

Broadening the Constituencies of State Fish and Wildlife Agencies:

Some Successful Strategies



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Need

In the early 1900s, some state fish and wildlife agencies began charging fees for hunting and fishing licenses to fund their wildlife management programs. Hesitation to support these fees arose among some professionals because they felt management would then be focused on game species rather than on all species of wildlife (Madson 1994). Given the dire financial situation, however, all states eventually followed suit. Today, fish and wildlife agencies receive most of their support, both financial and otherwise, from consumptive wildlife users, i.e., hunters, anglers, and trappers. And, as predicted by some, it is common for today's agencies to focus their limited funds toward programs designed to support consumptive use, often at the expense of nonconsumptive programs.

In recent years, however, both consumptive and nonconsumptive uses of wildlife have been on the decline, and although statistics show only a 1 percent decrease in the number of hunters and anglers between 1991 and 1996 (U.S. Department of the Interior et al. 1997), many agencies are feeling the pinch of fewer license sales (U.S. Department of the Interior 1997).

America's changing demographics help explain the decrease in consumptive use. The aging and urbanization of the population and a decrease in the ratio of whites (the race that makes up most of the hunter population) to other races contribute to the decline in the number of hunters and anglers (Lapointe et al. 1993, Brown 1997).

While the number of nonconsumptive users is decreasing, they are demanding

more products and services than ever before from their state fish and wildlife agencies (Lapointe et al. 1993, Thorne et al. 1992, Wright et al. 1991). Many of them appear willing to offer support (Decker et al. 1996, Hamilton 1989); however, in most cases they have yet to make significant financial contributions in return for these products and services.

Most agencies agree their support base must be broadened. From a 1997 nationwide assessment of fish and wildlife management leaders conducted by the U.S. Fish and Wildlife Service's Management Assistance Team (MAT) emerged two major issues of concern for state agencies: (1) a need for adequate, stable funding and (2) a need to broaden the constituency base without jeopardizing the loyal support from traditional users. Often, the two go hand-in-hand.

As agencies reach out more to nonconsumptive users, they fear losing the support of the traditional users. The fact that traditional users must now "share" their state wildlife agencies with a new category of users has caused some tension (Decker et al. 1996). Some groups do not see nonconsumptive users' needs as legitimate, or they believe these new users will try to sway agencies away from providing for consumptive uses of wildlife (Lapointe et al. 1993). Interestingly, however, the majority of hunters and anglers also engage in wildlife-watching activities, and almost half of the wildlife-watchers hunt or fish (U.S. Department of the Interior et al. 1997). Thus, some agency nonconsumptive programs

benefit consumptive users, too, and vice versa.

Passage of the Conservation and Reinvestment Act (CARA), currently being considered by the U.S. Congress, will result in new questions concerning agency spending, programs and services, and stakeholders. The act includes the concepts of a federal program, popularly known as Teaming With Wildlife, that would dedicate hundreds of millions of dollars to the states annually for wildlife conservation, recreation and education. If the act becomes law, it would mean that not only will many state nonconsumptive and educational programs have a new lease on life, but also that states will have to provide the 10 to 25 percent matching funds required to access CARA funds.

The need for state fish and wildlife agencies to broaden their constituencies is clear. Although the availability of support and resources for agencies has somewhat declined, some states have been successful in developing programs to broaden their constituencies and secure alternative funding.

To better understand how agencies accomplished this, the authors turned to public relations and communication science. Over the last five decades, researchers have studied public communication campaigns to learn more about communication's role in generating support for a wide range of issues. One of the earliest studies (as described in Cartwright 1971) looked at the effectiveness of the savings bond campaign during World War II and found that to effect a behavior change, communications must stimulate the three processes of awareness,

motivation, and behavior. Whereas most communication campaigns concentrate heavily on the first process, they consider the second only slightly, and the third almost not at all.

As communication researchers explored what does and does not work in information campaigns, they began to develop a set of guidelines for formulating effective campaigns. Rogers and Storey (1987) identified nine factors that contribute to the effectiveness of a public information campaign: (1) widespread exposure of the messages, (2) use of the mass media, (3) use of interpersonal communication, (4) the audience's perceived credibility of the information source, (5) use of formative evaluation research, (6) relation of the desired behavior to individual beliefs, (7) provision of immediate rewards to supporters, (8) audience segmentation, and (9) timeliness and accessibility of media and interpersonal messages. Guided in part by Rogers' and Storey's factors, our study explores the following research questions:

1. What characteristics are shared by states' public communication campaigns that effectively broadened the state wildlife agencies' constituencies?
2. How often and to what extent were Rogers' and Storey's (1987) nine factors of an effective information campaign implemented in these states' campaigns?
3. What other factors may have contributed to the effectiveness of the states' programs?

Methods

In consultation with the U.S. Fish and Wildlife Service's Management Assistance Team and various fish and wildlife professionals nationwide, we chose six states whose programs appeared to successfully broaden the constituency of the state fish and wildlife agency and/or provide a source of substantial funding. We looked for state programs that used public involvement in their formulation, their passage or implementation, and/or their operation. The following programs were chosen for our in-depth study:

- the *Great Outdoors Colorado Trust Fund*, which as of 1992 uses lottery revenues to provide funding for outdoor interests, including Colorado Division of Wildlife programs;

- Illinois Department of Natural Resources' *Conservation Congress*, a formal public participation process implemented in 1992, and *Conservation 2000 (C2000)*, a multi-agency funding initiative passed in 1995;

- Missouri's *Conservation Tax*, a one-eighth of 1 percent state sales tax passed in 1976 that helps support Missouri Department of Conservation programs;

- Virginia's *House Bill 38*, a state code amendment passed in early 1998 providing the Virginia Department of Game and Inland Fisheries with 2 percent of the state's 4.5 percent sales tax on hunting, fishing, and wildlife-related equipment;

- Arizona's *Heritage Fund*, which was passed by voters in 1990 and uses lottery revenues to provide funds for the Arizona Game and Fish Department; and

- The 1996 passage of Arkansas' *Conservation Tax*, also a one-eighth of 1 percent state sales tax, some proceeds of which go to the Arkansas Game and Fish Commission.

In each of the six states, we conducted in-depth, personal interviews with several people who were involved with or knowledgeable about the formation of the program under study. We conducted 12 telephone interviews in those instances where face to face meetings were not feasible. The interviewers in each state included Kolus, as well as one or two fish and wildlife professionals from various state or federal agencies from across the country. Notes were taken, and the interviews, with the exception of the telephone interviews and one personal interview, were tape recorded. Between August 1998 and June 1999, we completed 122 interviews. Nineteen people were interviewed in Illinois: 12 about the Conservation Congress and seven about C2000; 19 were interviewed in Arkansas; 26 in Virginia; 15 each in Colorado and Arizona; and 28 in Missouri.

The interviews, discussed further below, were designed to determine how the program in question was formulated and how public support was gathered. In Missouri, however, we took a different approach. The effort behind Missouri's conservation tax has been well-documented and is considered by many to be a model of success. The tax has been in effect for more than 20 years now; thus, we decided to find out what Missouri Department of Conservation has done with all this money so far, and how the tax has helped the agency broaden its constituency. The results of the Missouri interviews can be found in the

supplement provided at the end of this report. Our discussion here, therefore, is based solely on our results from Colorado, Illinois, Virginia, Arkansas, and Arizona.

Of the 94 respondents in these five states, 41 were wildlife agency employees at the time the programs in question were being formed, and 14 were involved in state government, either as legislators, wildlife agency board members, or governor's office employees. The remaining 39 people were affiliated with other organizations, state agencies, universities or private businesses. Interviewees were chosen for their knowledge and expertise about the program based on input from personnel from each state fish and wildlife agency under study; in some cases, additional recommendations came from other sources, including the interviewees themselves.

The study's research questions were used to develop objectives for the interview instrument; from these objectives, the interview questions were formulated. Colorado was used to pretest the interview instrument. Colorado interviews were completed in two rounds: one in August 1998 and the other in May and June 1999. The interview instrument underwent some minor changes after the first round, with a few questions being deleted, combined or their format changed to a Likert scale. Generally, however, questions asked before and after the instrument changes were similar enough to allow complete analyses of all responses gathered. Aside from the first seven Colorado interviews, then, the same 37 questions were asked of all interviewees in each state to determine how the idea for the

program under study came about, and what was involved in getting the support required for its implementation. Six questions were based on a Likert scale; the rest were open-ended. Not all respondents answered all questions, depending on their familiarity with various aspects of the program. Supporting documentation was also collected in all states. Such documentation was most often used simply to verify facts provided by the interviewees; thus, most of the information reported here is based on the personal interviews.

Responses to the open-ended questions were qualitatively analyzed based on methods described by Rubin et al. (1995). As Rubin suggested, each response's main points were determined and then all the responses' main points were categorized into overall themes for each question. For the Likert scale questions, we determined averages from all the responses gathered. Within each program studied, findings were summarized for each of the 37 questions and then were comparatively analyzed among the six programs. Emerging themes and commonalities among the programs are presented here.

Findings

The extent of public involvement and solicitation of public support differed in the development of Illinois' Conservation Congress and C2000, Virginia's House Bill 38, Arkansas' Conservation Tax, the Arizona Heritage Fund, and Great Outdoors Colorado. The operations of the two Illinois programs depend heavily on the participation of constituents; however, the development of the Congress and the passage of C2000 through the legislature took less public involvement than did the efforts in the other states. Both C2000 and the Conservation Congress were largely the results of internal efforts, although C2000 was based on recommendations from the Congress and a governor-appointed task force. Some lobbying by constituents occurred for C2000, but was less of an issue for the Congress.

On the other hand, constituents in the other four states are somewhat less involved in the operations of the programs (although public input is solicited), but were important in the programs' development and passage. Virginia used its constituents to a great extent by encouraging them to lobby the legislature in support of HB 38 and also by considering their input in the initial determination of the funding source. And because the efforts in Arkansas, Arizona, and Colorado were ballot amendments, the agencies relied on supporters to carry the programs through to their passage; therefore, soliciting public support was imperative to their successes. In fact, the initiatives were led by citizens groups, with the agencies helping when they legally could.

To better understand the discussions that follow,

descriptions of the six programs studied are provided below.

The Programs

Colorado: the Great Outdoors Colorado Trust Fund (GOCO)

A constitutional amendment to create the Great Outdoors Colorado Trust Fund (GOCO) was put on the ballot by a citizens' initiative and approved by voters in 1992. GOCO receives a portion of the state's lottery proceeds and uses a granting process to fund projects for wildlife, outdoor recreation, open space and local governments. The Colorado Division of Wildlife (CDOW) receives such grant money to: (1) develop watchable wildlife opportunities, (2) implement educational programs about wildlife and their environment, (3) provide programs to maintain Colorado's wildlife diversity, and (4) protect crucial wildlife habitats through land acquisition or restoration. The Colorado Division of Parks and Outdoor Recreation, local governments, and non-profit land conservation organizations also receive funding from GOCO.

The state lottery system had been created by constitutional amendment 12 years prior, and a portion of its revenue was to go to conservation and outdoor recreation interests. The legislature, however, often took advantage of a clause in the amendment that allowed revenue to be reallocated as the legislature saw fit. So, when a citizens' committee was formed to research possible funding options for outdoor interests, the lottery emerged as a good choice.

Since 1993, GOCO has received more than \$144 million in lottery revenue. The first few years its share of lottery revenue was reduced by prior obligations the state had made to allocate some

lottery proceeds to its Capital Construction Fund. But since December 1, 1998, GOCO is receiving its full share (50 percent) of lottery net proceeds (the other 50 percent continues to be allocated to the Conservation Trust Fund and the Division of Parks and Outdoor Recreation). The allocated amount to GOCO is capped at \$35 million in 1992 dollars. GOCO expects to receive approximately \$44 million in 1999.

CDOW's share of wildlife grants provided by GOCO has resulted in \$16.8 million and 118 projects funded since 1994. Since GOCO grants are awarded on a matching funds or services basis, the amount CDOW received for these projects is actually more, with \$34.4 million contributed by other partners. Also, since CDOW participates in some open space grants, as well, the amount of GOCO funds the agency has received is even higher (<http://www.goco.org>).

Illinois: the Conservation Congress

Note: The Illinois Department of Natural Resources (IDNR) was created in July 1995. It combined several agencies, including the Department of Conservation. Although some of the events discussed here took place prior to 1995 and relate mainly to the Department of Conservation, the Department of Natural Resources is used as the agency reference throughout to provide consistency.

The Conservation Congress was created shortly after the 1991 appointment of a new director to the Department of Conservation. It is a mock congress that

encourages the participation of IDNR's constituents in the agency's decision-making process. The congress is modeled after the legislative process with delegates and caucuses, and it culminates in the making of recommendations to an Assembly of Delegates. IDNR staff are also involved. The Assembly of Delegates meets every three years, with its first meeting occurring in February 1993. The Conservation Congress is strictly advisory, but most recommendations are implemented by IDNR at least to some extent.

According to the Conservation Congress Staff Handbook (available from IDNR's Division of Constituency Services), almost 1200 invitations were mailed to the leaders of 700 constituent groups prior to the first regional caucuses that were held in 1992. From these, 400 groups participated by naming Congress representatives.

The Handbook describes how the Congress works. Invitations are sent to constituent groups by the IDNR director, and 48 statewide groups are selected to appoint a delegate to the Assembly of Delegates. In addition, 70 regional delegates are elected at the regional caucuses, for a total of 118 delegates (equal to the number of chairs in the Illinois House of Representatives).

The state is divided into five regions, each of which holds a series of regional caucuses. At the first caucus, issues are brainstormed. Breakout groups are established and facilitated by IDNR staff. Each representative has 10 votes available to identify

issues of importance to that group. The top 10 issues will then be addressed in that region during the remainder of the Congressional cycle.

The second caucus is held about a month later at which breakout groups discuss potential solutions to the issues identified earlier. During the third caucus, solutions are further developed. Regional delegates are elected in the fourth and final caucus, and discussions about solutions are continued.

After the caucuses, work teams are set up to refine and sometimes combine issues and solutions and to prioritize recommendations. Twelve work teams are established; six from Regions 1 and 2 and six from Regions 3, 4, and 5. Each set of six represents six different subject areas; for example, education, outdoor recreation, etc.

A technical advisory panel (TAP) reviews the recommendations for legal and administrative feasibility.

Finally, an Assembly of Delegates is held at the Illinois State Capitol during which the 118 delegates meet for three days to debate, amend, prioritize and vote on the recommendations that emerged from the caucuses and work teams. On the final day, each of the six committees (with the same subject areas as the work teams) can present six recommendations to the Assembly of Delegates. A final vote is then taken to accept or reject each recommendation. Those accepted are summarized in a booklet and presented to the IDNR director and the governor. IDNR responds to each recommendation and, if the

Department agrees with it, begins work toward its implementation.

An Executive Committee serves as a steering committee and is made up of 11 elected delegates, one from each of the six committees and each of the five regions, as well as a 12th member who acts as secretary and is appointed by the IDNR director.

Illinois: Conservation 2000 (C2000)

Conservation 2000 is based on recommendations of the Conservation Congress. It is a six-year, \$100 million comprehensive initiative passed by the governor in 1995. C2000 funds nine programs across three state natural resource agencies: IDNR, the Illinois Environmental Protection Agency, and the Illinois Department of Agriculture. The programs are designed to protect Illinois' natural resources and expand outdoor recreational opportunities by partnering IDNR with other state agencies and private organizations. These partnerships take a long-term approach to resource management.

Virginia: House Bill 38 (HB 38)

Early in 1998, the Virginia state legislature unanimously passed House Bill 38, which was then signed by the governor and became law July 1, 1998. HB 38 will use state sales tax revenue to provide an additional \$12 million a year to the Virginia Department of Game and Inland Fisheries' (VDGIF) \$36 million annual budget. The first allocation of this new revenue will occur in October 2000.

The revenues from Virginia's 4.5 percent sales tax are distributed in the following manner: 2 percent goes to local governments, .5 percent to a transportation fund, and 2 percent to the state's general revenue. Once HB 38 takes effect, the latter 2 percent of tax revenue collected from the sales of hunting, fishing, and wildlife watching equipment will be allocated to VDGIIF. Qualifying purchases are based on categories listed in the U.S. Fish and Wildlife Service's National Survey of Fishing, Hunting, and Wildlife-Associated Recreation, and figures from this survey related to Virginia consumers are used to determine the 2 percent allocation.

Up to 50 percent of the money allocated will go into VDGIIF's newly created Capital Improvement Fund to be put toward maintenance and operations. Currently, the agency's share of the tax revenue is capped at \$13 million a year.

Arkansas: the Conservation Tax

In 1996, the citizens of Arkansas voted on a constitutional amendment that would impose a one-eighth of 1 percent state sales tax, the revenues of which would go to four state agencies. Amendment 75, which passed with a 51 percent vote, allocates 45 percent of the Conservation Tax revenue to the Arkansas Game and Fish Commission (AGFC), 45 percent to the Parks Division of the Arkansas Department of Parks and Tourism (ADPT), 9 percent to the Department of Arkansas Heritage (DAH) and 1 percent to the Keep Arkansas Beautiful Commission (KAB; also a Division of ADPT). (DAH is

responsible for scenic rivers, the Natural Heritage program, historic preservation, museums, and the like; KAB is an entity that provides education and other such programs to educate people about the negative effects of litter). The tax generates \$32-37 million annually, of which AGFC receives approximately \$17 million a year.

The 1996 election marked the fourth attempt by AGFC to pass the Conservation Tax passed on the ballot. In 1984, AGFC staff and volunteers collected enough signatures to put such an amendment on the ballot, but it failed. Two years later, they again collected plenty of signatures but ran into a conflict with the way the tax would affect the Food Stamp Act (the Act was later changed to exclude food stamp eligible items from sales taxes, thus eliminating the conflict). Rather than jeopardize Arkansas' food stamp program, AGFC decided to withdraw its ballot initiative.

It wasn't until 1994 that the Conservation Tax amendment appeared on the ballot again. AGFC had been looking into other ways to increase funding, and this led to a funding study done by a legislative committee. A similar study was underway for ADPT, also. Thus, the legislature became aware of the needs of these agencies, along with those of DAH and KAB, and came to support the idea of a Conservation Tax to benefit these four agencies. Rather than require a petition to place it on the ballot again, the legislature voted to include the Conservation Tax amendment as

one of its three legislatively chosen ballot initiatives. At the last minute, however, a legal technicality concerning how the

amendments were published for public review resulted in the removal of all amendments from the ballot.

Staying true to the tax's supporters, the legislature again put the Conservation Tax amendment on the 1996 ballot; this time, it passed.

Arizona: the Heritage Fund

In 1990, the citizens of Arizona voted on Proposition 200, a ballot initiative allocating \$20 million in state lottery revenues to the Arizona Game and Fish Department (AGFD) and the Arizona State Parks Board, with each agency receiving \$10 million annually. The initiative passed with a 62 percent vote, the largest margin of support out of all the initiatives on the ballot that year. This came after years of researching other methods of funding and trying to get legislative support for alternative funding for AGFD. The legislature, however, viewed such ideas unfavorably, so supporters decided to take the issue to the citizens and put it on the ballot. The Nature Conservancy was instrumental in organizing a broad coalition of consumptive and nonconsumptive users, called the Arizona Heritage Fund Alliance (later changed to simply the Arizona Heritage Alliance), in a grassroots effort to collect petition signatures and support for the Fund.

The money AGFD receives from the Fund is allocated in specific percentages to five project areas: environmental education; public access; urban wildlife; habitat evaluation and protection; and habitat acquisition, identification and inventory, including

protection for threatened and endangered species' habitats. A granting process is used, along with direct expenditures, to support programs in these areas.

The legislature, however, still does not support the Heritage Fund to this day, and each year an attempt is made to discontinue or redistribute Fund money. The Heritage Alliance continues today as a Fund watchdog and is instrumental in gathering support to defeat these attempts.

Early Development

How and why did the ideas for these six programs emerge? Often a variety of occurrences pushed them along. Five of the six programs used some sort of legislative committee or task force to study the agencies' funding situation, funding options, or the states' natural resource needs. The findings of these studies provided impetus for developing the programs. Four programs were driven by the agencies' dire financial situations, with two agencies enduring financial audits. AGFC conducted such an audit internally; VDGIF was audited by the state auditor. Both audits documented the need for additional agency funding; in fact, Virginia respondents often cited the importance of the Auditor's report as a credible, outside verification of VDGIF's financial woes, which helped gather support for HB 38.

All states held public hearings or conducted surveys to collect input on funding options or to determine what the public wanted from the agency, and all researched other states' programs and ideas.

Illinois' Conservation Congress also had two high-ranking factors in its development: the governor's and director's pro-public involvement attitudes, and the desire to bring together various constituent groups. And Arizona's and Colorado's efforts both turned to ballot initiatives after learning that all but a few legislators were largely unsupportive of their ideas.

Colorado's GOCO, Illinois' C2000, Arkansas' Conservation Tax, and Arizona's Heritage Fund all involve more than one state agency (and in Colorado, local governments and non-profit

groups, too) as beneficiaries of the program.

Timing and external factors may also have played roles in the programs' successes. Three states were enjoying good economies at the time, while Illinois was experiencing an economic recession during the Conservation Congress's formation and was just coming out of this financial crisis at the time of C2000. State government in Arizona was dealing with low revenues during the Heritage Fund initiative; in fact, the Fund, once passed, waived its first year's receipts (which would have been from the past year, anyway) because of this.

Arizona and Colorado were both experiencing rapid growth and development, which likely contributed to the perceived need for programs to protect the environment and thus provided for greater public support of GOCO and the Heritage Fund.

All states endured a change in government administration at some point during the development of their respective programs. Arkansas, Illinois and Colorado all enjoyed the new governors' support of their programs. According to respondents in Arizona, the governor-elect had originally supported the Heritage Fund initiative; however, once he took office, his actions spoke otherwise. Different opinions existed of governor support in Virginia; apparently, the new governor was more environmentally-inclined than the previous one, although the outgoing governor was supportive of consumptive uses. That the Virginia legislature was almost evenly split by party was

mentioned often by Virginia's respondents as an advantage.

In Illinois, a growing interest in conservation issues emerged after the 1993 flood. Although an anti-government sentiment existed, the new governor was all for public involvement in state government. Some respondents thought the public perceived IDNR as inaccessible, or that there existed a general unhappiness with the agency, both which could be resolved by the implementation of the Conservation Congress.

Negative factors influenced the programs, as well. In Arkansas and Colorado, for instance, an anti-tax/anti-government sentiment existed. In Arkansas, the fact that the Conservation Tax passed despite such sentiment was because of the citizens' support for the state's natural resources and heritage, according to respondents. Also, the legislature supported the 1994 and 1996 efforts by putting the amendment on the ballot itself. Other political issues were thought to have overshadowed Arkansas' tax amendment to some extent, as well.

In Colorado, such sentiment was actually considered a positive for GOCO, which capitalized on those feelings. The source of funding for GOCO was not a tax, and since the state lottery revenues had been originally intended for the outdoors but were redistributed by the legislature, the anger and distrust citizens felt toward government were compounded.

Arizona respondents described their legislature as conservative and pro-development, with strong private property interests. Such attitudes did not help the Heritage

Fund initiative; rather, they resulted in supporters finding it necessary to go directly to the citizens by way of the ballot. Not reflected in the legislature was Arizona citizens' environmentally oriented attitudes, according to many Arizona respondents.

In Virginia, the discontinuance of an automobile tax, which would decrease state general fund revenues, and the fact that some legislators were against the idea of dedicated funds were feared to negatively affect HB 38, but did not.

Leaders

In all six programs, the state fish and wildlife agency took the lead or was part of the leadership in the programs' development; in cases where more than one state agency benefit from the program, the others were also described as leading the way. In addition, legislative committees or task forces were mentioned in four programs as helping lead. And The Nature Conservancy was described as a major player in Arkansas, Arizona, and Colorado. Citizens committees in Colorado and Arkansas and an alliance of interested organizations in Arizona developed and were also described as leading the way for their respective programs.

Supporters

All programs received support from a broad range of groups, both consumptive and nonconsumptive. In some cases, support was also gathered from civic clubs, such as church associations or Kiwanis Clubs. Four programs received heavy support from the governor and the legislature. In the case of the Conservation Congress, the majority of the support was from agency staff as this was a strongly internal effort. Also supportive in some cases were historic and cultural preservation groups, local government representatives, and private citizens, such as lawyers and public relations consultants. In Arizona, three well-known and respected public officials served as honorary co-chairs, which served to add credibility to the effort.

Respondents from two programs mentioned support could have been solicited from urban areas more; others said the League of Women Voters and minorities should have been sought out, also. In one instance, respondents noted that rural areas should have been targeted more for their support, and that environmental groups should have been more involved. Another program's respondents thought the traditional users should have offered more support, along with city officials and the business sector.

Support was gained through a network of previous agency contacts in three of the programs; these contacts included constituent groups the agency had worked with before, the Conservation Congress network in Illinois (helpful in the C2000 effort), and the Teaming With Wildlife network in Virginia. Networking from the governor's task force members, the governor

himself, and the citizens committee was responsible for gathering much support in Colorado. And presentations given to interest groups occurred in three programs to solicit supporters. Arizona respondents noted the use of constituent groups to spread the word among their members, as well as the use of displays set up at fairs and events and various media channels. Other methods of interest include Virginia's use of its board members, who were assigned specific legislators with whom to talk, and the use of county coordinators in Arkansas, who acted as regional bases of information and support for the Conservation Tax effort.

Supporters assisted in various ways: by speaking at or attending meetings or legislative hearings; writing or calling their legislators; mobilizing their own memberships, in the case of constituent group leaders; fund raising or providing donations; writing letters to newspaper editors; informing others about the program; or volunteering time and collecting petition signatures. The governor of Arkansas even took a well-publicized four-day fishing trip in support of the Conservation Tax amendment.

Most states have laws that prohibit public employees from lobbying; therefore, agency staff member roles were usually limited to developing and providing informational materials and background statistics. Some employees also assisted in designing the program or drafting the legislative language. On their own time, however, employees could be more involved and often showed their support on an individual basis by collecting petition signatures or disseminating information.

Three states provided informal training to staff members to educate and inform them of the respective program and its progress. In one state, respondents said employees had information available to them about the program, and in at least two states, the law prohibiting public employees from lobbying was explained to staff members. Also, staff were trained on how to give presentations and what to say in two states. In Virginia, the board was also given training on how to approach legislators. Arkansas staff members were given media training by outside trainers, and they were educated on the responsibilities of the other agencies involved.

Opponents

Although organized and vocal opposition was minimal for all programs, some did exist. In Virginia, the opposition of some legislators to HB 38 was diminished by the overwhelming support of the constituents made visible by their calls and letters to the legislature. The majority of legislators in Colorado and Arizona, however, remained unsupportive throughout the process and led these states to pursue ballot initiatives. Legislators were typically opposed to the programs because they felt a loss of control in the way state monies would be spent. But in Illinois, they viewed the Conservation Congress unfavorably because they were concerned the Congress would become one large lobbying group. Illinois legislators were assured that, although individuals could lobby as representatives of a particular group, they could not lobby on behalf of the Congress itself.

Generally, agency staff members or citizens committee members in all states responded to the opposition by further explaining their program to the concerned groups and trying to alleviate their fears. Often, supporters attempted to show the opposition how it, too, could benefit from the program.

The majority of license-buyers were supportive of each states' efforts; however, several respondents noted some skepticism among consumptive users who feared competition from nonconsumptive users for the agencies' attention and resources. In each case, agency staff tried to relieve the consumptive users' concerns by further educating them about the program and answering their questions. Some agencies emphasized how increased

habitat acquisition and public access would benefit the consumptive as well as nonconsumptive users. Also, in Arizona, agency staff pointed out that license fees would no longer be spent on nonconsumptive needs once the Heritage Fund was in place.

In four states, additional opposition came from landowner groups such as state chapters of the Farm Bureau or Cattle Growers' Association. Often these groups feared the program would result in too many land restrictions or acquisitions for other uses. In Arizona, opposition was noted from timber and mining industries, homebuilders, and some chambers of commerce for the same reasons.

The Farm Bureau in Arkansas was opposed to the Conservation Tax because the organization disagrees with any dedicated funding of a state agency. The Bureau, however, remained relatively quiet in its opposition until 1998 when it tried to have the Conservation Tax repealed after a legal battle ensued involving AGFC and ownership rights of a dry creek bed. In Illinois, the Farm Bureau was opposed to C2000, which it viewed as a land-grab program. IDNR reacted by helping Bureau members understand C2000's purpose and by changing some wording of the proposal to make it more acceptable.

Colorado's opposition also included higher education institutions and interests and capital development interests. GOCO would be taking money from these interests, which were receiving lottery proceeds, and redirect it toward natural resources. This opposition

remained but did not carry much clout, because most of Colorado's lottery revenues were originally intended for outdoor interests anyway, and GOCO agreed to pay off preexisting capital construction debts. Also, the Colorado state agencies agreed to make payments in lieu of taxes to local governments to appease opposition in these areas (AGFD did the same in Arizona).

Other interesting opposition surfaced in Arkansas, where a group of disgruntled hunters opposed the tax because of a disagreement they had had with the agency. Also, a radical property-rights group who thought the tax was a plot by the federal government to turn land over to the United Nations became very vocal in its opposition during the two weeks prior to the election. The agency chose to ignore these two groups but in retrospect perhaps should not have. One of the disgruntled hunters was instrumental in knocking the tax amendment off the ballot due to a legal technicality in 1994, and the property-rights group appears to be the cause of the 1996 amendment passing by a much smaller margin than polls predicted.

Although in all six programs agency staff support was high, some internal skepticism was noted. Some employees feared dealing with nonconsumptive user demands or public input into and criticism of how they do their jobs. Others were concerned that the effort or the program itself was too time-consuming and stressful. Still others wondered how the new money would be managed and spent and how this would change the agency. Yet all programs enjoyed the support and enthusiasm of the state fish

and wildlife agency director, and in three states at least, the director led the effort. The wildlife commission or board members of all the states were generally supportive, as well, with some being highly involved in the efforts. Colorado's and Arizona's state parks boards were both highly supportive, too.

Research

Formative evaluation research, as described by Rogers and Storey (1987), includes audience analysis and the pretesting of messages prior to beginning a communications campaign. Results provide information on which to base ideas, messages, and communication activities.

Arkansas, Colorado and Arizona engaged in such research. The Arkansas Nature Conservancy funded two extensive surveys whose results were used to determine the messages for the 1994 and 1996 campaigns, as well as AGFC's spending plan should the tax pass. These surveys also showed geographic areas that were lacking in support for the tax amendment. Colorado used opinion polls and public surveys as research tools used to determine audiences' awareness and beliefs about conservation issues and funding sources, as well as the GOCO program itself. And Arizona respondents described a public survey done by AGFD in 1988 to determine the needs and wants of agency customers. The results also were helpful in formulating the five project areas within the agency that the Heritage Fund would support. Results from other surveys and polls showed that the public supported the lottery as a funding source for the Heritage Fund, and were also used to decide on the theme of the campaign and the name "Heritage."

In addition, Arkansas and Colorado respondents mentioned media use analyses conducted by a public relations firm or private consultant and that helped determine which communication channels were used to disseminate information.

Arkansas and Colorado were the only examples among the states of considering media use and

accessibility, as described by Rogers and Storey (1987).

All programs undertook informal research to some extent. Five used input from public meetings or legislative studies to determine what directions to take; i.e., what was the best way to meet the needs of the public and the agency.

No pretesting of messages, aside from informal internal reviews, could be confirmed.

All states investigated what other states had done, and many used prior research done either by the agency or some outside organization to help their cause. For example, VDGIF and AGFC used U.S. Bureau of the Census statistics to emphasize relevant economic realities, such as Virginia's per capita wildlife expenditures. In addition, Virginia relied heavily on the state auditor's report showing VDGIF's financial woes, and the Conservation Tax's campaign coalition compiled a background report on the economic impact of state conservation agencies. Colorado made use of a previous Colorado Department of Natural Resources report on the state of Colorado's environment, as well as wildlife viewing studies and local government surveys. In Arizona, The Nature Conservancy and state agencies cooperatively inventoried the state's natural resources years prior to the Heritage Fund initiative; other Conservancy public surveys were used, as well. Results from SCORP, a periodic study done by the Arizona State Parks Board, proved helpful, too.

Colorado, Arizona, and Arkansas all continued public polling and surveys throughout their

campaigns to determine current support for their initiatives. In Arizona, at least, add-on questions placed on other ballot-related polls were used as a cost-effective method of measuring public support for the Heritage Fund.

Campaigns

Rogers and Storey (1987) emphasize that the definition of a communication campaign can vary widely depending on the characteristics of each campaign. But, they say, common to all campaigns is an intention to generate specific outcomes from a large number of people within a specified time period through organized communication activities. Respondents from all states rated the existence of some type of plan as greatly contributing to the success of their efforts. While each program used a communication plan to some degree, Arkansas' 1994 and 1996 campaigns and Colorado's GOCO campaign appear to have been the most formally organized.

Arkansas' campaign was organized by a campaign team and led by an independent consultant the campaign committee hired. Other team members included key players from the agencies involved and from outside interests. The team met weekly at the Arkansas Nature Conservancy office. The campaign was kept flexible and reacted to outside influences along the way. Public polls were administered during the campaign to measure support for the conservation tax, and monthly or weekly meetings were held to discuss progress and plans. When the 1994 campaign failed, organizers came together to evaluate and revise their tactics for the 1996 effort. After success in 1996, surveys were taken that showed which regions provided the most votes. The 1996 campaign cost approximately \$300,000, all of which came from fund raising and donations.

Similarly, Colorado's campaign was organized by a citizens committee, whose members

included some of the original government task force members, representatives from private environmental organizations and local governments, attorneys, and employees of a private consulting firm the committee hired. The campaign stayed flexible and responded to external feedback. For example, paid signature collecting, not originally budgeted for, became necessary to collect all the required signatures. Polling was done throughout the campaign to keep abreast of the public's support for GOCO, and the private consultants met often with the citizens executive committee. The campaign cost approximately \$400,000, which as in Arkansas, came from fund raising and donations, including a substantial amount contributed by The Nature Conservancy. Most Arizona respondents agreed that some type of plan, although not formal, was used to lead the Heritage Fund initiative. A coalition of about 85 supporting groups called the Arizona Heritage Fund Alliance had been formed by The Nature Conservancy once it was decided to pursue a ballot initiative. It was this Alliance, along with the Conservancy, that organized the campaign. The Alliance then hired a public relations consultant to help. The campaign team decided to keep the campaign low-key to decrease the likelihood of stirring up opposition or questioning. Polls were used to measure public support of the initiative, and methods and messages were adjusted as necessary. Estimates of total campaign costs, based on supporting documentation, ranged from \$117,000 to \$150,000. Expenses included public opinion polls (two funded by the Conservancy), paid signature collectors, hiring a consultant, office space and staff,

printing, mailing, and advertising. Again, the campaign was financed by donations and fund raising.

Virginia had what was dubbed by one respondent a “formal communications plan.” This plan discussed communication flow, provided presentation schedules, listed reference information, etc., and was developed by VDGIF’s senior staff members. No verifiable estimate was available for Virginia’s HB 38 effort, but the majority of costs were in volunteer and staff time; other costs included travel and printing. Money for the effort was taken from the agency’s existing budget. The legality of spending the agency’s money for such an effort was always verified with the attorney general.

In Illinois, neither the Conservation Congress nor C2000 were guided by formal plans; however, informal plans or strategies were developed to formulate the Congress and to solicit support for C2000. IDNR, particularly a Strategic Planning Committee and the Department’s constituency liaison at the time, organized the plan for developing the Congress. C2000’s plan was organized by the governor’s office and carried out by agency directors, according to one respondent. The costs of the efforts to create and implement C2000 were described by respondents as staff and volunteer time. No dollar amounts were available for the Conservation Congress’s or C2000’s development efforts.

Rogers and Story (1987) cited the importance in a communication campaign of having a source of information that the audience perceives as credible. Although for two programs, no one major

source of information stood out, the agency or agencies involved were considered primary information sources in two other programs. In the latter case, the agencies were perceived as credible by the audience, in the opinions of the respondents, with one receiving an average rating of 4.8 and the other 4.3 (on a 5.0 scale where 5.0 = very credible). The campaign office was most often mentioned as the primary source of information for GOCO and received an average credibility rating of 4.4 by respondents. And the Heritage Fund Alliance was thought to be the major information source in Arizona; its average credibility rating was 4.6.

Although specific efforts to develop and implement the programs lasted about two years or less, most respondents agreed that groundwork in the form of funding surveys, public meetings, and developing relationships with constituents and/or the legislature began years in advance. While efforts to have the programs passed or implemented were ongoing, supporters were kept up to date via newsletters, meetings, phone calls, presentations, and the like. After success was had, some supporters in Virginia and Arkansas were thanked through letters and phone calls, and Virginia’s supporters were given window decals. No other widespread acknowledgment of supporters was mentioned by respondents.

Laws prohibiting public employees from lobbying had to be considered in all states when agencies sought support for their programs. In most cases, employees used their own time to solicit such support. The attorney general was consulted often in Arkansas and Virginia to ensure the legality of AGFC’s

and VDGIF’s promotional materials and employee actions. Aside from this, each state had its own legal considerations with which to deal.

Virginia’s HB 38 resulted in some changes to the tax code related to collection and allocation. Purchasing act laws needed to be restructured for C2000 in Illinois and were a consideration in Arizona, as well. Also in Arizona, sections had to be added to Title 17, which relates to AGFD’s mission, to define programs and functions, detail the breakdown of money, and set up criteria for grants. Both Arizona and Colorado were sure to include language in their constitutional amendments that forbids the legislature from redistributing lottery revenues.

In addition, some concern existed in Colorado about how a new amendment restricting government spending would affect GOCO; the courts later ruled that GOCO fell outside of the spending limitations, so was, therefore, not affected. Other legalities that were written into the language of the GOCO amendment included: (1) GOCO’s allowance for previously committed lottery revenues to be paid off, (2) payment in lieu of taxes by state agencies for land acquisitions, (3) GOCO’s inability to affect Colorado water laws, and (4) GOCO’s administration by a governor-appointed board.

Arkansas’ multiple efforts to pass the conservation tax amendment sometimes ran into unique legal technicalities. In 1986, AGFC voluntarily withdrew the amendment because of a conflict it would have had with the Food

Stamp Act. Then in 1994, all amendments, including the conservation tax, were thrown off the ballot because the amendments were not published in the manner required by the state constitution.

Campaign laws also needed to be followed closely in all three states that conducted ballot initiatives. For instance, in Arkansas, no more than \$100 cash could be collected as donations at one time, according to one interviewee; more than that must be collected in a non-cash form.

Audiences and media use

None of the programs engaged in a true, planned media campaign, in which a systematic approach involving research, message pretesting, and message evaluation is used. Efforts made by Arkansas, Colorado, and Arizona did incorporate some of these characteristics, however. As mentioned, Arkansas used findings from a media use analysis and the 1994 and 1996 surveys to decide what communication channels to use and what would be the focus of each campaign's messages. Surveys and media use analyses in Arizona and Colorado also helped determine communication strategies in these states.

Some states emphasized one or two major themes in their messages. For instance, Arkansas had two different themes in its 1994 and 1996 campaigns. The 1994 emphasis was on illustrating a crisis: parks and historic buildings were shown in disrepair and the needs of wildlife and natural areas were pointed out. Since by 1996, most people understood the crisis, the themes were changed to "Save One for the Kids!" and "Keep Arkansas Natural Forever." Throughout both campaigns, benefits to all citizens were emphasized. In Illinois, the themes for the Conservation Congress emphasized the opportunity for citizen input into the agency's decision-making process and the working together of various groups for a common goal. GOCO's campaign themes were "take back the lottery" and protect Colorado's outdoors.

Based on the varied responses received for the other programs, no primary theme appears to have been developed for Illinois' C2000 program, Virginia's HB 38, or Arizona's Heritage Fund.

Although audiences may not have been intentionally segmented as recommended by Rogers and Storey (1987), agencies recognized the need to show various groups how the program would benefit them. In all cases, respondents said one broad message was used but was tailored differently for different groups. Arizona interviewees also mentioned that speakers were chosen carefully to represent the group to whom they were talking.

Examples of targeted audiences included consumptive users, nonconsumptive users, parks interests, recreationists, education audiences, city officials, urban areas, conservation groups, historic preservationists, neighborhood groups, rural and agricultural groups, and small towns.

Rogers and Storey (1987) recommend developing messages that relate to audience members' interests and beliefs. Overall, the interviewees' perceptions were that the messages for all programs related rather well to the audience members. The average rating across all six programs was 4.6 on a 5.0 scale (where 5.0 = related well).

Keeping in mind that interview responses were highly subjective, it appears that a variety of audiences were widely exposed to all programs, again a recommendation of Rogers' and Storey's. For five programs, hunters and anglers and the legislature were perceived to have received the greatest exposure to the program during the time support for it was being solicited. Conservation groups, recreationists, and nonconsumptive users such as wildlife watchers each appeared in two states as having received a

great deal of exposure. Agricultural groups were the most highly exposed to Illinois' C2000 program. In a few instances, groups less involved with natural resources, such as civic organizations, also received a significant amount of agency attention.

In contrast to C2000, agricultural groups in four other programs were reported to have received the least amount of exposure to the programs' efforts. Business and industry were described in three programs as receiving little exposure, as were schools and colleges in two programs.

Each program used both mass media and interpersonal communication channels to disseminate information. Generally, mass media (i.e., television, radio, and newspapers) are thought to be most effective in creating awareness of an issue, while interpersonal communications (such as face-to-face meetings and telephone calls) are often used to change attitudes and behaviors (Rogers et al. 1987). Note that the use of various media channels reported below is based on the interviewees' perceptions and recollections, rather than on documented data.

Public meetings and newsletters were widely used in four programs' efforts to disseminate program information among a variety of audiences. Three programs relied heavily on the use of newspapers and telephone calls.

Personal contacts, including public meetings, demonstrations, and phone calls, were thought to be the most effective form of communication in all six programs. Newspapers, via

outdoor writers' columns, editorials, and endorsements, were also considered very effective for three programs' efforts. And television advertisements broadcast right before election time were cited as the most effective communication channel for the ballot initiatives in Arizona and Colorado, although admittedly they were expensive.

The least used communication channels in four program efforts were magazines and demonstrations. Also, television and radio were not used much for three of the programs, mainly due to budget constraints.

The road to success: obstacles, highlights and program results

All programs required a lot of hard work, planning, and dedication to the effort. Obstacles sometimes made the efforts more difficult, while at other times program characteristics or supporters seemed to speed the process along rather well.

Obstacles common to many of the program efforts included securing the legislature's support, which if not possible, meant pursuing a more costly and difficult ballot initiative; overcoming internal negative attitudes; and effectively spreading the word about the program. In addition, the difficulty of fund raising and the extensive time and effort required by staff and volunteers were noted as concerns, as was dealing with the opposition. Some respondents described the internal acceptance of new constituents and reducing the fight for new money within the agency as obstacles. Where the program was the result of a multi-agency effort, communication among the agencies was sometimes difficult.

Other obstacles perhaps unique to individual programs were opposition to a state agency receiving dedicated funds, and the implementation of a new tax or a change in the constitution. Concerns noted after implementation of specific programs were: (1) the time involved in the Conservation Congress's process (the Congress runs on a 3-year cycle and requires much effort from staff and volunteers throughout the cycle); (2) the structure of GOCO, namely the granting process, which forces agencies to conduct their business a bit differently and provides restrictions on how they can use the money; (3) AGFD's difficulty

in implementing the Heritage Fund, which took a full three years to administer smoothly, and (4) meeting supporters' expectations after the program passed (Arkansas respondents noted that the agencies can't accomplish everything in the first year).

Interestingly, having multiple agencies as beneficiaries, although mentioned by some respondents as an obstacle, was also described by many as contributing to the success of those four programs. Other characteristics of success shared by at least two of the programs included having the governor's support, a well-defined need, and a background of agency integrity and good constituent relationships. In addition, involving the public in the development or operation of the program, having geographically widespread and visible projects, and the use of a granting process or matching funds to allocate the money and further promote partnerships were also considered by many to contribute to the effectiveness of some of the programs.

Virginia's effort was supported by a credible, outside verification of the agency's need (the State Auditor's report) and received legislative support, which helped HB 38 succeed. Respondents also thought HB 38 was a success because it is a user-pay system. In Arkansas, internal support and the existence of a specific plan for spending new money were thought to be keys to the Conservation Tax's success, while Illinois respondents said providing feedback to participants as one of C2000's characteristics of success.

The use of a pre-existing funding source (the lottery) won GOCO support and having a governor-appointed board to oversee the allocation of funds also helped. Arizona's respondents cited the Heritage initiative's broad appeal as the key to its passage. The general feeling by some Arizona interviewees was that starting out with diverse beneficiaries (AGFD and State Parks) meant having a diverse constituency, leading to diverse programs, which in turn drummed up diverse support (both then and now). Also, the continuation of the Heritage Alliance as a watchdog group and a support network is of great importance.

Costs of the campaigns were noted earlier, but how about the costs involved to maintain and operate the programs after implementation? Although dollar amounts were not always available, maintenance costs ranged from minimal to relatively expensive among the programs.

Virginia's only maintenance cost was the hiring of a consultant group to help them plan the spending of the new money in such a way that will meet internal and external stakeholders' needs. The consultants will conduct an extensive, five-phase study at a cost of about \$250,000.

Illinois' Conservation Congress costs roughly \$500,000 every three years. This includes staff salaries (eight staff members have at least a large portion of their duties dedicated to the Congress), benefits, per diems, travel, caucuses, the actual 3-day Congress, and more. Most of this money comes from general revenue funds; some donations are gathered to support the actual three-day Congresses.

C2000's only maintenance cost is staff salaries, according to one respondent.

Colorado's GOCO Trust Fund is administered by a governor-appointed board. Expenses involved in the Board's and Fund's maintenance include those for monitoring, reports, meetings, tours, etc. One respondent said the Board's administrative expenses range from approximately 2 to 5 percent of revenues. Also part of GOCO's maintenance costs are CDOW's and State Parks' staff and board members' involvement.

Annual costs of maintaining the Heritage Fund, according to Arizona respondents, include the operation of the Heritage Alliance, which has one paid staff member and an office. As a non-profit organization, however, the Alliance is supported by private donations. AGFD's maintenance costs relate to the Fund's operation and staff members involved, but no monetary figures were provided.

In Arkansas, some costs are involved with producing annual progress reports (in print and video) and logo signs, which are placed on project sites. Additionally, respondents mentioned good public relations and customer service as intangible costs of keeping the tax. This is likely the case for all six programs.

The programs studied here have all resulted in a broadened constituency to some extent for the fish and wildlife agencies involved and will help ensure their survival into the next century. We've learned that a "broadened constituency," however, tends to mean the inclusion of nonconsumptive

users, specifically, as agency stakeholders and does not address the issue of pulling in those publics who currently have a low level of involvement with fish and wildlife. In some cases, agencies acknowledge this need and will be attempting such outreach in the future, such as Arkansas's plan to build nature centers in urban areas. In other cases, such as Illinois' Conservation Congress, the program is committed to increasing the involvement of less active, but already interested, constituent groups.

In all cases, though, the programs or their efforts have increased the visibility of the agency and brought on board more nonconsumptive users. Also through these programs came better relationships not only between the agencies and the nonconsumptive users, but also between the nonconsumptive and consumptive users, as many groups developed a greater understanding about and respect for one another. Some respondents, however, foresee tension arising between the consumptive and nonconsumptive users as agencies begin to meet the demands of the latter group.

AGFC is expanding several of its programs as a result of Conservation Tax funds, including those in the areas of endangered and nongame species, nonconsumptive and youth services, and outreach and education. Additionally, cooperation was fostered and continues today among the four agencies benefitting from the tax, and a good relationship between the legislature and AGFC has developed. Also, the agency is hiring a public relations firm to help promote AGFC's image, and a free tabloid is now being

published and distributed widely by the Arkansas Game and Fish Foundation (a non-profit arm of AGFC), which will increase the agency's public exposure.

The Conservation Congress has resulted in a huge increase of input from traditionally non-vocal users, namely nonconsumptive groups. The Congress equally represents both consumptive and nonconsumptive groups and has resulted in better-informed constituents, as well as in better relationships among the various participating groups.

C2000 promotes local partnerships and receives support from local businesses and industries. The program also provides exposure for the agencies involved, and each C2000 project benefits multiple user groups.

Virginia respondents said VDGIF's effort has resulted in opportunities to open the agency up to new groups. And VDGIF has hired a consulting group to extensively study the needs and concerns of its internal and external stakeholders.

Colorado's GOCO program, because of its matching funds requirement, has resulted in more partnerships between CDOW and other organizations and private landowners; such partnerships are changing the agency's internal thinking for the better. Because GOCO receives such good publicity, it results in a better public understanding of ecological systems, according to some respondents. And GOCO is structured to include stakeholder groups, of about 40 people each, for each of the four benefitting entities. These groups

provide advice and input into the allocation of funds.

The network of support that has emerged in Arizona for AGFD as a result of the Heritage Fund initiative, including the broad range of advocacy groups making up the Heritage Alliance, has provided a broader constituency for the agency. AGFD has increased its presence in schools, and the agency's information and education division has improved and is doing more environmental education and outreach. In addition, the agency has increased its communications with communities, citizen groups and Indian tribes, as partnerships develop from the granting process. One respondent noted the Heritage Fund has changed the agency's culture and broadened its perspective internally.

But nothing is perfect, and several respondents noted some negatives associated with the programs.

In Arizona, the legislature continues to attempt to eliminate or divert the Heritage Fund. So far, it has been unsuccessful, largely due to the overwhelming support gathered by the Heritage Alliance in response. Many respondents also noted that a Power Ball lottery (a multi-state lottery) was implemented in 1995; they fear this will negatively impact state lottery revenues, which in turn could decrease the proceeds received by the Heritage Fund. Also, the legislature slashed the Arizona State Parks Board's general revenue funds allocation after the Fund passed. AGFD receives no general revenue funds, so this was not a concern for the wildlife agency. In addition, the Fund is not structured to allow for

inflation; rather AGFD receives a set sum of \$10 million annually.

Some Colorado respondents remarked that the process used to allocate GOCO funds sometimes creates friction among the agencies and the GOCO board. And GOCO funds do not support operational costs; since agencies often don't have the money for such expenses, either, the legislature must sometimes foot those bills with state money. Also noted was that traditional constituents are still not very enthused about nor involved in the GOCO program; two respondents suggested CDOW needs to better explain to this stakeholder group what GOCO funds are being used for in order to gain greater support. And, as in Arizona, some legislative attempts have been made to reallocate GOCO funds.

In Virginia, HB 38 is capped at \$13 million. Although not currently a concern, the cap is something that may have to be addressed in the future. In addition, it's unclear whether or not most constituents realize that the \$12 million the agency will be receiving annually will mostly go to maintaining the agency's current level of services and eliminate the need for cutbacks; although some portion of the revenue will be used for new programs, it may not be as much as some had hoped.

Perhaps the main drawbacks of Illinois' Conservation Congress are its expense and the time it requires of staff and participants. As previously mentioned, the Congress costs several hundred thousand dollars (the majority of which is derived from general fund revenues) over a three-year period, and eight staff members have at least a large portion of their duties dedicated to the

operation of the Congress. The three-year cycle is considered by some respondents a long time for participants to wait to see if their ideas will be implemented. In addition, deciding which organizations should be involved is sometimes difficult, as there are only 118 seats available, and many more groups show interest. Another problem is that goals and expectations of participants and IDNR sometimes differ, with some participants not trusting IDNR to implement their recommendations (McDermaid 1998).

Relative to C2000, complaints were raised that agencies must argue for appropriations of funds each year.

Although probably not perfect, no negative aspects about Arkansas' Conservation Tax were noted.

Recommendations

Based on the results of our analysis of the six programs studied, the commonalities among them that emerged, and our understanding of communications research, we suggest the following recommendations to those agencies interested in developing their own program to broaden their constituency base and/or secure alternative funding:

- **Develop good relationships.** Begin now to foster good relationships with constituents, legislatures, actual or potential opposition, civic groups, media, and other state agencies. Doing so will develop a network of agency support available when you need it.
- **Consider a multi-agency program.** This can bring on board a wide range of supporters, and the costs and labors of the effort can be shared. Also, relationships among the agencies and their employees can develop that may prove useful down the road. Form a coalition among the agencies to reduce “turf wars” and emphasize that each agency is tied to one another’s success.
- **Encourage internal staff and board or commission involvement.** Enlist the help of employees and commissioners in developing the program so they will be dedicated and motivated in their support throughout the process.
- **Have a written plan.** Whether you call it a campaign plan, a communications plan, or a strategic plan, be sure to specify objectives, individual responsibilities, time lines, targeted audiences, media use, and messages. Be flexible. Evaluate the plan during its implementation and make changes as needed.

- **Be aware of the law.** Enlist the attorney general’s advice to be sure of what your agency and its employees, as public servants, can and can’t do legally. Also, knowing the law in advance can ward off legal technicalities that would otherwise slow your effort.

- **Solicit public input in the development phase.** Gather input from constituent groups and the general public about what they want from the agency and what types of programs or funding sources they would support.

- **Solicit state government support.** Educate legislators in advance about services the agency provides, how it operates, and what its funding sources are. Approach the legislature with a documented need and ask for a financial audit or a task force or committee to study the problems and issues facing your agency. At the least, go to them with your written program plan, define your need and why this plan will work, and ask for their support.

- **Involve non-agency individuals or organizations.** State chapters of conservation, hunting, or fishing groups may be able to provide financial support and expertise for your effort. As non-public entities, they have more freedom than do public agencies in soliciting donations and support. Consider hiring an independent campaign manager and enlisting the help of someone familiar with the political system. An individual who is well-respected and has good relations with both consumptive and nonconsumptive groups can be of help, also.

- **Do research.** Conduct surveys and focus groups to gather facts on audiences’ awareness of issues and their media use. Use

the results to determine your messages and the channels used to distribute them. Continue to do polls throughout your campaign to find out how the public is supporting your effort, and if any changes to your plan are necessary. Also, look into what other states have done.

- Use supporting documentation. Consider an outside source to document the agency's financial need. Use previous studies, conducted by either your agency or outside sources, as well as other relevant information and statistics, to support your cause.

- Draft legislative language carefully. If at all possible, do not include a substitution clause (which will allow the legislature to reallocate your money if deemed necessary). Try to allow for revenue enhancement down the road; i.e. instead of your agency receiving a lump sum, use a method that will allow for inflation.

- Develop messages wisely. Be sure your messages relate to the targeted audiences; show each how your program will affect them. Even while doing so, however, develop a memorable overall theme based on your research that you can promote in all your messages and to which a majority of people can relate. Messages should not focus on what the agency needs, but rather on how the program will meet the needs of the wildlife or users. And be consistent when referring to your program -- choose one name early on and stick to it.

- Use your contacts. Use the network of support your agency has developed to help spread the word about the program. Constituent group leaders can enlist their members' support,

quickly increasing the exposure of your program. If your state has an organized Teaming With Wildlife support network, solicit its help.

- Choose communication channels carefully. Use a wide variety of channels to distribute your message. Although television and radio can be expensive, pitching yourself to news or talk shows as interesting interview material can get you free publicity, as can media coverage of special events. Interpersonal communications, such as telephone calls, public meetings, and booths at county fairs put a face or a voice to the agency and the program you're promoting to which people can relate.

- Don't take traditional constituents for granted. Reaching out to nontraditional users is extremely important, but you should work hard to include the traditional users, as well. Always be honest and open with them and be sure to address any concerns they may have. Emphasize the common goals shared by both consumptive and nonconsumptive users, such as quality habitat. And show them what your program can do for them, too.

- Reach out to urban areas. This should be done regardless of the type of program you are developing; however, soliciting support from urban areas is especially important if you are working on a ballot initiative, since these areas are where most of the votes reside. Also, showing how local governments can benefit from your program will invite support from all levels of public officials.

- Don't ignore the opposition. Talk to them early on, educate

them, learn from them, and perhaps make some changes in your program to accommodate their concerns. Take them seriously!

- Plan ahead for implementation. Have a written plan specifying exactly what you will do with additional funding. Decide beforehand how money will be administered and allocated. Will you use an internal or external granting process? Will the money be allocated only to specific program areas, and if so, by certain set percentages? Or will the new money become a part of the agency's budget and not be earmarked?

- Don't forget your supporters. Once you are successful and your program is implemented, keep your promises! Follow your spending plan, and do what you said you were going to do. Not only should you thank your supporters in some way, but also keep them involved in and updated on the projects your program is supporting or creating. Keep communications open between the agency and the consumptive and nonconsumptive users. Encourage communication between those two groups, as well. Emphasize their common goals by bringing them together in habitat projects, for example.

- Provide visible, statewide results. Be sure to remind constituents and the public of the effects of the program's implementation. Complete projects in a wide variety of geographic regions. Develop a logo to display on projects that associates them with the program.

Most of all, DON'T PUT IT OFF -- START NOW!

Conclusion

Agencies must realize that change is not a bad word; rather, it means that new and exciting opportunities are at hand. And it is inevitable. To grow and survive in a changing world, any business or industry must be adaptable; fish and wildlife agencies are no different. The successful agencies will embrace change and help their constituents do the same.

The fish and wildlife agencies of Colorado, Illinois, Virginia, Arkansas, and Arizona are just a few examples of those willing to adapt. We would like to acknowledge that other states, too, have programs that are effective in providing adequate funding for and broadening the constituencies of their fish and wildlife agencies. Though we may not even be aware of them and they have not been considered in our study, they would be well worth investigating by other agencies as examples of success.

Although each program requires a different plan depending on whether it is a ballot initiative, a legislative bill, a public participation process, etc., most recommendations discussed here can be applied in some form to all plans. Rogers' and Storey's (1987) factors contributing to the effectiveness of a communication campaign were not always used to the extent possible in these six programs' efforts; however, they may well provide other agencies with strategies that can lead to success.

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Supplement:
A Model of Success: The Missouri Story

Supplement

A Model of Success: The Missouri Story

Introduction

The Missouri Department of Conservation (MDC), as it exists now, was constitutionally created by concerned citizens in 1937. In its first 40 years, the agency received the majority of its revenue from license fees, with some also coming from general revenue funds and federal aid. The Conservation Tax – the one-eighth of 1 percent state sales tax whose revenue is dedicated solely to MDC – was put on the ballot by a citizens' initiative and passed by a 51 percent margin in 1976. The Conservation Tax became effective July 1977, and was expected to yield more than \$20 million annually. Today, the tax revenue provides MDC with more than \$75 million yearly, amounting to approximately 60 percent of the agency's total budget.

In 1971, MDC published a long-range plan called Design for Conservation in response to a report compiled by a committee of nationally recognized conservation professionals that indicated the need for MDC to focus more on nongame and outdoor recreation programs. In Design, MDC pledged to increase land acquisition, conservation services to the public, research into forestry and nongame species, and opportunities for outdoor recreation. The plan included a determination that, in order to do these things, MDC would need about \$21 million annually. The next step was securing this funding, and a Citizens Committee for Conservation began work on this.

The Committee first tried to pass a sales tax on carbonated beverages; however, this failed due to a legal technicality. When they tried again, the initiative was changed to support a one-eighth of 1 percent state sales tax that, as previously mentioned, passed in 1976.

MDC first concentrated the new revenue into land acquisition and later into the management of these lands and other MDC programs.

Several attempts have been made to reduce or redistribute the Conservation Tax, all of which have failed. In 1995 and previously, some people suggested that the Division of State Parks (which has a one-tenth of 1 percent state sales tax dedicated to it and the Soil and Water Conservation program) and MDC be combined along with some other departments and the sales tax upped to one-fifth of 1 percent but shared among the departments.

Currently, another dilemma has presented itself. The courts recently had to decide whether or not the Conservation Tax is affected by the Hancock amendment, which limits government spending. If a determination had been made that the tax falls within the amendment's jurisdiction, the result would have been that MDC owed nearly \$15 million to Missouri taxpayers. The ruling, however, was in MDC's favor; thus, the agency does not have to refund the money. The state, as of June 1999, is appealing the decision.

More information on the history of the Conservation Tax can be found in the references listed in Attachment 1. Below, we discuss how the tax revenue has affected MDC, Missouri citizens, and conservation programs in the state.

Methods

The methods used follow those explained in the full report, *Broadening the Constituencies of State Fish and Wildlife Agencies: Some Successful Strategies*. In September and October 1998, we conducted in-depth personal interviews of 28 people involved with natural resource management in Missouri. Our goal of these interviews was to determine what the Conservation Tax as a funding source has meant to MDC in terms of broadening its constituency and keeping citizen support. We won't know specifically how the tax money has helped MDC, though, because there is no distinction among funding sources of the agency; rather, the sales tax money gets thrown into the same pot as other revenue. We did, however, discover what types of programs agency staff have developed with their relatively massive budget, and other ways in which the conservation tax has affected the agency.

All but one of the interviewees were MDC employees, who worked for the agency an average of 16.1 years. Thus, the reader should be aware of possible personal biases among the responses. The other interviewee was an employee of a nonprofit state conservation organization. Thirty-eight questions were asked of each agency respondent to determine the effects of the conservation tax on MDC, its programs and services, and its public support. The majority of the questions were open-ended; seven were based on a Likert scale. The conservation organization employee was asked 37 questions, many of which were the same as those asked of the MDC employees, plus some that related specifically to the organization with which the respondent was associated. Of the 37 questions, six were based on a Likert scale. Not all respondents answered all questions, depending on their familiarity with particular aspects of the conservation tax.

Thirteen questions queried the respondents about a specific MDC program or project of their choosing. Attachment 2 reports their responses, which are organized by program or project. The attachment provides summaries of several ways in which MDC has reached out to a variety of audiences, and perhaps can help spawn similar ideas in other state fish and wildlife agencies.

Results of the remaining interview responses are summarized and discussed below.

Findings

Objectives and audiences

Design for Conservation included several objectives that were to be achieved within 20 years. Twenty-two years later, how are these objectives faring?

We asked agency respondents to rate how closely MDC had reached 14 of its original objectives as stated in Design for Conservation. The average rating for all the objectives combined was 3.9 (on a scale of 1 to 5, where 5 = achieved completely); thus, overall MDC has done a relatively good job of meeting Design's original objectives, according to the respondents. The objectives most completely achieved were (1) land acquisition and development for public hunting and nature enjoyment, and (2) the provision of assistance to rural volunteer fire departments statewide. Those with the longest way to go were (1) providing an increase in 4-H and FFA programs and (2) developing aquatic demonstration areas on MDC-owned lands to show sound management practices for private landowners. See Figure 1 for each objective's average rating.

Average Perceived Achievement of Objectives

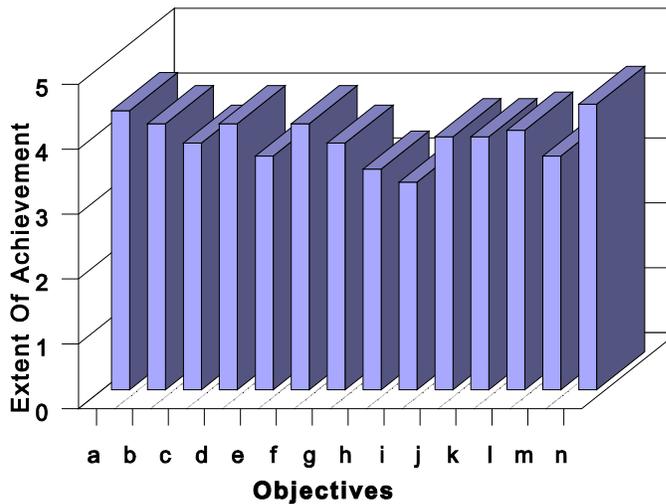


Figure 1. The extent to which some of the original *Designs* objectives have been achieved, in the opinions of the respondents. (See Attachment 3 for the list of objectives.

Overall, most interviewees thought that MDC was meeting American Disabilities Act requirements well in regard to its facilities, although one said the agency has a long way to go in this area. More efforts are needed in urban areas in relation to a variety of activities, and the agency needs to work harder to develop its land and water acquisitions. In addition, some respondents noted that high school students were not being reached well. Although conservation curricula are available to all schools, the use of such curricula is uncertain. MDC operates a training center for teachers and makes use of educational consultants to further conservation education in schools. Two respondents noted that MDC should work more with private landowners. The recent creation of an Agricultural Services Unit within MDC may help meet needs in this area.

Design emphasized the need for MDC to conserve all wildlife, including nongame species, and provide for the development of nonconsumptive programs. Thus, MDC today addresses the desires of a wide variety of constituents. In the opinions of the respondents, MDC best meets the needs of hunters, anglers, and wildlife watchers. Minorities', landowners' and agricultural interests' needs are being met the least. See Figure 2.

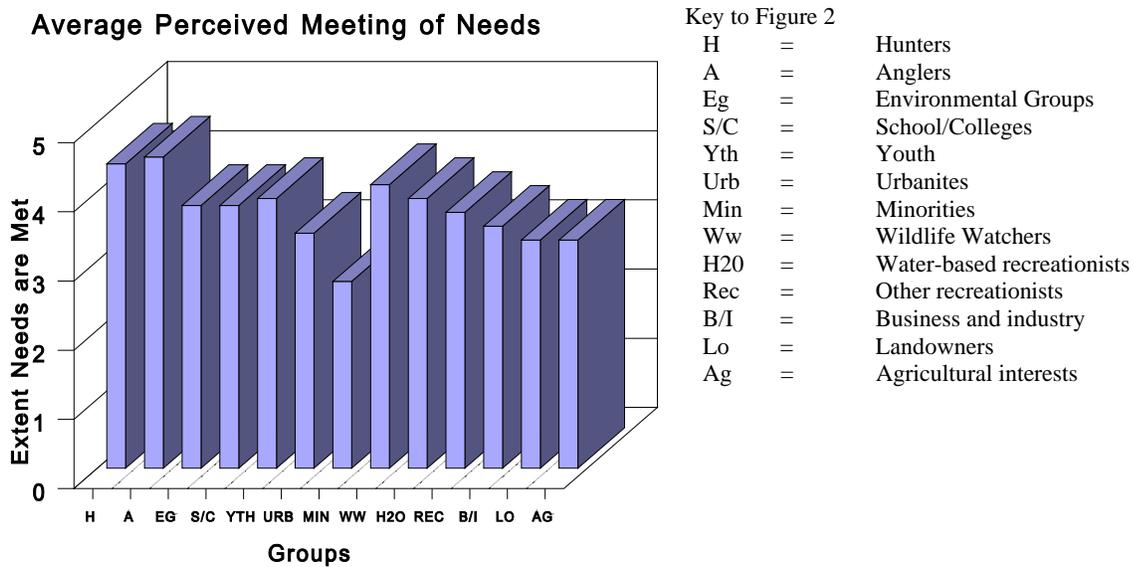


Figure 2. The average extent to which MDC meets needs of various groups, in the opinions of the respondents.

Overwhelmingly obvious by respondents' comments was the notion that efforts really need to be focused more on involving minorities in MDC programs. Doing so, however, was described as a challenge, and a better understanding of minorities' needs and barriers to participation is necessary. Two interviewees described the internal culture and structure of the agency as not accepting of and not representative of minorities.

Concerning MDC's involvement with schools and colleges, one respondent said the agency does not connect well with teenagers, and another said not much effort is spent working with colleges.

Finally, one interviewee expressed the belief that business and industry should not be a focus of MDC, as they are not included in the agency's mandate.

Audiences being served by MDC now that perhaps weren't before the tax include urbanites, bikers, equestrians, target shooters, wildlife watchers, families, people with disabilities, and schools. Four interviewees, however, said the publics being served by MDC now are the same as they were before, but to a greater extent.

Nearly all respondents thought the tax has contributed to a broader constituency for MDC, with an average rating of 4.7 for all responses (5 = very much contributed). In fact, many of the specific programs discussed in Attachment 2 would not be in place at all today (or at least, not to the same extent) without the tax revenue. The significant funding from the tax has allowed for more public involvement, human dimensions work, and natural history and educational programs. In addition, the four nature centers MDC operates near urban centers have had a big public impact and are a direct result of the tax revenue.

Interestingly, however, one interviewee expressed the opinion that the extra money hasn't changed the internal thinking of the agency, which is still focused on the consumptive users.

In contrast, several others said the conservation tax has forced a broader focus within MDC, in that agency employees must consider the needs of more than just consumptive users. Regardless, the conservation tax has resulted in increased visibility of MDC, as the increased revenue allows for more and a wider variety of programs and services. The tax has helped to broaden MDC's constituency in other ways, as well, including facilitating partnerships between MDC and a variety of groups, and lessening extremist opposition (i.e. animal rights or anti-hunting groups) in the state because such a broad base of agency support exists. According to a 1997 poll, two-thirds of adults in Missouri are aware of the conservation tax. Some confusion between MDC and the Missouri Department of Natural Resources, however, does exist among the public, according to one respondent.

MDC has implemented a variety of programs and services over the years. A sampling of those mentioned include: (1) forestry programs, such as Branch Out Missouri, Tree Resource Improvement and Management (TRIM), seedling nurseries, and an urban forestry program; (2) family- or youth-oriented programs, such as Outdoor Classrooms in schools, family fishing fairs, kids' fishing days, a youth waterfowl program, and Conservation on Frontiers (designed to involve families in conservation activities); (3) programs for landowners, such as the L.A.W.S. program (through which farmers are compensated for leaving a fringe of wildlife habitat intact), nature scaping, and wildlife damage workshops; and (4) urban programs, such as urban fishing and urban forestry.

The Conservation Tax today - is it a sure thing?

Although most respondents didn't want to go so far as to say the tax is in no danger of being cut back or completely eliminated, the majority believe it is unlikely. To discontinue the tax would require a vote by the people, since it is part of the constitution; thus, the feeling is that this would happen only if MDC makes some major mistakes.

Conservation Tax revenue is constitutionally earmarked to support MDC; however, other state agencies and some legislators do try for "a piece of the pie" periodically. For instance, more than one attempt has been made to combine the one-eighth cent Conservation Tax with the one-tenth cent sales tax whose revenue currently goes to the Division of State Parks and the Soil and Water Conservation program. The result would have been a one-fifth cent sales tax, the revenue of which would fund these agencies, as well as local programs. Consequently, MDC would lose about 50 percent of its tax revenue. Thus far, all such attempts have failed.

But what if someday MDC is not so lucky? Respondents speculated about the consequences that would result from the reduction or elimination of the tax (some effects on individual programs are noted in Attachment 2). Such an incident would be disastrous for MDC, and obviously, its programs and services would decrease. The number of employees would be reduced, perhaps by as much as 75 percent. A domino effect, as one described it, would then result as agency support and partnerships are lost. Habitat quality would decline, and outreach programs would be cut as the agency refocused on fish and wildlife management. One speculated that the nature centers would be sold to the private sector. Those programs dependent on volunteers, however, would continue, and two respondents said that the dedicated agency staff would figure out ways to continue some other programs. Yet another thought an instant attempt to reinstate the tax would occur.

Keys to reducing the chance of the tax being cut back or discontinued are the agency's responsiveness to the public, as well as simply being responsible and providing good customer service. Having a legislative liaison within the agency

keeps staff and other natural resource interests abreast of relevant political dealings, as well as helps MDC address legislative concerns.

Also important to the continuation of the Conservation Tax is showing results of MDC programs and services, although some respondents said the agency needs to promote itself better. MDC should emphasize that conservation tax revenue is just a “drop in the bucket” in relation to the state’s overall budget. As a portion of the entire state budget, the total budgets of MDC, the state agricultural department and the state insurance department combined are equal to only \$.01 out of every \$1.00.

In addition, MDC can often ward off threats to the tax by respectfully addressing the concerns of opposing individuals and groups early on. The Conservation Federation of Missouri, a non-profit organization formed in 1935 to take conservation out of politics, is a strong ally of MDC, and rallies support for the agency when needed. Most Missouri citizens would be upset and disappointed if the conservation tax was eliminated, according to the majority of respondents, although some people would likely be glad to see the tax eliminated.

MDC doesn’t operate on the premise that the tax could be lost; however, a Revenue Enhancement Task Force was put together in 1997 to study other funding sources. Perhaps one of the agency’s main sources of additional revenues, the Missouri Conservation Heritage Foundation, was begun in October 1997. The Foundation acts as a nonprofit arm of the agency and accepts corporate and individual donations, some of which are earmarked for particular projects or programs.

Product sales and partnerships with other organizations and businesses are other revenue sources currently in place but that could be expanded. In addition, a “cushion” of one month’s operating budget is kept in reserve (although, as noted by one respondent, the agency must be careful not to have too much cash in reserve or the legislature will think MDC is too wealthy or not fiscally responsible). The agency also solicits grants from private foundations, sells timber and crops, and is considering increasing license fees. Environmental license plates, vetoed recently by the governor, will likely be attempted again by MDC, as well.

While most respondents would not change the structure or allocation of the conservation tax, others offered some suggestions. MDC needs to spend more on developing its lands and less on acquiring new lands, and a larger percentage of the revenue should be allocated to the three major metro areas, according to some interviewees. Other ideas were to allocate money for staffing and programs proportionate to populations, and to better balance the percentages of money spent on personnel and equipment by providing more to personnel.

Some interviewees said the wording of the tax amendment should be changed to explicitly protect the Conservation Tax from restrictions (such as those imposed by the Hancock amendment to cap government spending), and the acquisition of more sales tax items should be attempted to increase tax revenues.

Perceptions of MDC

MDC is considered by many nationwide to be a model state fish and wildlife agency. It has a well-endowed budget, enjoys citizen support, and offers a wide variety of programs and services. We talked with respondents to find out what they think about how well the agency solicits and uses public input, what MDC’s strengths and weaknesses are, and what else the agency should be doing to broaden its constituency.

The amount of citizen input achieved by MDC received an average rating of 3.9 (on a scale of 1 to 5, where 5 = a lot achieved), with some saying the agency could do better in this area. More one-to-one personal contact with the public takes place than does formal input, and two respondents said MDC holds only a small number of public meetings.

Despite the latter comment, 20 respondents mentioned public meetings, forums or focus groups as ways in which MDC solicits citizen input, although four interviewees did say none of these methods were used extensively. Surveys and polls are commonly administered; however, some surveys are being cut back due to budget cuts.

Other methods MDC uses for soliciting public input include MDC publications (including *Missouri Conservationist*, the agency’s free magazine), TV and radio shows, and the agency’s open door policy (through which employees are encouraged to be available to the public, and citizens are encouraged to write to the director). One respondent thought

that, although the agency does well relating to the traditional users, more effort is needed to work with nontraditional users. Another feared the decline in the agency's human dimensions work, citing the extreme importance of such work to MDC's success.

Respondents noted several aspects that help the agency be effective. One of MDC's greatest strengths, according to an overwhelming majority of respondents, is its dedicated employees. Some described the agency's staff as diverse, with people from different backgrounds and areas of the country. Another agency strength, of course, is the revenue received from the Conservation Tax, and MDC's apolitical structure is also perceived as extremely helpful to its effectiveness. In addition, many considered the agency's responsiveness to the public a positive factor. Other characteristics described as strengths of MDC were: (1) its management of the resources, (2) internal staff closeness and communication, (2) good public support, (3) program diversity, and (4) its proactive and planned approach to management and decision-making. In addition, when specifically asked about the internal budgeting process, the majority of respondents agreed it was fair and equitable; only one who answered this question thought it was not.

Ironically, although responsiveness to the public was mentioned as an agency strength, it was also the most often cited weakness of MDC. The same conflicting responses were received in reference to internal communications; described as a strength above, some interviewees viewed it as a weakness, specifically communications between field and office staff. Traditional uses still dominate the internal culture of the agency, according to five interviewees.

Other weaknesses perceived by respondents included MDC's overreaction to criticism, a lack of self-promotion, and its lagging efforts to provide urban services. In addition, internal strife between traditional and nontraditional interests, a lack of internal ethnic diversity, employees too focused on their own programs or projects, and the small number of public meetings held were all mentioned as negative aspects of the agency. One respondent also noted that MDC's original focus on land acquisitions has resulted in a current \$95 million backlog of capital improvement projects.

Several varied suggestions were offered about how MDC can further broaden its constituency. Many advised the agency to focus more on urbanites and their needs; some said reaching out to more nonconsumptive users, in general, is necessary. Striving for greater internal diversity, increasing market research, and finding ways to better reach minorities were other ideas brought up. Also, working more with private landowners, promoting MDC more often and in better ways, and tapping into ecotourism were discussed, as was providing leadership development for staff members to become more visible public leaders, and cross-training employees among various positions and divisions.

Words of wisdom: advice for other states

Various characteristics of other states and agencies could help or hinder efforts to pass a similar tax. Missouri and MDC had several qualities that likely helped the Conservation Tax succeed here.

How the public perceives the state agency and its programs is important, for instance. Respondents believe Missouri citizens view MDC as an agency with a broad scope that provides quality services, as opposed to one that addresses solely consumptive needs. The attitudes citizens have toward taxes is important, as well; at the time the Conservation Tax passed, Missouri had a very low taxation rate.

Other issues of consequence to some states could be whether the state has the right of initiative petition, whether it has the support of its legislature, and the breadth of the agency's responsibilities (i.e. just fish and wildlife, or forests and parks, as well). One respondent insightfully described the "chicken and egg" dilemma: if the agency is not perceived as successful to begin with, it won't get the necessary support from the public. However, it won't appear successful if the agency isn't financially able to provide quality programs and services. Perhaps one way to help overcome this dilemma is to have a specific plan in place that shows the public exactly what the agency will do with new revenues, if the public will support its quest for funding.

Another positive quality of MDC, and one that likely played an important role in getting support for the Conservation Tax, is that the agency is set up constitutionally, and its director is selected through a hiring process rather than appointed by the governor. Thus, it enjoys limited political involvement. This factor is very important and helpful in gaining public support. Such an apolitical structure provides stability and continuity, and enables the agency to think long-term, since it does not have to be concerned with a change of administration every four years or so. Decisions are

based on science rather than politics, and because of its structure MDC is a management, rather than a regulatory, agency. Anti-government citizens can easily support this constitutionally based agency. MDC is overseen by a four-person commission, which was described by two respondents as good and effective.

Respondents believe the Conservation Tax is well-supported in Missouri because Missouri citizens are conservation-oriented, and the agency has kept its promises to them. MDC provides quality services and has used some of its revenue to provide services to urban residents. In addition, citizens have noticed how, after the constitutional creation of MDC, the agency made great strides in restoring wildlife populations that were extremely low in the early 1900s. Thus, the public believed in the agency then and continues to support its efforts today.

Much advice was offered by respondents for other state agencies attempting to secure an alternative funding source. Showing how your program (be it a sales tax or something different) will benefit the targeted audiences is extremely important; it should provide benefits to everyone, and agencies should be specific when describing the benefits. It helps a great deal to have an outspoken, credible advocate, such as MDC had in the Conservation Federation of Missouri. Soliciting public input and involvement in your efforts is paramount, and in fact, some said the effort should be driven by private citizens.

Because many citizens (and legislatures) are against new taxes, agencies may want to consider tax reallocation or earmarking rather than an altogether new tax. Agency staff must realize what such a program will mean internally; i.e. the agency will need to address a broader range of publics and their needs. Other suggestions respondents offered include: (1) have a plan of action, but stay flexible; (2) use research to determine your best program option; (3) team up with a land-based agency, such as state parks; (4) develop urban projects to get metro area residents' support, which is important since votes and tax money are concentrated in these areas; (5) show the benefits your program will provide to the traditional users, not just the nontraditional users; (6) show each legislator the dollar benefit it will provide to his/her district; and (7) show results and keep your promises if your program is implemented.

Conclusion

Missouri's story truly is one of success, and it can provide other states' fish and wildlife agencies with insights for developing their own success stories. Even with a department budget of more than \$100 million, however, limitations exist, and mistakes can happen. Wise agencies will take advantage of MDC's willingness to share its experiences. Whether your agency is considering a statewide sales tax or some other program, knowing the process and what to expect after implementation can help your agency become the next model of success.

Attachment 1:
Sources of Information about the History
of Missouri's Conservation Tax

Sources of Information about Missouri's Conservation Tax

Keefe, J. F. 1987. The Missouri Department of Conservation: The first 50 years. Conservation Commission of the State of Missouri. 446 pp.

Missouri Department of Conservation. 1971, September. Design for conservation. The Conservationist 32:1-20.

Additional information is available from the Missouri Department of Conservation, P.O. Box 180, Jefferson City, MO 65102-0180, (573) 751-4115.

**Attachment 2:
Summaries of Selected
Missouri Department of Conservation
Programs**

Summaries of Selected
Missouri Department of Conservation Programs
(based on interview responses)

Name of program: Hunter Education program (2 respondents)

Objectives:

- 1) To provide training for MO citizens in the use of firearms for hunting sports
- 2) To ensure safe hunting
- 3) To teach hunter ethics
- 4) To teach wildlife management

Began: 1958; became mandatory in late 1980s

Likelihood of existing without tax (on a scale of 1 to 5, where 5 = very likely): 4.5; likely to exist even without conservation tax funding since it uses volunteer instructors.

Change in purpose? Yes. It started out as a National Rifle Association hunter education program; in 1988, Missouri developed its own program, thereby identifying hunter education with MDC.

Also, gun safety was the original primary objective; now wildlife management and ethics are emphasized.

Accomplishments? The program has reduced the number of firearm accidents and resulted in better educated hunters. Also, volunteer participation has been increased and enhanced.

Other accomplishments intended? To continue the hunting heritage in Missouri, provide to communities a good example of people helping people (by having volunteer instructors and shooting range attendants). Also, one respondent would like to see the hunter ed program offered in every school in the state; as part of an outdoor education class, it could address both hunting and fishing.

Targeted audience? Youth (some schools have outdoor education classes based partially on hunter education) and anyone interested in hunting.

Feedback? Excellent feedback is received. Parents of school children are positive about the program. Demand exists for an advanced program. Feedback is gained through class-specific critiques at the end of the course.

How does it result in a broader constituency? Many non-hunters also take this course.

Start-up costs: No dollar amount given, but costs include manuals, certification cards, video equipment and film.

Maintenance costs: One respondent gave the example of the St. Louis area, in which the program costs about \$18,000 yearly and certifies 6500 students.

Contribution to MDC revenue? Many participants buy hunting licenses and equipment; hunting trips put money into the economy, thereby contributing to the Conservation Tax. Participants also use MDC shooting ranges, at which fees are charged.

Do differently?

Consequences of no more (or reduced) tax? Since this program is dependent on volunteers, it would continue, although perhaps some fees would be charged.

Name of program: Conservation Natural Resource Education (GED training program) (1 respondent)

Objectives: In cooperation with USFS:

- 1) To help participants achieve GED
- 2) To train participants in a trade
- 3) To expose them to conservation and natural resources

Began: 1993

Likelihood of existing without tax (on a scale of 1 to 5, where 5 = very likely): 5; funded through HUD and USFS.

Change in purpose? No.

Accomplishments? Results in an increased awareness of where the tax money is going; gives participants a chance to take part in an MDC program; and encourages more urbanites and minorities to be involved in natural resources conservation, either as a career or simply as a supportive citizen.

Other accomplishments intended? None.

Targeted audience? Nontraditional users, mostly urbanites. The program encourages participants to commit to their hometown, if they so desire.

Feedback? Definitely positive, resulting in new ideas for activities the program had never before considered.

How does it result in a broader constituency? Partnerships with other youth (through a national organization called Youth Build) and natural resources organizations.

Start-up costs: No real start-up costs.

Maintenance costs: Just staff time.

Contribution to MDC revenue? Often, participants will purchase hunting or fishing licenses (particularly fishing).

Do differently? Need more structure from MDC so hunting and fishing can be better integrated into the lives of inner city folks; as it is now, Youth Build personnel drive the MDC staff involvement.

Consequences of no more (or reduced) tax? Reduced staff time would result in severely limited opportunities for kids.

Name of program: Public Land Management program (one respondent)

Objectives: To provide public access for uses compatible with fisheries, forestry and wildlife management.

Began: When MDC first began

Likelihood of existing without tax (on a scale of 1 to 5, where 5 = very likely): 1; very unlikely, to the extent it exists today, but it would at least exist even without the tax.

Change in purpose? None, although it has rapidly expanded due to the tax revenue.

Accomplishments? It has resulted in a significant addition of public acreage available for public use and has allowed MDC to expand quality habitats for fish, forests and wildlife.

Other accomplishments intended? The land could be used to provide demonstrations to landowners on how to manage their lands for wildlife.

Targeted audience? Landowners, hunters, anglers, hikers, bikers, urbanites, the physically challenged, etc.

Feedback? Pros: accessibility close to urban areas; waterfowl hunting at state areas is really appreciated. Cons: development of lands is not rapid enough; have not yet developed a large wetland complex near St. Louis; compatibility of recreational uses of land with fish, forests, and wildlife management has not been well-planned or very well dealt with.

How does it result in a broader constituency? Simply by providing so much land for public use, constituencies broaden themselves.

Start-up costs:

Maintenance costs:

Contribution to MDC revenue?

Do differently? Need more staff support to better develop and maintain the land.

Consequences of no more (or reduced) tax? Habitat quality would decline significantly as would the range of public uses of land.

Name of program: Youth Deer Hunting program (one respondent)

Objectives:

- 1) To provide urban deer hunting opportunities for urban youth
- 2) To bring youth to MDC conservation areas
- 3) To educate youth on aspects of wildlife management (especially deer management)

Began: 1992-3

Likelihood of existing without tax (on a scale of 1 to 5, where 5 = very likely): 1; very unlikely.

Change in purpose? No change, but minorities haven't bought into the program due to a fear of personal danger.

Accomplishments? The program has resulted in many satisfied customers (especially parents); it receives good publicity (thus, so does MDC); parents spend quality time with their kids; the program works with 60-120 children.

Other accomplishments intended? Nothing.

Targeted audience? Youth hunters. Originally, focus was on urban youth, but interest in the program has expanded beyond that. The program is designed to reduce barriers, not necessarily to recruit new hunters.

Feedback? Positive; demand is greater than the program's capacity. Yet, MDC has not implemented this program in other areas.

How does it result in a broader constituency? It is a free program through which youth are exposed to gun safety and hunting opportunities. Mothers often participate with their children.

Start-up costs: \$1-2000 plus staff time, internal advertising and printing. Partnerships have helped; for instance, Winchester has provided guns.

Maintenance costs: Staff time plus about \$100 for printing and postage costs.

Contribution to MDC revenue? Some participants buy deer permits and/or pay camping fees; perhaps some longtime revenue if participants become lifetime hunters.

Do differently? Expand the program statewide, targeting urban areas in particular. More than 800 children try to get into the program; capacity is limited to 120.

Consequences of no more (or reduced) tax? The number of opportunities would decrease, but the dedicated staff would find ways to get things done.

Name of program: Nature Centers and Interpretive programs (3 respondents)

Objectives:

- 1) To reach out to and educate new audiences about conservation and natural resources
- 2) To provide direct programming from the naturalist staff

Began: October 1991 (nature centers); 1977 (interpretive education)

Likelihood of existing without tax (on a scale of 1 to 5, where 5 = very likely): 1.5; not likely.

Change in purpose? Although one respondent said there's been no change, another said the purpose of the nature centers has changed significantly. Originally, they focused on individual species and fun activities; now they have progressed to a theme that conveys a conservation ethic that can be acted upon and shared. Participant interaction is critical in provoking others' curiosity and interest. Also, nature center programs perhaps overemphasized, at first, nonconsumptive uses without recognizing consumptive activities as much.

The purpose of interpretive education in general has not changed; however, its audience has diversified, and MDC now does both onsite and outreach educational programs.

Accomplishments? Identifies MDC to the public and illustrates the agency's broad mandate and wide range of services. Also, it exposes a wide audience to the ideas of conservation and reminds people of the opportunities they have to help conserve natural resources. The nature centers provide opportunities for a variety of outdoor activities, as well.

Other accomplishments intended? Need to direct more interpretive programs to minorities, provide off-site programming more often, and reach more of the middle to high school audiences. Also, the nature centers should be used as vehicles to deliver messages about all of MDC's programs, including hunter education, fly fishing, etc.

Targeted audience? Although the goal is to address all publics, the main focus is on schools, scouts, civic groups, urbanites and families. One respondent noted that all fourth grade classes statewide visit the capital and also one of the nature centers.

Feedback? It's been phenomenally positive, according to one respondent. People like the free programs and many are repeat visitors. Feedback is gathered through survey cards, event evaluations and word of mouth. In addition, a 1996 nature center visitor survey was conducted. Nature center visitors tend to be families and women. Internally, according to one respondent, MDC education staff took awhile to recognize the impact of interpretive education. Other MDC division staff now see that audiences can be reached through a fun learning environment that truly educates. And other educational institutions become aware of what MDC is and does through partnerships (with zoos, water quality districts, museums, etc.).

How does it result in a broader constituency? Nature center staff specifically target audiences with promotions and programs and invite certain groups to participate. This sets the hook and provides individuals and groups with opportunities to pursue participation on their own. The nature centers increased interpretive education programming and the number of audiences it reaches. Many of their programs appeal to nontraditional constituents.

Start-up costs: Approximately \$2-4 million to construct each nature center.

Maintenance costs: \$200,000-\$300,000 (however, another respondent said \$500,000-\$750,000) annually for maintenance and operations, staffing and materials. Approximately one-third of the nature centers' budget goes toward interpretive programs.

Contribution to MDC revenue? Nature centers have created a network of support among citizens. Some revenue is generated through gift shop sales.

Do differently? One respondent suggested spending more time outside with the nature center visitors. The other suggested the need to find new ways to reach people and provide interpretive education, such as through video conferencing, the Internet, distance learning, etc. This respondent also said the Powder Valley Nature Center is located

too far from the inner city, making it difficult for urban people to reach it. Perhaps, therefore, educational programs can go to them or MDC can arrange or pay for transportation to bring inner city audiences to the center.

Another respondent suggested adding smaller, satellite nature centers that are cheaper to build and operate and more widely distributed. Also, MDC hopes to have mobile nature centers soon.

Consequences of no more (or reduced) tax? Special events would be cut, off site programming would be reduced or eliminated, temporary staff would be cut as would be hours of operation; overall, the extent and number of programs would decline.

Name of program: Urban Deer Management (1 respondent)

Objectives: To stabilize the urban deer population to minimize deer-human conflicts

Began: Early 1990s

Likelihood of existing without tax (on a scale of 1 to 5, where 5 = very likely): 4; likely it would have existed anyway, but the tax enabled broader public involvement and knowledge.

Change in purpose? The program began in an atmosphere of education and tolerance of deer populations, but over the last two years more consideration is being given to lethal controls.

Accomplishments? Has increased public awareness of the impacts deer have on human populations and the surrounding environment.

Other accomplishments intended? Develop awareness toward informed consent.

Targeted audience? Homeowners, decision makers, hunters.

Feedback? Mixed responses; some advocate total removal while others want no type of lethal control. Internally, MDC staff have responded positively. A formal evaluation was done by Texas A&M. A survey was conducted of a cross-section of Missouri citizens, and a further subanalysis was done targeting certain geographic areas.

How does it result in a broader constituency? Provides public education through workshops and the Missouri Conservationist, etc.

Start-up costs:

Maintenance costs: Staff time; a deer research study cost about \$300,000.

Contribution to MDC revenue?

Do differently? Could be more thorough.

Consequences of no more (or reduced) tax? Staff time would be decreased.

Name of program: **Branch Out Missouri - Urban and Community Forestry program** (2 respondents)

Objectives:

- 1) To preserve and enhance urban ecosystems and provide more urban trees
- 2) To provide services to private and public land managers
- 3) To educate people about urban forestry
- 4) To maintain or enhance MDC tax base through media exposure

Began: Prior to the sales tax, but since the tax it's grown by 5 FTEs. (Branch Out specifically began in late 1980s.)

Likelihood of existing without tax (on a scale of 1 to 5, where 5 = very likely): 2; probably not.

Change in purpose? No; just enhanced.

Accomplishments? A positive impact on urban street trees, with all cities having access to professional tree care and some cities passing urban tree laws. Also, response time to urban homeowners' requests has been decreased to a day or two, and publications on urban trees are available.

Branch Out Missouri has resulted in a lot of trees being planted and an increased interest in urban forestry and community involvement.

Other accomplishments intended? Want to become involved in local government planning for ecosystem management and to be able to impact development in urban areas.

Branch Out needs to expand its services and the money available to match the demand for grants and other services.

Targeted audience? Everyone from homeowners to local government officials and visitors.

Feedback? Has been very good; people are impressed with the program. MDC has become the final authority on urban and shade tree care. Although no formal evaluation process exists, indirect quantitative measurements are possible. Some are disappointed when they are turned down for grants.

How does it result in a broader constituency? The program addresses the highly urban nature of Missouri. More applicants for related grants and services exist than there is money available. Whole communities benefit from enhanced urban surroundings. Local nurseries, arborists and landscape architects become involved.

Start-up costs:

Maintenance costs: Branch Out Missouri costs about \$200,000 annually.

Contribution to MDC revenue? Eighty-five percent of the trees purchased as a result of the program are bought through commercial nurseries, so MDC gets a share of the revenue by way of the conservation tax.

Do differently? Would like to expand the program to more cities; should have had larger regions for all urban foresters from the beginning (rather than be restricted to urban boundaries); still need two or three more urban foresters for proper coverage.

Consequences of no more (or reduced) tax? Staff would be cut back by more than 50 percent; Branch Out Missouri would be cut entirely.

Name of program: **Natural History Publications** (1 respondent)

Objectives:

- 1) To increase public knowledge about natural resources
- 2) To encourage personal involvement in the natural world

Began: Started with the introduction of Design

Likelihood of existing without tax (on a scale of 1 to 5, where 5 = very likely): 1; very unlikely.

Change in purpose? No.

Accomplishments? Publications reach people who otherwise wouldn't have been reached.

Other accomplishments intended? Encourage further investigation into and inventory of Missouri's resources.

Targeted audience? Generally, publics other than consumptive users, but really it addresses a broad cross-section of consumptive and nonconsumptive users. Publications are used by higher education, as well.

Feedback? Sales show demand and interest, with 2nd and 3rd printings and revisions.

How does it result in a broader constituency? Many nontraditional constituents are interested in the subject matter of these publications.

Start-up costs:

Maintenance costs:

Contribution to MDC revenue? Not as much as it could; publications are relatively cheap.

Do differently? Increase prices, promote MDC calendars more. Broaden the publications' distribution outside of MDC centers and facilities. Include within each publication a bit more about MDC, its mission and its activities.

Consequences of no more (or reduced) tax? Publications would be discontinued.

Name of program: **Community Assistance Program** (1 respondent)

Objectives: To cooperate with reservoirs (which provide city water supplies) to provide professional fisheries management in return for public fishing access, maintenance and operations

Began: 1980

1; very unlikely.

Likelihood of existing without tax (on a scale of 1 to 5, where 5 = very likely):

Change in purpose? The program has evolved into the provision of facilities and the restoration of public/city lakes and ponds.

Accomplishments? The program's first cooperative agreement occurred in 1982; after initial distrust, cities are now begging to sign up. Eight to 10 agreements are made each year; in the first 10 years of the program, 11,000 acres were managed. By August 1994, 56 communities and 40 counties were involved. The program results in a great relationship with many communities.

Other accomplishments intended?

Targeted audience? Small communities, urban and inner-city folks, people with disabilities.

Feedback? Not a lot received; the program is somewhat taken for granted, according to the respondent. Local community governments are very appreciative and complementary, however, and MDC administrative staff and the wildlife commission are supportive. Some internal jealousy exists, though, as other interests compete for funds.

How does it result in a broader constituency? Provides visibility for MDC all over the state and promotes fishing opportunities.

Start-up costs:

Maintenance costs: Depends on size. Generally, about \$485 per acre of water, or if purchasing or constructing lakes, costs run about \$10-15,000 per surface acre. Also, 10 river access areas have resulted in \$700,000 committed. By partnering with others, however, MDC saves money in acquisition costs.

Contribution to MDC revenue? More fishing licenses are sold as a result of this program; in fact, the program is a major factor in keeping license sales from decreasing.

Do differently?

Consequences of no more (or reduced) tax?

Name of program: **Becoming an Outdoors Woman** (1 respondent)

Objectives: To introduce women and others to outdoor skills and to the enjoyment and use of natural resources

Began: 1994

Likelihood of existing without tax (on a scale of 1 to 5, where 5 = very likely): 4; but without the tax, MDC may not have been able to fund the personnel needed to run the program.

Change in purpose? It has progressed to "Beyond BOW," a program that provides specific outings and opportunities; e.g. deer hunts, camping trips, etc.

Accomplishments? A catalyst to peak women's interest in outdoor activities. Unsure, however, how many women are actually getting out there on their own as a result of BOW.

Other accomplishments intended? To assess the effects of the program. Also, to break down the barriers to participation that arise from acquiring the necessary equipment, such as guns, fishing tackle, etc.

Targeted audience? Adult women, but others would not be excluded.

Feedback? The users love it. A lot of work is required from MDC staff to set things up and run the BOW weekends.

How does it result in a broader constituency?

Start-up costs: About \$3000 for the training of a coordinator, printing of materials, and advertising. This doesn't include staff costs.

Maintenance costs: About \$7000 per program, most of which is recovered through fees and proceeds from auctions conducted at the sessions.

Contribution to MDC revenue? None.

Do differently? It would be helpful to be able to purchase and keep program equipment. Also, expand the audience to reach whole families.

Consequences of no more (or reduced) tax? Staff would be inadequate to continue the program, but volunteers could be used or another organization would sponsor BOW.

Name of program: **Endangered Species program** (1 respondent)

Objectives:

- 1) To recover declining species of fish and wildlife
- 2) To build public awareness and support for declining species

Began: Since the beginning of MDC

Likelihood of existing without tax (on a scale of 1 to 5, where 5 = very likely): 5; the program would be here regardless of the tax; however, the tax revenue provides the funds to make it more successful.

Change in purpose? Now using more of a biodiversity approach; trying to integrate species' needs into management and habitat needs.

Accomplishments? Acquisition of endangered species habitats and the recovery of some species. Fosters an appreciation of endangered species, internal and external to the agency.

Other accomplishments intended? Better inform the public of program successes. Invest more effort into being proactive before species become endangered or threatened.

Targeted audience? Everyone.

Feedback? Environmentalists think MDC isn't doing enough in this area, until they hear what exactly the agency has done. Endangered species in Missouri don't have the negative stigma they do in other states, according to the respondent.

How does it result in a broader constituency? Provides some awareness of the efforts of MDC. Habitat loss, which affects endangered species, is a concern of a broad constituency.

Start-up costs: No dollar amount provided, but costs include those for an endangered species coordinator and land acquisitions primarily for endangered species.

Maintenance costs: Direct cost of having an endangered species coordinator is \$50,000. Other than that, one really can't break down program costs. Other program areas and projects often benefit or relate to endangered species.

Contribution to MDC revenue? Not directly, but the program taps into federally funded programs; i.e. watersheds with endangered species is a higher priority for receiving EPA money.

Do differently? The respondent would create two branches of the program: one to focus on public awareness and another to focus on the biology and recovery of the species.

Consequences of no more (or reduced) tax? Less data collection and less public education efforts would occur.

Name of program: Human Dimensions (1 respondent)

Objectives:

- 1) To provide a means for better-informed decision-making and program evaluations
- 2) To allow for agency and program evaluations
- 3) To assist in crises management
- 4) To learn about the legislative climate
- 5) To allow public input and be familiar with public opinions

Began: 1978, although human dimensions really started as early as the 1950s

Likelihood of existing without tax (on a scale of 1 to 5, where 5 = very likely): 1.5; not very likely.

Change in purpose? Human dimensions began with a small core of social scientists showing others how human dimensions can help their work. Now biologists often do their own human dimensions analyses. Also, more such work is being contracted out to private research organizations.

Accomplishments? Provides accountability for MDC programs and measures customer satisfaction.

Other accomplishments intended? Continue to explore the expectations of citizens beyond consumptive uses.

Targeted audience? Everyone.

Feedback? Very positive with many people (internally and externally) asking for more.

How does it result in a broader constituency? Everyone involved in surveys, etc.; monitors the expectations of all publics.

Start-up costs: \$13,000 for original staff member's salary; other money went to survey services.

Maintenance costs: Cost of Conservation Monitor (a yearly - until recently - Gallup poll); to maintain a good human dimensions component requires about \$200,000 annually.

Contribution to MDC revenue? Provides accountability so provides justification for MDC programs.

Do differently?

Consequences of no more (or reduced) tax?

Name of program: Environmental Education - includes teachers, nature centers, etc. (1 respondent)

Objectives: To educate people about the environment and their roles in decision-making

Began: 1993 - The governor put together a task force on environmental education
1995 - An environmental division was created within MDC

Likelihood of existing without tax (on a scale of 1 to 5, where 5 = very likely): 1; definitely not to the extent it exists today.

Change in purpose? No.

Accomplishments? Have held two conferences (as of September 1998); provided \$180,000 in grant money to 56 schools for outdoor classroom development; in cooperation with other agencies, MDC publishes a quarterly newsletter for educators; and as of September 1998, MDC is developing a resource clearing house for educators.

Other accomplishments intended? To create an environmentally knowledgeable constituency that can make good decisions related to the environment and impacts on citizens.

Targeted audience? Teachers, students (preschool through college), youth leaders, zoo and nature center employees, animal rightists.

Feedback? Citizens involved want to see even more being done in this area. Some MDC staff are not fully supportive because the program goes beyond the traditional uses, according to the respondent.

How does it result in a broader constituency? The program reaches those who are concerned about environmental issues but are not necessarily consumptive users. It also has brought in the “anti-” folks, such as animal rights people, who now see MDC from a broader perspective.

Start-up costs: The Office of Environmental Education spent approximately \$200,000 in the beginning for grants, hosting a conference, employees, a resource clearing house, and support to related outside interests.

Maintenance costs: Support materials cost about \$700-800,000.

Contribution to MDC revenue? Some educational product sales at nature centers.

Do differently? Although the general direction the program is headed is appropriate, the respondent would like to see staffing and funding of the program to reach what was originally proposed at its outset.

Consequences of no more (or reduced) tax? Probably one of the first programs to be cut.

Name of program: *Stream Team* (4 respondents)

Objectives:

- 1) To bring attention to stream problems
- 2) To win friends and influence others
- 3) To develop among citizens a sense of resource ownership and encourage involvement in resource management

Began: February 1989 by governor proclamation

Likelihood of existing without tax (on a scale of 1 to 5, where 5 = very likely): 1.9 average; probably not.

Change in purpose? No.

Accomplishments? Has brought attention to and developed solutions for stream problems; MDC partners with the DNR and the Conservation Federation of Missouri to provide the program and publish a newsletter; the Stream Team program has approximately 30,000 members and 1500 teams; has trained 1500 water quality monitors; supports sound resource management at a local level; also, results in a high turnout of individuals supporting MDC when needed politically.

Other accomplishments intended? Increase the number of teams, perhaps up to 2000 more over the next five years; providing more ways the teams can fund themselves; continue to improve the water quality monitoring effort.

Targeted audience? Everyone; includes many school children (one respondent estimates that two-thirds of the state's school districts are involved); also, scouts and sportsmen's groups are involved. One respondent estimated that there is an even ratio of participation from urban and rural areas, but noted that minorities are not well-represented.

Feedback? A tremendous amount of positive feedback; the program is growing rapidly and has a very low rate of turnover among participants. An 800 number is available for citizens to call the Stream Team program, and the goal of staff involved is to contact each team member personally at least once. Internal MDC support is excellent, as well.

How does it result in a broader constituency? The Stream Team program has resulted in a huge amount of support and visibility for MDC. It has brought together a wide cross-section of people and encouraged the involvement of those who would otherwise not be involved with natural resources. The program has also broadened the scope of thinking within MDC, according to one respondent.

Start-up costs: Costs are shared among MDC, the DNR and the Conservation Federation of Missouri. For the first five years, money went to the publication of Stream Team materials and one MDC staff member.

Maintenance costs: One respondent said MDC spends \$450,000, the DNR \$200,000, and the Conservation Federation \$50,000 annually to support the Stream Team program. MDC now has about 5 staff members involved in the program, the Conservation Federation has a full-time employee devoted to the program, and the DNR has a Stream Team crew, as well.

Contribution to MDC revenue? A Stream Team report said volunteer hours totaled more than 72,000 in 1997, resulting in \$925,000 worth of free labor. Also, the program provides a network of supporters who help defeat attempts to redirect the conservation tax revenues.

Do differently? They didn't plan for such great success and rapid growth of the program; it's therefore hard to keep up with the interests and needs of the people, according to one respondent.

Consequences of no more (or reduced) tax?

Name of program: **The Cave program** (1 respondent)

Objectives:

- 1) To further cave conservation
- 2) To improve MDC resource management
- 3) To reach recreational users

Began: 1996 (Although in the early 1980s, a comprehensive study of caves on public lands took place and surveys for endangered species in caves has been occurring for several years.)

Likelihood of existing without tax (on a scale of 1 to 5, where 5 = very likely): 5; would have existed, but would not have been able to hire a cave biologist as they did.

Change in purpose? The program considers all Missouri caves now, not just those that harbor endangered species. Also, the program works more with private owners and recreational users than it did before.

Accomplishments? The program supports cave clean-ups and cave education, and a cave Stream Team exists. A cave biologist was hired, who is becoming well-known and respected within the cave community of recreational users and ecological interests. This is resulting in good communications and liaisons among a variety of people. Workshops are put on for cave managers. (One hundred fifty caves are located on MDC lands).

Other accomplishments intended? To broaden conservation views.

Targeted audience? Cavers, researchers, endangered species interests and other citizens.

Feedback? Very positive from cavers and researchers. Internally, the program is generally well-received, although not overwhelmingly so.

How does it result in a broader constituency? The cave program has involved recreational cavers and members of the general public who share an interest in caves. Also, it involves nature center visitors by providing field trips to caves.

Start-up costs: \$80,000 to hire staff, purchase equipment, and provide for overhead costs.

Maintenance costs: About \$60,000, plus anywhere from \$5000 to \$20,000 to gate a cave; MDC has 30 gated caves as of September 1998.

Contribution to MDC revenue?

Do differently?

Consequences of no more (or reduced) tax? The cave program would be cut back.

Name of program: Missouri Conservationist magazine minority outreach effort (1 respondent)

Objectives: To reach out to minorities and educate them on MDC services

Began: A one-time effort done in 1990

Likelihood of existing without tax (on a scale of 1 to 5, where 5 = very likely): 1; according to the respondent, the magazine could not be provided free without the tax revenue.

Change in purpose?

Accomplishments? In 1990, names and addresses of households with minority and other youth were gathered and free Conservationist subscriptions were distributed to them. At the end of one year, 60 percent of the recipients wanted to retain their subscription, resulting in 18,000 new subscriptions to predominantly minority households. According to the respondent, these minority youth have thus grown up with the idea that minorities can enjoy outdoor recreation and a greater comfort level is promoted as they see other minorities depicted in the magazine.

Other accomplishments intended?

Targeted audience? Minorities.

Feedback? MDC received no external feedback. Internally, some staff were congratulatory, but most were apathetic.

How does it result in a broader constituency?

Start-up costs: \$1500 for the purchase of names and addresses; \$6800 for operational costs such as postage, letters, etc.

Maintenance costs:

Contribution to MDC revenue? None directly.

Do differently? Expand the effort by acquiring more addresses. Only 12 zip codes were purchased; thus, some inner-city minorities were missed.

Consequences of no more (or reduced) tax?

Name of program: Missouri Conservation Heritage Foundation (1 respondent)

Objectives: To provide financial support for conservation programs

Began: October 1997

Likelihood of existing without tax (on a scale of 1 to 5, where 5 = very likely): 5; very likely.

Change in purpose? No.

Accomplishments? Partnerships developed; land acquired; allows for designated donations; leverages money and provides matching funds for projects; \$3.5 million capital campaign was undertaken to raise money for a discovery center in Kansas City. Corporate and private foundations are required to give money away; the Foundation tries to encourage them to donate to its cause.

Other accomplishments intended? To build corporate relations and partnerships with conservation groups.

Targeted audience? Corporations, conservation groups. Addresses all public interests.

Feedback? The public and the donors are supportive; MDC staff are sometimes reluctant to embrace it, according to the respondent.

How does it result in a broader constituency? Partners with corporations and other conservation groups.

Start-up costs: None.

Maintenance costs:

Contribution to MDC revenue? Several hundred thousand dollars so far.

Do differently? Make it more independent from MDC.

Consequences of no more (or reduced) tax? Would not affect the Foundation.

Name of program: Wildlife Restoration program (1 respondent)

Objectives: To restore missing segments of Missouri's fauna

Began: 1930s

Likelihood of existing without tax (on a scale of 1 to 5, where 5 = very likely): 3; it would exist but not to the extent it does now.

Change in purpose? No.

Accomplishments? Has restored Missouri populations of white-tailed deer, wild turkeys, ruffed grouse, river otters, bald eagles, peregrine falcons, giant Canada geese and beavers.

Other accomplishments intended? Restore populations of pheasants and prairie chickens in Missouri; conduct an elk feasibility study.

Targeted audience? Everyone.

Feedback? Some concern is noted among anglers in relation to the river otter recovery and the effect it may have on sport fish populations. Also, some animal rights people want to do away with trapping.

How does it result in a broader constituency? The respondent describes this program as "gold in the bank." It builds public confidence in MDC because of its successes. Works with landowners well, and the program gets good media coverage.

Start-up costs: Relatively inexpensive.

Maintenance costs: Approximately \$75,000 annually.

Contribution to MDC revenue? Provides healthy populations of some game species so the program indirectly results in revenue from permit sales.

Do differently? The respondent disagrees with some of the placements of restored species' populations.

Consequences of no more (or reduced) tax?

Name of program: Urban outreach (as an emphasis rather than a specific program) (1 respondent)

Objectives:

- 1) To increase the awareness among urban residents of MDC and its services and activities
- 2) To increase the level of participation in natural resource-related activities by urban residents
- 3) To ensure the existence of a politically important constituent base

Began: Evolved in the early 1990s

Likelihood of existing without tax (on a scale of 1 to 5, where 5 = very likely) 1; very unlikely.

Change in purpose? As MDC makes headway in this area, some efforts and dollars are being redirected.

Accomplishments? MDC has partnered with the Kansas City Zoo, Grace Hill Neighborhood Society, Operation Bright Side, Gateway to Gardening, and other urban organizations in attempts to connect with urban communities. Over the years, \$6 million has been put into each of the two major Missouri cities (Kansas City and St. Louis).

Other accomplishments intended? Continue to promote the idea internally that since all citizens contribute to the conservation tax, they must all be considered customers, and urban areas are where much of the tax revenue comes from.

Targeted audience? Urban residents.

Feedback? Public officials and leaders are pleased, and citizens appreciate MDC efforts, according to the respondent. Also, MDC has received positive feedback on its urban programs through the press.

How does it result in a broader constituency?

Start-up costs: About \$10 million.

Maintenance costs: Much provided through partnerships, matching funds and grants.

Contribution to MDC revenue? No direct contribution.

Do differently? Emphasize more the MDC component of the partnerships, and follow up better with partners to make sure the MDC message continues to be disseminated.

Consequences of no more (or reduced) tax?

Attachment 3:
Missouri Objectives Used in Figure 1

Objectives Used in Figure 1

- a) to increase and develop the amount of land available for public hunting and nature enjoyment opportunities
- b) to purchase, develop and operate new waterfowl areas, spread geographically around the state
- c) to add “metro forests” within 50 miles of urban centers, and manage these forests for nature study and interpretation, forest related recreation and demonstration forests, rather than timber production
- d) to acquire areas specifically for the preservation and management of non-game wildlife, either for nature enjoyment or for study and observation
- e) to construct and operate several small lakes and some large multiple use lakes (the latter located near major trafficways to serve metropolitan areas) with the intent that all these lakes would be developed to assure enjoyment of all types of aquatic wildlife
- f) to acquire more access to tracts of floatable streams to provide public fishing and other water-based recreational opportunities
- g) to provide technical advice, short courses and planting materials to landowners to encourage good game management practices
- h) to increase 4-H and FFA programs through educational and planting material
- I) to develop a series of aquatic demonstration areas on MDC-owned lands to show techniques and values of sound management practices for private landowners
- j) to provide small urban lakes and manage them for use by underprivileged and inner city residents
- k) to provide assistance in technical forestry to rural landowners to encourage forest practices for multiple use of private forest land
- l) to establish and implement a conservation curriculum in all elementary and high schools

- m) to, at large reservoirs, create facilities such as fish attractors, fishing piers, fishing areas for disabled people and lighted floating fish platforms so that under-utilized fish species can provide more people with more recreational opportunities
- n) to increase assistance (training and materials) to rural volunteer fire departments throughout the state

Appendix A:
Contact Information for the Programs Studied

Contact Information for the Programs Studied

Arizona: The Heritage Fund

Arizona Game and Fish Department
2221 W. Greenway Rd.
Phoenix, AZ 85023-4312
(602) 942-3000

Arizona State Parks Board
1300 W. Washington Ave.
Phoenix, AZ 85007
(602) 542-4174

Arkansas: the Conservation Tax

Arkansas Game and Fish Commission
2 Natural Resources Dr.
Little Rock, AR 72205
(501) 223-6300

Arkansas Department of Parks and Tourism
One Capitol Mall
Little Rock, AR 72201
(501) 682-7777

Colorado: Great Outdoors Colorado Trust Fund

Great Outdoors Colorado
1600 Broadway
Suite 1650
Denver, CO 80202
(303) 863-7522

Colorado Division of Wildlife
6060 Broadway
Denver, CO 80216
(303) 297-1192

Colorado Division of Parks and Outdoor Recreation
1313 Sherman St.
Room 618
Denver, CO 80203
(303) 866-3437

Illinois: Conservation Congress

Illinois Department of Natural Resources
Division of Constituency Services
524 S. Second St.
Springfield, IL 62701-1787
(217) 782-4963

Illinois: Conservation 2000

Illinois Department of Natural Resources
Office of Realty and Environmental Planning
524 S. Second St.
Springfield, IL 62701-1787
(217) 782-7940

Illinois Environmental Protection Agency
2200 Churchill Rd.
Springfield, IL 62794
(217) 782-3397

Illinois Department of Agriculture
State Fairgrounds
PO Box 19281
Springfield, IL 62706
(217) 782-2172

Missouri: the Conservation Tax

Missouri Department of Conservation
PO Box 180
Jefferson City, MO 65102-0180
(573) 751-4115

Virginia: House Bill 38

Virginia Department of Game and Inland Fisheries
4010 W. Broad St.
PO Box 11104
Richmond, VA 23230
(804) 367-1000

Appendix B: Interview Instruments Used

Broadening Constituency Project Interview Instrument (final version)

Name:

Tape #:

1. What is your current position or occupation? What was the position you held during the program's development?
2. How and why did the idea for this program come about?

Let's talk about who was involved with the program.

3. What organizations took the lead in developing the program?
4. What other individuals/groups provided support?

- In what ways?

- How was this support gained?
- How broadly do you think the supporters represented the constituencies of the state wildlife agency? (We'll define constituency as an organization's supporters, customers, partners and advocates).
- Were there specific goals to involve certain constituencies?
- Would it have been helpful to have other constituencies involved? Which ones?

Please ask questions #5 and #6 only if not answered in the discussion thus far.

5. What role did your group or agency play (if applicable) in the development/implementation of the program?
6. What role did you play?
7. What individuals/groups provided opposition?
 - Why were they opposed?
 - In what ways?
 - How was this opposition handled?
8. How did traditional supporters (license-buyers) react to the program?
 - What percentage would you say supported it? Opposed it? For what reasons?
 - How did the state wildlife agency react to their concerns?
9. How did the internal climate of your agency or group help or hinder this initiative?
 - How much support or opposition was there to the program?
 - Was there support or opposition from the wildlife commission/board?

Now we'll talk about how the program was developed and what was involved.

10. What laws or regulations, if any, had to be considered in the development/implementation of the program (either those already on the books or those that needed to be created to enable the program)? Why were they relevant?

11. What was the “climate” (this could be political, cultural, environmental, economic, etc.) of the region or state at the time the program was being developed?

- What issues were important and/or what events were taking place that you think may have helped or hindered support for the program? How did they help or hinder?

12. What additional staff training was conducted to help the program succeed?

13. What particular theme tied together the messages being sent to garner support?

For the following questions, in addition to asking for details, I will ask you to rate some answers on a scale of 1 to 5, as I will describe.

14. How much exposure did the idea/development of the program receive from the following?

	Limited		Some		Widespread
Hunters/anglers	1	2	3	4	5
Wildlife watchers/ nature photographers	1	2	3	4	5
Conservation Groups	1	2	3	4	5
Political groups/legislature	1	2	3	4	5
Schools and colleges	1	2	3	4	5
Recreationists	1	2	3	4	5
Business/industry	1	2	3	4	5
Agriculture	1	2	3	4	5
Other (please specify)	1	2	3	4	5

15. Let’s discuss what types of communication activities were used. (How was news of the program distributed?)

How often would you say each of the following media types was used?

	Very seldom		Occasionally		Very often
Television	1	2	3	4	5
Radio	1	2	3	4	5
Newspapers	1	2	3	4	5
Magazines	1	2	3	4	5
Newsletters	1	2	3	4	5
Brochures	1	2	3	4	5
Public Meetings	1	2	3	4	5
Demonstrations/ Field Days	1	2	3	4	5
Telephone	1	2	3	4	5
Other (Please specify)	1	2	3	4	5

-Were effects of each media type evaluated? How? Were tactics changed as a result?

-Were certain types more effective than others? Why?

16. Was there one or two particular sources from which the public could get information on the program? What were these sources? (This could be an agency or organization, or even a particular individual; if an individual, did he/she represent a particular group?)

-In your opinion, how credible (i.e. knowledgeable and trustworthy) do you think the audience perceived the source(s) to be?

Not credible		Somewhat credible		Very credible
1	2	3	4	5

17a. Was there any formal research done prior to seeking support for the program?

We'll define formal research as focus groups, surveys, etc. designed to determine the audiences' current attitudes toward or awareness of the issue.

- How was this information used to determine what messages were distributed and through which channels?

17b. How were messages (i.e. brochures, news releases, public service announcements, etc.) evaluated or tested before being distributed, if they were at all?

Some organizations target their messages to specific groups. This means they divide or segment a mass audience into subgroups with common characteristics. At the same time, each subgroup differs significantly from other subgroups. (Possible subgroups could be hunters and anglers, environmentalists, politicians, youth, etc.)

18. Did any planned segmentation of the audience occur?

- If yes, please describe the different subgroups. How were they decided upon?
- How were messages targeted to each group?

19. How well do you think the messages related to the audience members' interests and beliefs? (In other words, do you think they were shown how the issue could affect them?)

Didn't relate well		Related somewhat or sometimes		Related well
1	2	3	4	5

20. Overall, to what extent do you believe the media channels used to get the message out were appropriate and available to the targeted audience? [For instance, if PSAs were distributed on country music stations, had it been previously determined that the targeted audience listens to country music (appropriateness) and is in the range of a country music station (availability)?]

Not at all		Some extent		Great extent	
Appropriate	1	2	3	4	5
Available	1	2	3	4	5

21. How much time passed from the program's conceptualization to its passage or implementation?

- Was this within the expected time frame, or did it take longer than was planned?

22. Were there any specific things done to keep people's support and involvement during this time? For instance, were supporters recognized throughout the process, perhaps by mention in a newsletter, or by events held specifically for them?

Sometimes formal campaigns are used to develop new programs and gain support for them. A campaign can be defined as a plan that: a) intends to generate specific outcomes b) from a large number of people c) within a specified time period d) through organized communication activities.

23. Was a formal campaign plan used to guide the program's development and to gain support for it? (If yes, can I get a copy?)

If yes, and you are familiar with the campaign plan, please answer the following questions. Otherwise, please skip to question #29.

24. Who organized the campaign?

- If a team, how were team members selected? How often did the team meet?

25. Were specific objectives developed for the campaign?

- How were they developed?

- Were they formally documented?

- Do you recall what they were?

26. How did the purpose or the objectives of the campaign change along the way?

27. How was the campaign evaluated while it was ongoing? After it was over?

- In what ways did these evaluations result in changes in its approach?

28. In your opinion, how much did having a formal campaign contribute to the success of the program?

Did not contribute

Somewhat contributed

Greatly contributed

11

2

3

4

5

Now I'd like to ask some questions about the financing of the campaign. Are you familiar with how the campaign was financed? If yes, please answer the following. If no, skip to question #32.

29. How much do you estimate the cost of the campaign to have been (including its evaluation, if any)?

30. What was the source of this money (P-R, D-J, license dollars, legislatively appropriated, special grants, etc.)?

31. What would you say are the annual costs of maintaining the program? Where does this money come from?

Now we'll finish up with some general questions.

32. What do you think were the major obstacles in the development of the program? In its implementation?

33. What characteristics of the program do you think define its success?

34. What advice would you give to other agencies in making similar efforts?

35. What would you suggest be done differently if given the chance to do it over again?

A constituency can be defined as an organization's supporters, customers, partners and advocates; those who share similar interests and expectations with the organization.

36. How has this program contributed to a broadened constituency for the state wildlife agency involved AND what is the program currently doing to keep this broad support?

37. Is there anything else you would like to tell me about how this program was developed and implemented?

Where can I get copies of supporting documentation, such as the campaign plan, list of specific goals/objectives, press clippings, etc.?

Broadening Constituency Project Interview Instrument
(original questionnaire used for some Colorado interviews)

1. What is your current position or occupation? What was the position you held during the program's development?

Let's talk about who was involved with the program: those who helped develop it, others who supported it, and those who opposed it.

2. Whose idea was the program? How and why did this idea come about?

3. Who/what organizations took the lead in developing the program?

4. What role did your group or agency play (if applicable) in the development/implementation of the program?

5. What role did you play?

6. Who do you believe were the key players in helping this program succeed? Why were they key?

- within your agency/group?
- outside of your agency/group?

7. What individuals/groups provided support?

- In what ways?
 - How was this support gained?
 - How broadly do you think the supporters represented the constituencies of the state wildlife agency? (We'll define constituency as an organization's supporters, customers, partners and advocates).
 - Were there specific goals to involve certain constituencies?
- Would it have been helpful to have other constituencies involved? Which ones?

8. What individuals/groups provided opposition?

- In what ways?
- How was this opposition handled?

9. How did traditional supporters (license-buyers) react to the program?

- What percentage would you say supported it? Opposed it?
- How did the state wildlife agency react to their concerns?

10. How did the internal climate of your agency or group facilitate or hinder this initiative?

- How much support or opposition was there to the program?

- Was there support or opposition from the wildlife commission/board?

Now we'll talk about how the program was developed and what was involved.

11. What laws or regulations had to be considered in the development/implementation of the program (either those already on the books or those that needed to be created to enable the program)?

12. What was the "climate" (this could be political, cultural, environmental, etc.) of the region or state at the time the program was being developed?

- What issues were important and/or what events were taking place that you think may have helped or hindered support for the program? How did they help or hinder?

13. Was there any additional staff training conducted to help the program succeed?

- If so, please describe.

14. How much exposure did the idea/development of the program receive (i.e. limited, widespread)?

To whom was it exposed? (Specific audiences only; i.e. sporting groups ; environmental groups, political groups, etc. or to the public in general?)

15. Let's discuss what types of communication activities were used. (How was news of the program distributed?)

- Mass media use (radio, TV, newspapers, magazines, newsletters, brochures, Internet)

What types were used?

How often was each type used (frequently, occasionally, very little)?

Was one type more heavily used than any others?

Were certain types targeted to certain audiences? In what ways?

Were effects of each evaluated? How? Were tactics changed as a result?

Were certain channels more effective than others? Why?

- Interpersonal communications (face-to-face communications such as public meetings, demonstrations, field days, etc. OR telephone conversations)

What types were used?

How often was each type used (frequently, occasionally, very little)?

Was one type used more heavily than any others?

Were certain types targeted to certain audiences? In what ways?

Were effects of each evaluated? How? Were tactics changed as a result?

Were certain channels more effective than others? Why?

16. Where did the public get its information on the program? (This could be an agency or organization, or even a particular individual; if an individual, did he/she represent a particular group?)

- Do you believe the source(s) was credible (i.e. knowledgeable and trustworthy)?

- In your opinion, do you think the audience perceived the source(s) to be credible?

17. Was there any formal research done prior to seeking support for the program?

Were audiences surveyed as to their current attitudes toward or awareness of the issue?

- If yes, were survey results used to determine what information was distributed and through what channels?

- Were any of the messages (i.e. brochures, news releases, public service announcements, etc.) evaluated or tested before being distributed?

Some organizations target their messages to specific groups. This means they divide or segment a mass audience into subgroups with common characteristics. At the same time, each subgroup differs significantly from other subgroups. (Possible subgroups could be hunters and anglers, environmentalists, politicians, youth, etc.)

18. Was the audience segmented in any way?

- If yes, please describe the different subgroups.

19. Were different messages targeted to each group in different ways?

were the messages presented in ways that were relevant to the audience members' interests and beliefs? (In other words, do you think they were shown how the issue could affect them?)

20. Do you believe the media channels used to get the message out were appropriate and available to the targeted audience? (For instance, if PSAs were distributed on country music stations, had it been previously determined that the targeted audience listens to country music and is in the range of a country music station?)

Often, a long time passes between getting the support for developing a program and the program's implementation.

21. If this was the case, were there any specific things done to keep people's support and involvement during this time? For instance, were supporters recognized throughout the process, perhaps by mention in a newsletter, or by events held specifically for them?

Sometimes formal campaigns are used to develop new programs and gain support for them. A campaign can be defined as a plan that: a) intends to generate specific outcomes b) from a large number of people c) within a specified time period d) through organized communication activities.

22. Was a campaign used to develop the program in question?

If yes, can we get a copy of the campaign plan?

If yes, please answer the following questions. If no, please skip to question #33.

23. Who organized the campaign?

- If it was the responsibility of a team, how were team members selected? How often did the team meet?

24. What was the purpose (the intended outcome) of the campaign?

25. Were specific objectives developed for the campaign?

- Who developed them?
- How were they developed?
- Were they formally documented? (Can I get a copy ?)
- Do you recall what they were?

26. Did the purpose or the objectives of the campaign change along the way?

- If yes, in what ways? Why?

27. Was the campaign evaluated during or after its implementation?

- If yes, how?
- Did these evaluations result in changes in its approach?
- If yes, in what ways?

28. How long did it take to develop the campaign? (From when the idea was first conceptualized to when the first campaign message was launched.)

29. How long was the campaign in use? (From when the first message was launched to when the last message was launched.)

30. How soon after the end of the campaign was the outcome achieved?
- Was this within the expected time frame, or did it take longer than was planned?

31. In your opinion, how much did having a formal campaign contribute to the success of the program?

If you are at all familiar with the financial end of things, we'll move on now to some questions about cost.

32. Can you estimate the cost of the campaign, if there was one?

33. Can you estimate the cost of the overall program (including the campaign, implementation, evaluation, etc.)?

34. What was the source of this money (P-R, D-J, license dollars, legislatively appropriated, special grants, etc.)?

35. How was this money obtained (commission approval, legislative approval, license-buyer approval, etc.)?

36. What would you say are the annual costs of maintaining the program? Where does this money come from?

Now we'll finish up with some general questions.

37. What do you think were the major obstacles in the development/implementation of the program?

38. What advice would you give to other agencies in making similar efforts?

39. What characteristics of the program do you think define its success?

40. What would you suggest be done differently if given the chance to do it over again?

A constituency can be defined as an organization's supporters, customers, partners and advocates; those who share similar interests and expectations with the organization.

41. How has this program contributed to a broadened constituency for the state wildlife agency involved?

42. What is being done now through this program to keep the support of this broadened constituency?

43. Is there anything else you would like to tell me about how this program was developed and implemented?

MISSOURI INTERVIEW QUESTIONS

Tape #

Name:

Position Title:

How long with MDC:

Let's begin with a bit of history. The following questions deal with the objectives stated by MDC more than 25 years ago.

1. In 1971, the Design for Conservation was released to the public. Are you familiar with that? [It was a plan written by MDC for Missouri's outdoor future; a long-range plan to "expand the state's wildlife conservation program and provide more recreational opportunities for all Missourians." It was based on the estimation that \$21 million would be

needed and available annually (through the originally proposed soft drink tax, later the 1/8 of 1% sales tax) to support the programs in the plan.]

Proposals made in Design were planned to be achieved within 20 years. It's now been 22 years since the tax was passed on the ballot. On a scale of 1 to 5, can you tell me, to the extent to which you are familiar with these things, how close MDC has come to achieving the following objectives stated in the Design for Conservation?

Have not achieved		Achieved somewhat		Achieved completely
1	2	3	4	5

- a) to increase and develop the amount of land available for public hunting and nature enjoyment opportunities
- b) to purchase, develop and operate new waterfowl areas, spread geographically around the state
- c) to add "metro forests" within 50 miles of urban centers, and manage these forests for nature study and interpretation, forest related recreation and demonstration forests, rather than timber production
- d) to acquire areas specifically for the preservation and management of non-game wildlife, either for nature enjoyment or for study and observation
- e) to construct and operate several small lakes and some large multiple use lakes (the latter located near major trafficways to serve metropolitan areas) with the intent that all these lakes would be developed to assure enjoyment of all types of aquatic wildlife

Have not achieved		Achieved somewhat		Achieved completely
1	2	3	4	5

- f) to acquire more access to tracts of floatable streams to provide public fishing and other water-based recreational opportunities
- g) to provide technical advice, short courses and planting materials to landowners to encourage good game management practices
- h) to increase 4-H and FFA programs through educational and planting material
- I) to develop a series of aquatic demonstration areas on MDC-owned lands to show techniques and values of sound management practices for private landowners
- j) to provide small urban lakes and manage them for use by underprivileged and inner city residents
- k) to provide assistance in technical forestry to rural landowners to encourage forest practices for multiple use of private forest land
- l) to establish and implement a conservation curriculum in all elementary and high schools
- m) to, at large reservoirs, create facilities such as fish attractors, fishing piers, fishing areas for disabled people and lighted floating fish platforms so that under-utilized fish species can provide more people with more recreational opportunities
- n) to increase assistance (training and materials) to rural volunteer fire departments throughout the state

2. On a scale of 1 to 5, how well do you think MDC's programs meet the needs of the following groups?

Not at all		Somewhat		Very well
1	2	3	4	5

hunters
anglers
environmental/conservation groups
schools and colleges
youth
urbanites

minorities
wildlife watchers/photographers
water-based recreationists
other outdoor recreationists
business/industry
landowners
agricultural groups

If you are involved with a particular MDC program, let's discuss that. If not, please go to question # 16.

3. What is the name of the program?
4. What are the program's objectives?
5. When was it begun?
6. In your opinion, how likely do you think it is that this program would be in existence without funding from the conservation tax?

Very unlikely	Somewhat likely	Very likely		
1	2	3	4	5

7. Has its purpose changed since it's conception?
- How?
- Why?
8. What has the program accomplished thus far?
9. What other things does it intend to accomplish?
10. What specific publics does it address? (ex. hunters, anglers, hikers, urbanites, etc.)
11. What feedback have you received from the users of the program? From MDC? From others?
12. How does this program result in a broader constituency for MDC?
13. What were its start-up costs? What did this money go toward, specifically?
14. How much does it cost to maintain?
15. How does this program contribute to the revenue of MDC?

Let's talk a bit about Missouri's 1/8 of 1% conservation sales tax.

16. How much do you think the conservation tax as a funding source has contributed to a broader constituency for MDC?

Not at all		Somewhat		Very much
1	2	3	4	5

17. Other than bringing in revenue to fund various programs for the Department, in what other ways has the conservation tax helped to broaden MDC's constituency?
18. What publics are being served by MDC now that weren't previously?
- In what ways?

19. What types of programs, aside from those discussed in the first set of questions, have been developed to broaden the agency's constituency?
- Specific examples?

20. How much danger is there of MDC's conservation tax revenue being cut back?

No danger Some Danger Very great danger
1 2 3 4 5

- Why?

21. How much danger is there of MDC losing the conservation tax as a funding source all together?

No danger Some Danger Very great danger
1 2 3 4 5

- Why?

22. What is being done to ensure it isn't lost?

23. What do you think would be the citizens' reactions to the elimination of the conservation tax?

24. Is there competition for this funding source from outside interests within the state, i.e. other state agencies, businesses or industries?

- From whom?

- How is this competition handled?

25. How is money for programs or projects allocated?

- In your opinion, how fair and equitable is this process?

26. Is anything being done currently to put aside revenue for future use, or to look for other funding sources, in the event the conservation tax is lost or revenue from it is decreased?

27. If the tax is reduced or eliminated, what consequences would that have on the specific program(s) on which you work?

- On the budget, programs and future of MDC overall?

28. What would you change about the structure or allocation of the conservation tax?

29. Why do you think the conservation tax has been so well-supported and successful in Missouri?

30. What do you think might be different in other states that would help or hinder the passage of a similar tax?

31. What advice would you give other state wildlife agencies in attempting to develop/implement the same or similar funding source?

We'll finish up now with some general questions about MDC.

32. As I understand it, MDC is set up with limited government involvement; its director is selected through a hiring process rather than through appointment by the governor. How do you think the structure and organization of MDC, with its limited political involvement, have helped it gain broad public support?

33. How would you rate the amount of citizen input achieved by MDC?

None achieved Some achieved A lot achieved
 1 2 3 4 5

- 34. What specific things does MDC do to solicit citizen input?
- 35. What do you consider to be MDC's strengths?
- 36. What do you consider to be MDC's weaknesses?
- 37. What would you suggest MDC do to further broaden its constituency?
- 38. Do you have anything else you would like to add about the topics we've covered?

MISSOURI INTERVIEW QUESTIONS
 NON-AGENCY PERSONNEL

Tape #
 Name:
 Position Title:
 How long with the Federation:

- 1. Please explain the mission of the Conservation Federation of Missouri.
- 2. What is the organizational structure of the Federation?
- 3. Please explain the relationship between the Federation and the Missouri Department of Conservation (MDC).
 - On what types of programs or issues have they collaborated?
 - Please give examples of the roles played by both organizations in such collaborations.
- 4. How has the 1/8th of 1% Conservation Tax affected the mission and goals of the Federation?

From your perspective as someone external to MDC, please answer the following as best you can.

- 5. On a scale of 1 to 5, how well do you think MDC's programs meet the needs of the following groups?

Not at all Somewhat Very well
 1 2 3 4 5

hunters	minorities
anglers	wildlife watchers/photographers/environmental/conservation groups
water-based recreationists	
schools and colleges	other outdoor recreationists
youth	business/industry
urbanites	landowners
agricultural groups	

-Can you provide brief examples of MDC programs involving each category?

If you or the Federation are involved with a particular MDC program, let's discuss that. If not, please go to question # 18. (If involved with more than one, please choose the one you think is the most outstanding.)

- 6. What is the name of the program?
- 7. What are the program's objectives?
- 8. When was it begun?

9. In your opinion, how likely do you think it is that this program would be in existence without funding from the conservation tax?

Very unlikely Somewhat likely Very likely
1 2 3 4 5

10. Has the program's purpose changed since its conception?

- How?
- Why?

11. What has the program accomplished thus far?

12. What other things does it intend to accomplish?

13. What specific publics does it address? (ex. hunters, anglers, hikers, urbanites, etc.)

14. What feedback have you received from the users of the program? From MDC? From others?

15. How does this program result in a broader constituency for MDC?

16. What were its start-up costs? What did this money go toward, specifically?

17. How much does it cost to maintain?

Let's talk a bit about Missouri's 1/8 of 1% conservation sales tax.

18. How was the Federation involved in the development and passage of the conservation tax?

19. How much do you think the conservation tax as a funding source has contributed to a broader constituency for MDC?

Not at all Somewhat Very much
1 2 3 4 5

20. What publics are being served now by MDC that weren't previously?
- In what ways?

21. How much danger is there of MDC's conservation tax revenue being cut back?

No danger Some Danger Very great danger
1 2 3 4 5

- Why?

22. How much danger is there of MDC losing the conservation tax as a funding source all together?

No danger Some Danger Very great danger
1 2 3 4 5

- Why?

23. What is being done to ensure it isn't lost?

24. What do you think would be the citizens' reactions to the elimination of the conservation tax?

25. Is there competition for this funding source from outside interests within the state, i.e. other state agencies, businesses or industries?

- From whom? How is this competition handled?

26. If the tax is reduced or eliminated, what consequences would that have for the Federation?

27. What would you change about the structure or allocation of the conservation tax?

28. Why do you think the conservation tax has been so well-supported and successful in Missouri?

29. What do you think might be different in other states that would help or hinder the passage of a similar tax?

30. What advice would you give other state wildlife agencies in attempting to develop/implement the same or similar thing?

We'll finish up now with some general questions about MDC.

31. As I understand it, MDC is set up with limited government involvement; its director is selected through a hiring process rather than through appointment by the governor. How do you think the structure and organization of MDC, with its limited political involvement, have helped it gain broad public support?

32. How would you rate the amount of citizen input achieved by MDC?

None achieved		Some achieved		A lot achieved
1	2	3	4	5

33. What specific things does MDC do to solicit citizen input?

34. What do you consider to be MDC's strengths?

35. What do you consider to be MDC's weaknesses?

36. What would you suggest MDC do to further broaden its constituency?

37. Do you have anything else you would like to add about the topics we've covered?