debates contribute to conflicts between wildlife conservationists and hunting advocates. Climate change and habitat loss have intensified conservation challenges as shifting weather patterns, wildfires, and human expansion into natural habitats threaten wildlife populations and disrupt traditional hunting grounds.<sup>30</sup> As species struggle to adapt to these environmental changes, hunting regulations may need to be adjusted to prevent further stress on vulnerable populations.<sup>31</sup> Poaching and illegal hunting also undermine conservation efforts by depleting protected species and disrupting ecosystems.<sup>32</sup> Despite strict laws and enforcement measures, poaching remains a global problem fueled by black-market demand. More substantial penalties and increased conservation funding may combat these illegal activities more effectively.<sup>33</sup> Addressing these interconnected issues requires collaboration between policymakers, conservationists, and hunting communities to develop regulations that balance ecological sustainability with preserving hunting traditions.

## Conclusion

Hunting is an essential part of Utah's culture, providing recreational enjoyment, a sustainable harvest of clean protein, and significant economic benefits. The state prioritizes environmental and wildlife conservation efforts that heavily rely on revenue from hunting licenses. These funds directly support conservation programs and education. Hunting licenses also play a crucial role in wildlife management by regulating species populations and preventing overhunting. Successful restoration efforts of elk and bighorn sheep, as well as transplant efforts to distribute pronghorn and mountain goats, stand as testimony to the effectiveness of this system in supporting long-term conservation.<sup>34</sup>

## Endnotes

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