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From the Jungles of Washington to the Wilderness of America: The Effects of Federal Grants on Wildlife Conservation in the States

Kayla Samuelson


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From the Jungles of Washington to the Wilderness of America:

The Effects of Federal Grants on Wildlife Conservation in the States

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BY

Kayla Samuelson

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Abstract

This thesis research looks at whether federal grant award dollars influence state spending on wildlife conservation. Partisan control of the state legislatures also is examined to see if Democratic-controlled, Republican-controlled, and Split-Party Status affects spending on wildlife conservation. Five states were chosen to represent major regions in the United States and to serve as case studies of wildlife conservation spending patterns. The Wildlife Habitat Incentive Program is used as a case study to investigate whether funds received by states affected state government spending on wildlife conservation. The research finds that the amount of money allocated to states does not affect the amount of money appropriated by state legislatures for wildlife conservation. Among the study's additional key findings, the two Republican-controlled state legislatures, Arizona and Oklahoma, were identified as appropriating relatively large amounts of money to wildlife conservation. On the federal grant recipient end, Oklahoma stood out for its relatively large amount of federal grant funding received from Washington. Results such as these suggest that Republican-controlled state legislatures have interest in adequate funding of wildlife conservation even if it is not a traditionally held ideology by the Party.

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Table of Contents

List of Tables and Figures.....	5
Introduction.....	8
Conservation Funding.....	10
Wildlife Habitat Incentive Program (WHIP).....	12
Federal Aid to the States.....	14
Partisan Control and Ideology in State Government.....	18
Methodology.....	20
Arizona.....	23
New Jersey.....	28
Oklahoma.....	34
West Virginia.....	39
Wisconsin.....	44
All state summary.....	50
Wildlife Habitat Incentive Program.....	52
Discussion.....	58
Conclusions.....	61
Further Research.....	62

List of Figures and Tables

Figure 1: Actual dollar amounts received from the state and dollar amounts requested from the Fish and Game Department for Arizona for the years 2007-2012.....	23
Figure 2: The percent difference between the actual and proposed dollar amounts from 2007-2012 for Arizona.....	24
Figure 3. Arizona Program funding dollar amounts from the Non-appropriated Fund and Other Appropriated funds for 2007-2012 fiscal years.....	25
Figure 4. Federal Grant funds for wildlife conservation given to Arizona for the fiscal years 2007-2012.....	27
Figure 5. The percent of conservation spending relative to the total state spending for Arizona from fiscal year 2007-2012.....	27
Figure 6. Percent of spending by the Fish and Game Department on wildlife conservation relative to the total Fish and Game Department budget for 2007-2012.....	28
Figure 7. New Jersey funding of wildlife conservation with proposed amounts from the Department of Conservation and actual dollar amounts received from the state for the years 2007-2012.....	31
Figure 8. The percent difference between proposed amounts of money from the Department of Conservation and actual amounts received from the state for fiscal years 2007-2012 for New Jersey.....	32
Figure 9. New Jersey program funding source by year, 2007-2012.....	32
Figure 10. Federal grant funds for wildlife conservation given to New Jersey for years 2007-2012.....	33

Figure 11. Percent of state spending on wildlife conservation for New Jersey relative to total spending for fiscal years 2007-2012.....33

Figure 12. Percent of the Department of Conservation budget that wildlife conservation takes up from 2007-2012.....34

Figure 13. Oklahoma proposed dollar amounts by the conservation commission and actual dollar amounts received from the state for fiscal years 2007-2012 for wildlife conservation.....36

Figure 14. The percent difference between the proposed budget from the conservation commission and the actual budget in dollars from the state for fiscal year 2007-2012 for the state of Oklahoma.....37

Figure 15. Federal grant dollar amounts given to Oklahoma from 2007-2012 for wildlife conservation.....38

Figure 16. Percent of state spending on wildlife conservation for the state of Oklahoma relative to total spending for fiscal years 2007-2012.....38

Figure 17. Percent of wildlife conservation funding relative to the total Department of Agriculture budget from 2007-2012 for the state of Oklahoma.....39

Figure 18. West Virginia budget proposal requests from the Conservation Agency and actual dollar amounts received from the state for fiscal years 2007-2012.....40

Figure 19. Percent difference between the proposed amount from the Conservation Agency and actual dollar amount given by the state for fiscal years 2007-2012 for the state of West Virginia.....41

Figure 20. Federal grant dollars awarded to West Virginia for wildlife conservation for fiscal years 2007-2012.....42

Figure 21. Percent of state spending on wildlife conservation relative to total spending for West Virginia for fiscal years 2007-2012.....43

Figure 22. Percent of spending on wildlife conservation relative to total spending of the West Virginia Conservation Agency from 2007-2012.....44

Figure 23. Proposed dollar amounts by the Department of Natural Resources and actual dollar amounts received from the state for wildlife conservation in the state of Wisconsin for years 2007-2012.....46

Figure 24. Percent difference between the proposed budget from the Department of Natural Resources and the actual amount received from the state in years 2007-2012 for the state of Wisconsin.....47

Figure 25. The amount of money given to the state of Wisconsin in the form of federal grants for wildlife conservation for the years of 2007-2012.....48

Figure 26. Percent of state spending on wildlife conservation relative to total state spending for Wisconsin for fiscal years 2007-2012.....48

Figure 27. Percent of wildlife conservation spending relative to total Department of Natural Resources spending from 2007-2012.....49

Figure 28. WHIP allocations to the states in dollars for 2007-2012 based on combined Table 4 and Appendix 1.....56

Figure 29. The left over dollar amounts for each state in the case study after WHIP funds have been taken out from 2009-2012.....57

Table 1. Partisan Control over 2007-2012 for each state in the case study.....50

Table 2. Key Performance Measures for the WHIP from 2009-2014.....53

Table 3. WHIP Funding and Reductions, FY 2003- FY 2009 (\$ in millions).....54

Table 4. The Four Largest WHIP Allocation Recipient States, FY 2003-FY 2008 (\$ in thousands).....55

Chapter One

Introduction

The idea to conserve wildlife has been a longstanding part of discussions at the state and federal levels of government. The largest piece of recent legislation to help with wildlife conservation at the federal level was the Endangered Species Act of 1973 which was amended in 2002. This act repealed the Endangered Species Conservation Act of 1969. This act helped to protect ecosystems of threatened and endangered fish, wildlife, and plants (U.S. Fish and Wildlife Service, 2015). According to the Endangered Species Act of 1973, amended in 2002, the definition of conservation is, “to use all methods which are necessary to bring any endangered species or threatened species to the measures provided in the Act are not necessary anymore” (Endangered Species Act § 3(amended 2002)).

The formal definition of wildlife according to the Endangered Species Act is, “any member of the animal kingdom, including without limitation any mammal, fish, bird (including migratory, nonmigratory, or endangered bird for protection is also afforded by treaty or other international agreement), amphibian, reptile, mollusk, crustacean, arthropod, or other invertebrate, and includes any part, product, egg, or offspring thereof, or the dead body or parts thereof” (Endangered Species Act § 3(amended 2002)).

Finally the Act’s definition of plants is, “any member of the plant kingdom, including seeds, roots, and other parts thereof” (Endangered Species Act § 3(amended 2002)).

According to the U.S. Fish and Wildlife Service, there are 2,491 listings of threatened or endangered wildlife (that includes plants and animals for this agency) over the states in

the United States, with this count allowing for duplication of species in other states. With all the wildlife counted and listed for the United States with no overlap (i.e., no duplication in counts, or just the separate species counted), there are 1,570 threatened and endangered wildlife species in the United States (U.S. Fish & Wildlife Service, 2015).

With so many species of wildlife on the threatened and endangered species list, the question emerges of what to do to help these species and restore wildlife to its former beauty and numbers. Hargrove (1989) argues that to help place value back into wildlife, one must see it as valuable, not as a disposable resource. Hargrove argues that art does not have an argument of value: it is just valuable. If we want to preserve wildlife, we need to see wildlife in a similar fashion to the way we view art. By restoring its value, the dilemma of should or should we not consume the natural beauty of the world we live in will disappear. Giving wildlife value again will mean that increased effort is devoted to protecting and preserving it, just like what is done with art (Hargrove, 1989). This idea of changing the mindset of the public to see the natural beauty of wildlife and see it as valuable makes sense, particularly since there are many in this world who see wildlife exclusively from the standpoint of their value as commodities or opportunities for profit.

When studying conservation programs in general, the idea emerges from the U.S. Fish & Wildlife Service (USFWS), the National Oceanic and Atmospheric Administration (NOAA) as well as other conservation groups and departments that conservation is the protection, preservation, management, and enhancement of resources as well as wildlife (NOAA, USFWS, 2015). The principle of protection of wildlife is important. As Ekins says, “probably about 50-100 animal and one plant species are going extinct every day with the deforestation of tropical forests since 70-95% of all Earth’s 30

million species live there” (Ekins, 1992, pg. 16). While the United States does not have the tropical rainforests that Ekins speaks of, it does not mean that loss of wildlife is not occurring in the United States. With so many species of wildlife on the endangered and threatened list, something has to be done to stop the wildlife from going extinct, and this thesis seeks to contribute to both academic and applied analysis of this important subject.

Conservation funding

A step to try to help slow the extinction of wildlife occurred when the Endangered Species Act of 1973 was signed into law to “provide for the conservation of species that are endangered or threatened throughout all or a significant portion of their range and the conservation of their ecosystems on which they depend on” (NOAA, 2014). With the Endangered Species Act in effect and amended over the years by the U.S. Congress, the next subject to consider is funding for wildlife conservation in the United States. The USFWS receives funding to help with wildlife conservation as well as give out grants to states to help provide financial support for wildlife conservation. In President Obama’s proposed FY 15 budget, while money was designated to endangered species for conservation, this proposed funding stayed at the same rate as before, at \$170 million for endangered species through the Fish and Wildlife Service. The funding amount is said to, “leave many endangered species off the endangered species list that need protection as well as making the hundreds that need to be on the list waiting for help in the form of funding” (Hartl, 2014). This is just one example of funding struggles that federal departments face, especially wildlife departments. When federal agencies have less money it, unfortunately, leaves less money for grants to go to states for conservation.

According to the U.S. Census Bureau's most recent information on federal grants given to the states, in 2011, \$9.093 billion dollars were given in grant money for natural resources and the environment. While exploring the state by state amount for grants given to each state, the U.S. Census Bureau does not provide a state by state breakdown by agency-- just overall totals. In those totals, the most current year of information is 2009. The states had different amounts of federal grant funding, but even the smallest states, Vermont and Delaware, had over \$1 million dollars in total federal grant money for their natural resource and environmental conservation projects. Many of the states have a line-item in the natural resources budget that says federal grants. The state budget line item for the respective state's natural resource department will tell how much of the total is designated for wildlife conservation and other environmental projects (U.S. Census Bureau, 2014). This row of numbers shows what the state natural resource department expected to get from federal grants for the upcoming fiscal year. Examination of this figure over the years shows patterns such as growth or reduction in the number of grants the state was expecting to receive.

When it comes to government spending on wildlife conservation, there are some general areas of expenditure. The areas of state expenditures on for wildlife conservation include education, federal funds, and wildlife resources. There are other categories depending on the state, but these are the similar ones that many of the states share. They show the programs as well as where the funding comes from for those programs. These examples help to show just what is possible for a state to spend money concerning wildlife conservation.

Wildlife Habitat Incentive Program (WHIP)

When it comes to federal grants, states apply for different grants depending on the wildlife that lives in the state. For the states, the priority of the environment, conservation, and wildlife habitats varies throughout the fifty states. Some states are in strong support of wildlife habitats and conservation, and so they spend more money per year to enhance them. There are other states that spend little to no money on wildlife habitat conservation, feeling there are other programs that are more important. The federal Wildlife Habitat Incentive Program (from now on noted as WHIP) gave funds to states to help applicants increase, maintain, or establish wildlife habitats. To better understand what exactly WHIP is and what it was established for, the federal farm bill formally known as the Federal Agriculture Improvement and Reform Act of 1996 needs to be considered. According to the *Federal Register*:

“The Wildlife Habitat Incentive Program (WHIP) is a voluntary program administered by NRCS, using the funds and authorities of the Commodity Credit Corporation (CCC). WHIP is available in all 50 states, Puerto Rico, Guam, the Virgin Islands of the United States, American Samoa, and the Commonwealth of the Northern Mariana Islands. Through WHIP, NRCS provides technical and financial assistance to participants to develop upland, wetland and aquatic wildlife habitat, as well as fish and wildlife habitat in other areas, and to develop habitat for threatened and endangered species.” (Public Law 104-127).

WHIP grants help to fund project proposals submitted by farmers and private landowners who wished to help save wildlife habitat. The WHIP grant program required a cost-share agreement for 15 years or more. This agreement allowed a certain designated amount of funding to go to the various projects to help fund wildlife habitat conservation. The amount given to an individual or legal entity could not exceed \$50,000. If the project cost more, then the person or legal entity would need to seek funding from the state natural resources department or through personal investments (Public Law 104-127).

WHIP was in place during the period of 1996 through December 2014, when funds were cut off, and the program was absorbed into the Environmental Quality Incentives Program (from now on noted as EQIP). After the demise of WHIP, people would be able to apply for funding from the federal government through the EQIP program (USDA, 2014). WHIP was set up so that private landowners could apply for a grant through their respective state Natural Resources and Conservation Service (NRCS) or Department of Natural Resources (DNR) office, or online through the state's website. Over the years, the number of applications grew from the start of the program in 1996 until 2011 when the last numbers are available.

When examining WHIP grants, the number of state applications, as well as how much money was given to the different states will tell which states were most interested in the program. In the utilization of the federal grant, studying patterns in WHIP recipient states will help in understanding whether receiving WHIP funding grants leads to a decrease in overall state spending on wildlife conservation. The way that WHIP was administered was through the state, along with the local county NRCS office; either way, the funds were to be used to help convert land for use to be wildlife habitat preservation and restoration. This helped to make sure someone at the state level was overseeing the local projects. Since the WHIP grant program was cut from the 2014 Farm Bill, the applications henceforth go through the EQIP grant process. This will allow those still interested in wildlife habitat conservation to apply for some grant money, just through a different program. The money for WHIP grants was given to the states along with all the other federal grant money when the state/locality/individual applies for a federal grant. This means that when looking at a state's budget in its respective federal funding line-

item, the value of the WHIP grants coming into the state should be in that federal grant total of the natural resources budget. For the purpose of this study, knowing WHIP grant data helps to add a layer of knowledge of funding received from the federal government for wildlife conservation grants.

The amount of state appropriations to the various departments of state's bureaucracy is decided upon by the state legislature and the governor. While the priorities of the states may vary, wildlife conservation programs and projects do get some funding, even though it may be minimal in some states. The state by state difference in wildlife conservation funding may show where the state priorities lay when it came to environmental programs. Beyond this, when states apply for federal grants, they need to have some degree of a working relationship with the federal government, specifically the U.S. Department of Agriculture, if they are going to increase their odds of success in securing funds for environmental projects within the state. In addition, the number of applications that were submitted for the WHIP grant as well as how many states received funding and how much they received will help to show just how important wildlife conservation is to the citizens of that state.

Federal Aid to the States

Federal aid in the form of grants flows into many departments in the states. Receiving aid and applying for federal grants requires a working relationship between the states and the federal government (Gerlak, 2006). The relationship, intergovernmental relations, between the states and the federal government helps Congress members know how much money to send to each state for wildlife funding or for that matter any funding. The amount of money that flows to the states for various conservation-oriented grants

depends in part on the amount of pro-environmental or anti-environmental Congress members (Clark and Whitford, 2011; Ringquist et al., 2013). Even though Congress makes authorization of appropriation decisions on federal grants to the states for various programs, it has been found that in environmental policy, states are very knowledgeable and good negotiators when trying to get policy passed (Scheberle, 2005). If a state has a complaint with the federal government over environmental policy or the states feel that the federal government could do more, states can sue the federal government (Rabe, 2007). The ability of the states to do that allows for checks and balances between federal and state governments relative to financial commitments to programs. Respect for both sides, as well as responsibility for all parts of the relationship, keeps federalism alive and functioning effectively (Agranoff, 2011; and List and Gerking, 2000).

There are different objectives for both federal and state agencies concerning funding of those in need. When federal and state agencies can get people to take part in voluntary programs, it increases the chance of survival for more species of wildlife; cooperation is an important step toward promoting wildlife conservation (Langpap and Kerkvliet, 2010; Potoski and Prakash, 2004; Koontz, 1997). Voluntary programs, like WHIP, enable federal grant money to come to the states to allow citizens to participate in them at their choosing. There are many conservation efforts that target private landowners to achieve the best outcome for wildlife conservation, and WHIP is one of those programs. These programs for private landowners are voluntary and require government funding support to work (Rodriguez et al., 2012; Schultz et al., 2013). It is federal funding that helps the voluntary programs to run. State governments get involved in this private-focused program through their respective Departments of Natural Resources and Conservation

Services. This category of state-based agency is a feature of the federal program, and its administrators and staff members inform farmers regarding opportunities and processes associated with the program. In particular, as with intergovernmental programs, in general, some financial initiatives to get people to participate are required. The idea in the voluntary programs is to encourage multi-species conservation as well as allow for flexibility to get more people involved (Rentz, 2012; Feiock and Stream, 2001; Kammin et al., 2009). Making the environmental programs not only voluntary, but fiscally responsible makes the programs most successful, facilitating optimal environmental protection, as well as biodiversity for the future (Meretsky et al., 2012; and James, et al., 2001).

When states are controlled by the Democratic Party in both houses of the legislatures, those states are more likely to pass wildlife conservation policy as well as environmental policy because the Democratic Party has a history of being pro-environment.

Another area that needs to be looked at is how federal grant availability affects recipient behavior. There may be competition for federal grants between and among the states. When this happens, it is found to come from states that need the grants most who are having trouble raising their state revenues (Volden, 2007). With state revenues, it also has been found that when federal grants are more restrictive and have lots of rules on them, then it influences state governments spending. The spending seems to increase when more federal grants are coming in, but the fiscal decisions of the state depend on what category of federal aid they are seeking (Benton, 1992; Harrison, 1975). With federal grants affecting budget decisions, the ability to do more with grant money such as

applying some funds to other parts of the budget affects grant application decision-making, but this depends on the grant restrictions and maneuverability (Oberg, 1997). Also, affecting federal grants and applying for those grants is the extent to which Congress has earmarked the grants as well as a Congressional fiscal influence on state agencies. The more Congress members have a grant earmarked; the less likely some states are to apply for that grant (Gamkhar and Ali, 2008). Also, while no definitive answers have been found, trends show that over the years, state agency heads felt that national fiscal influence was not very high dipping lower over time (Cho and Wright, 2007). All this information shows that federal grants and the states have a relationship that affects budget decisions and is influenced by the restrictions and rules placed on how a grant has to be applied. All of these factors lead to the following hypotheses:

H1: Federal grant dollars awarded to states for wildlife conservation purposes do not result in increased overall spending on wildlife conservation.

H2: If a state received federal aid from the WHIP grant for wildlife conservation, then the state will spend less money on wildlife conservation activities not covered under WHIP.

Thus, the key independent variables and dependent variables to be examined in this study will observe wildlife conservation spending in the states over a five-year period for the dependent variable. The independent variables are the number of federal grant dollars awarded, and the number of WHIP grants received. Thus, for Hypothesis 1, the independent variable will be federal grant award dollars awarded to the states for wildlife conservation and the dependent variable will be overall department spending on wildlife conservation. For Hypothesis 2, the independent variable will be states that received

federal aid for WHIP and the dependent variable will be the state's overall wildlife conservation budget.

Partisan Control and Ideology in State Government

This thesis also considers the variable of partisan control of state government. Ideological make-up of a state legislature and governor's office can make all the difference in public policy. The conflict between parties causes diverse opinions on what policy should be created, and this is important because partisan patterns in state legislatures and governors shape policies. The scholarly literature shows that governors, state legislatures, and bureaus all influence policymaking (Barrilleaux, 1999; Nie, 2004; and Gerber and Teske, 2000). It is also found that majority control of both chambers of the state legislature and the governorship shapes the policy created and benefits from that majority (Kim and Phillips, 2009; Kreitzer, 2015). While the public blames the government for being "broken", Kirkland (2014) found that part of the problem is with the constituents themselves and the districts that they make up. Kirkland found that the elections made the legislators have to listen to what the constituents want from them through a change in party or adaptation. The author found that it can be encouraging to know that legislators are forced to listen to their constituents, but representation by parties tells little about the extent to which legislative processes in the United States may be flawed or broken. The author suggests that changing constituencies are what would change the behavior of legislative parties. This idea of a change in constituencies makes sense because if a legislator would change districts or the constituents in their district, then it would change what the voters want from them.

The Democratic Party in the past has been pro-environment and thus it reasonable to assume that its elected legislators are more willing to spend more money on the environment. The Republican Party, in general, has been more conservative when it comes to the environment, and its legislators thus are more likely to be pro-business over pro-environment. Moreover, these orientations of Republicans mean that at the state level, wildlife, and environmental policy is not likely to be passed if there is a substantial presence of Republic representation in the state legislature. With less environmental policy passed, it means a less “green” state, which has obvious implications for wildlife funding.

When studying the partisanship of a state, the Ranney index needs to be considered since it was the first frequently used measure of how partisan a state was, based on the state legislature as well, the governorship. The Ranney index is used by many scholars to measure state interparty competition to see which states are more competitive or less competitive. The Ranney index has the range of 0 (complete Republican control) to 1.000 (complete Democratic control) with a measure of .5 being perfect competition of the state-level offices such as the state legislature and governorship as examples. There is a folding that occurs on the extreme ends of the Ranney index which changes the range from .5 to 1.000. The folding of the Ranney index values helps to indicate highly competitive state-offices with a .500 being not competitive between parties and a 1.000 being highly competitive (King, 1989; and Holbrook and Van Dunk, 1993) Using the Ranney index measure works well over time to show what has happened to each of the state-level offices in terms of partisanship, particularly to see how much it has changed. The Ranney index also gives a good understanding of how

much of the state partisanship research has been conducted to see how it influences things like policy outcomes, as well as other factors. While this study does not expressly use the Ranney Index, the research and analysis draw from the empirical foundation established, and results produced through this framework.

Beyond Ranney, the idea of partisan competition is discussed in articles like King (1989), Holbrook and Van Dunk (1993), and Barrilleaux (1986). Partisan competition with respect to who controls state-level offices parties is studied by Erikson, Wright Jr. and McIver (1989). Their article examines public opinion, and policy outcomes based strictly on which party is in control of the legislature and governorship. They found that the public can affect policy outcomes through the numerous referenda and constitutional amendments that come to the ballot during state elections. Also, they find that, which party is in control over time will matter, but in the short term party control is of limited impact. This finding will be interesting to see if it still holds true in this thesis' study of wildlife conservation funding patterns over the moderately long period of 2007-2012.

Methodology

The research for this thesis will be a case study design. This research will focus on states from major regions to determine their wildlife conservation spending from 2007-2012. Specifically, the study includes the following states: Arizona for the West, Oklahoma for the South, Wisconsin for the Midwest, New Jersey for the East, and West Virginia as rural, mountainous state that overlaps major regions. These states were chosen for the region that they represent as well as the diversity of their respective wildlife habitats. The independent variable for WHIP allocations will be based on information from the Congressional Research Service. The data will be from the

Congressional Research Service (CRS) for the years 2004-2008, specifically as a result of a major report on the subject filed by the CRS. The other independent variable will have information gathered from usaspending.gov, which is a federal government website that looks at spending of government money including grants for each agency. This website will allow me to see who received each grant and how much they received. The information that will be included will be the state that received the grant through the Natural Resource Conservation Service (NRCS) and how much money was awarded for all the conservation grants received by that state. This information will give this research project the ability to see grants each state applied for in the NRCS grants under the Department of Agriculture. A source of information for the dependent variable will be to examine the Office of Management and Budget for each state or its equivalent budget office to obtain the budgets for the five years of 2007-2012 for each of the states. The budget documents will show the amounts allocated by each state for wildlife conservation to show trends over time. The information on the amounts requested for each year, as well as the actual amounts, will be gathered and looked at to identify patterns and trends. For the WHIP allocations, consideration will be given to whether there is any correlation between the data from the Congressional Research Service relative to the top states that received the most allocations from 2004-2008. The variables were chosen to provide a good all-around picture of factors that influence how much money is allocated for wildlife conservation.

The partisan control of state legislatures' data will come from the National Conference of State Legislatures. The control variable of who controlled the state legislature for each year from 2007-2012 will help to see if there are any correlations

between who controlled the houses of the state legislature and how much money was allocated for wildlife conservation spending. The literature finds that which party that controls the legislature affects policy outcome. With the Democratic Party traditionally being in favor of environmental policy, it will be interesting to see with the states chosen, does legislative control or a split legislature affect the funding of wildlife conservation. With five years of data, this will facilitate determination of what percentage changes may have occurred over the years for each state on the amount of funding devoted to wildlife conservation.

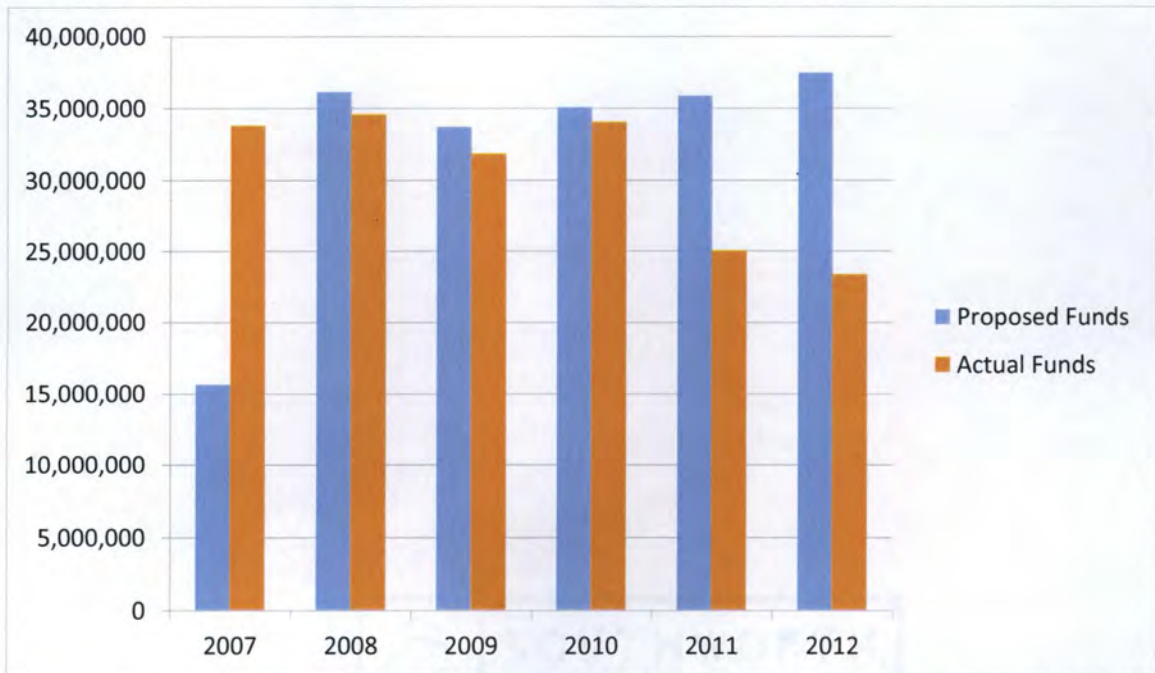
Chapter Two: Results of Case Study

In order to better understand how the different states spend money on wildlife conservation as well as if federal grant money affects allocations of funds, a case study comparison was the best option. Each of the states received some money from the federal government for wildlife conservation efforts that include education, restoration projects and other projects and efforts targeting wildlife conservation.

Arizona

Over the five years observed for money that was requested by the Arizona Fish and Game Department to the state legislature for each year from 2007-2012 as well as the actual money that was allocated for wildlife conservation that was authorized to the Fish and Game Department by the state legislature, there were some differences.

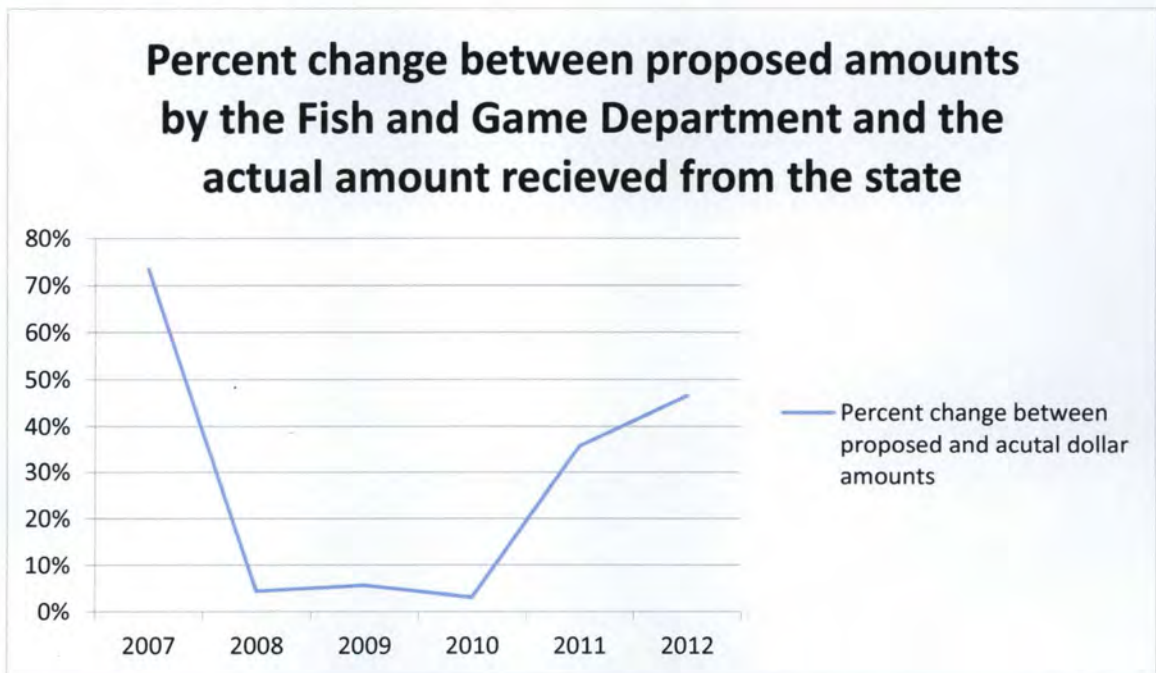
Figure 1: Actual dollar amounts received from the state and dollar amounts requested from the Fish and Game Department for Arizona for the years 2007-2012.



Source: Arizona State budget for 2007-2012 from the Office of the Arizona Governor, Governor's Office of the Strategic Planning & Budgeting

The funding amounts shown above demonstrate just how much the Arizona Fish and Game Department wanted for wildlife funding as well as how much they actually received from the state legislature. The only year where the actual funds exceeded what the department requested was 2007. Figure 1 also shows a decline in actual funding given to the department starting in 2011-2012. In Figure 2, we see the percent difference between the proposed amount requested and the actual amounts received for each year from 2007-2012. The years where the Department received funds closest to what they requested were 2008-2010. During these years, the difference in proposed and actual funds was less than 10% for each year.

Figure 2: The percent difference between the actual and proposed dollar amounts from 2007-2012 for Arizona.



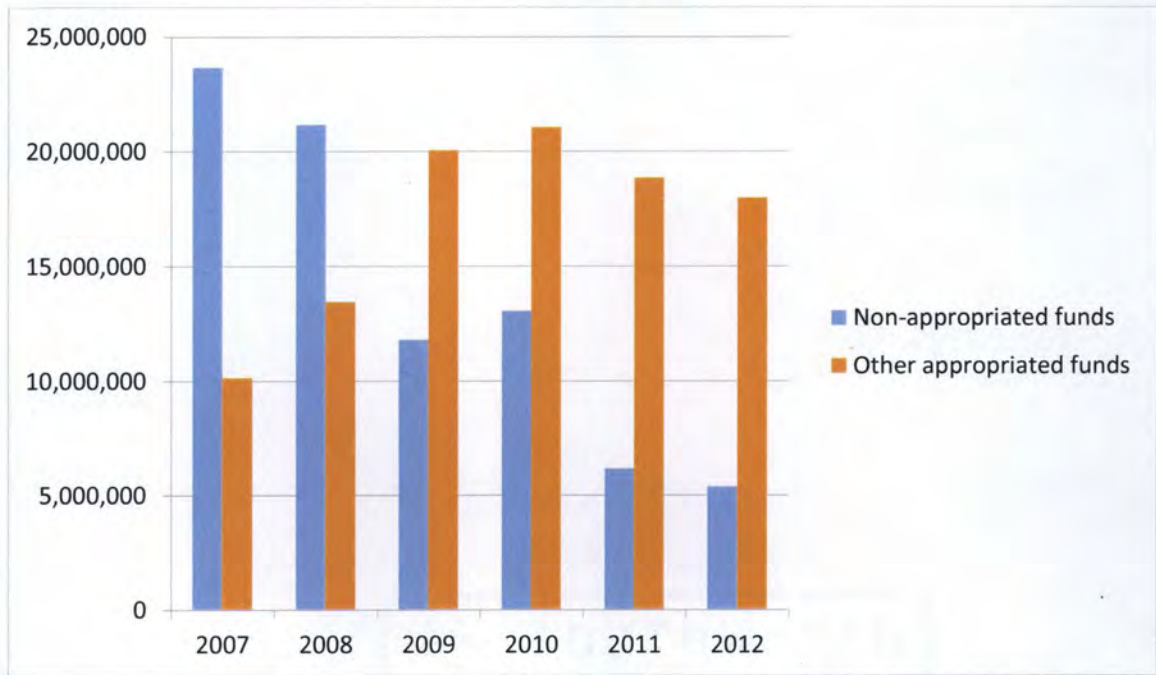
Source: Calculations based on data from Arizona Fish and Game Department budget 2007-2012 from the Office of the Governor Strategic Planning & Budgeting

The funding sources for Arizona come from non-appropriated funds and other appropriated funds. The definition from the budget documents say,

“Non-appropriated funds: Generally, funds set up as Enterprise or revolving funds. These funds are considered statutorily appropriated and are not subject to the annual or biennial appropriation process; Other appropriated funds: All amounts, excluding General Fund amounts, appropriated by the Legislature for predetermined uses. These are also called Special Revenue Funds, revolving funds, etc.” (Arizona State Executive Budget FY 2007-2009).

Each of the funds, non-appropriated and other appropriated funds, gives a different dollar amount adding up to the total actual funds given for each year 2007-2012.

Figure 3. Arizona Program funding dollar amounts from the Non-appropriated Fund and Other Appropriated funds for 2007-2012 fiscal years.



Source: Arizona State budget for 2007-2012 from the Office of the Arizona Governor, Governor’s Office of the Strategic Planning & Budgeting

The source of funds for the wildlife conservation budget for the fiscal years of 2007-2012 mostly came from Other Appropriated Funds. Non-appropriated funds were the primary sources of funds for the fiscal years 2007 and 2008. This shows that the wildlife

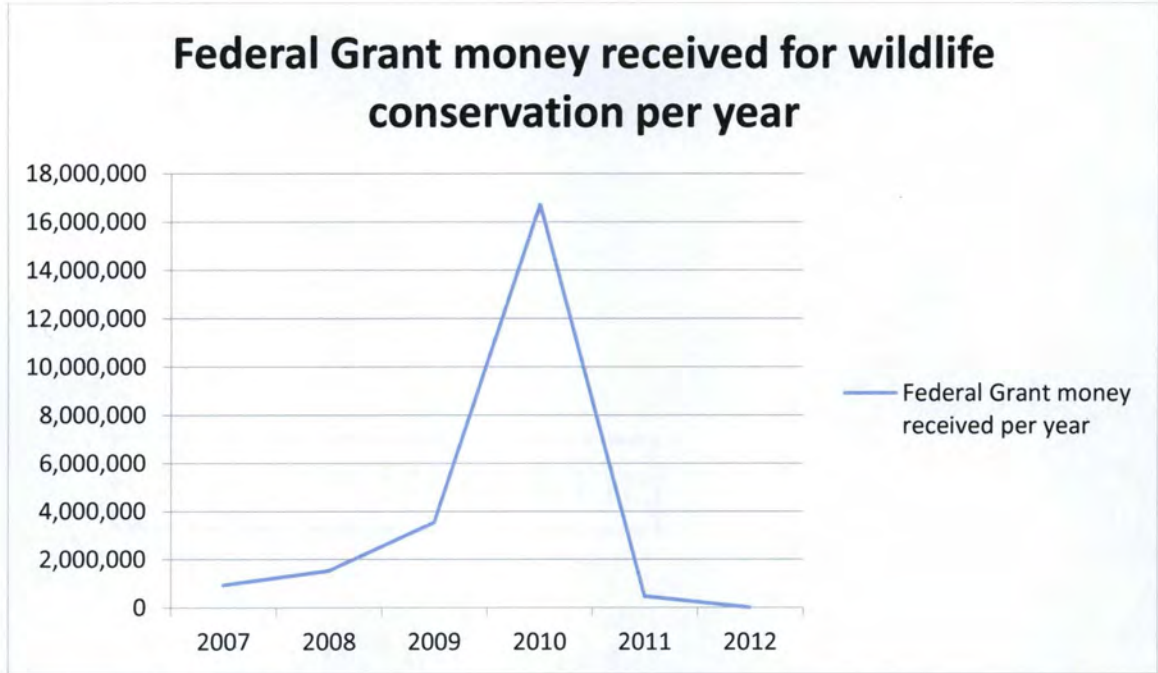
conservation budget came from money that was already set aside for projects and programs for wildlife conservation.

For the fiscal years of 2007-2012, the state legislature was controlled by the Republican Party. The average amount of seats held by the majority in the House of Representatives over the time period of 2007-2011 is 35 seats by the Republicans. In the Senate, the average amount of seats held by the majority is 18 seats held by the Republican Party (U.S. Census Bureau, 2012). The U.S. Census Bureau did not have the information for 2012 on what the number of Democrats and Republicans were for each chamber, upper and lower. While the U.S. Census Bureau does not have data for 2012, the data in Table 1 shows that Arizona, in 2012, was controlled by the Republican Party in both chambers.

After gaining an understanding of state legislature control, the next part to consider is the amount of funds received from the federal government from the USDA for wildlife conservation. The amount of funds received from 2007-2012 varied from year to year in amounts with an increase in funding in 2010 with the highest amount given at over \$16 million and with no money given at all in 2012.

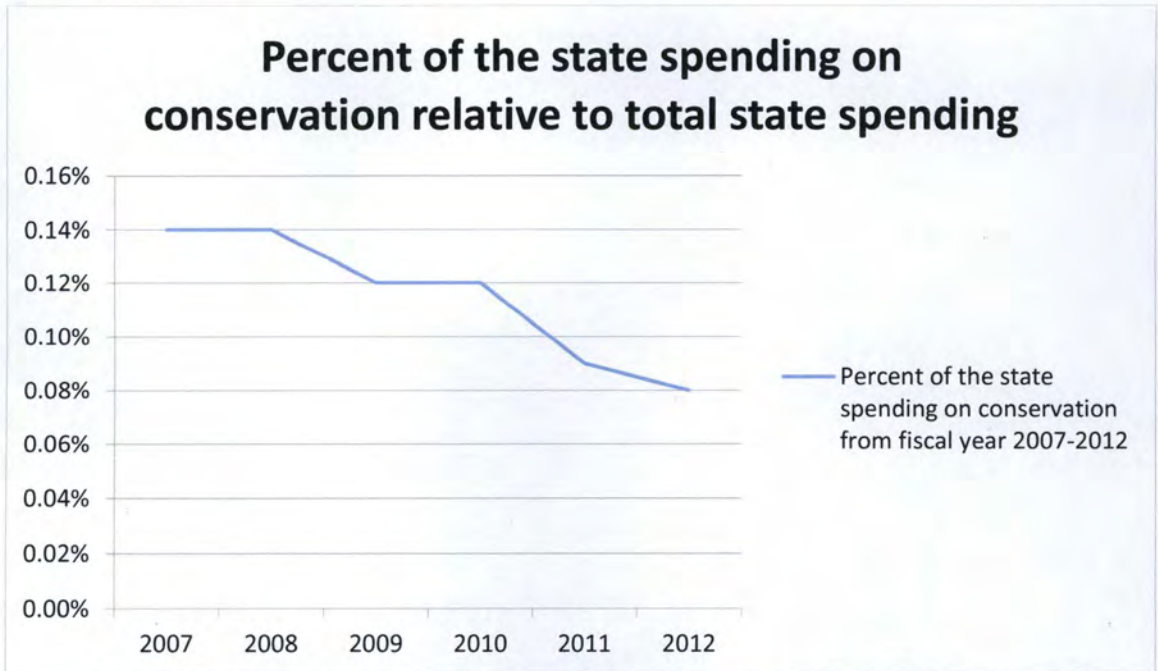
There was a steady increase in federal grant funds given from 2007-2010 with a sudden drop off in funds in 2011 and no money given in 2012. When studying the percentage of state spending on conservation relative to total state expenditures, the percent of state spending on conservation over the years has steadily decreased. The highest percent of state spending on conservation relative to the total state spending was in 2007 and 2008 when the percent was at 0.14% of the total state spending. The smallest percent was in 2012 at 0.08% of total state spending.

Figure 4. Federal Grant funds for wildlife conservation given to Arizona for the fiscal years 2007-2012.



Source: United State Department of Agriculture (USDA) federal grant distribution for 2007-2012, according to usaspending.gov for the state of Arizona.

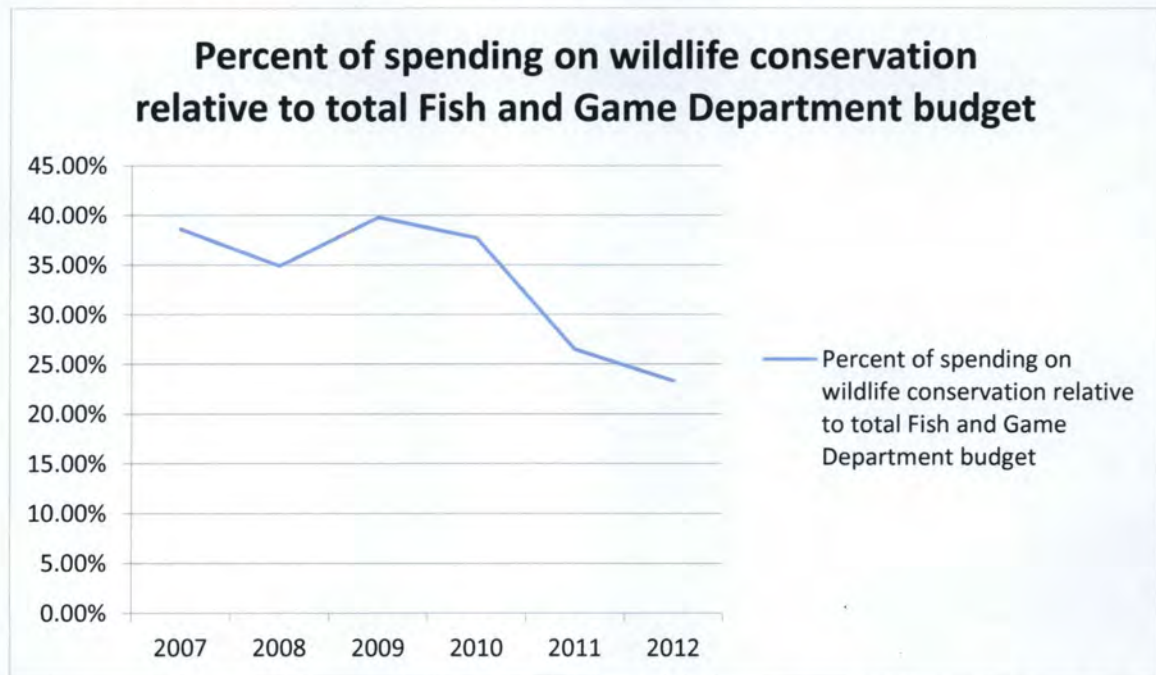
Figure 5. The percent of conservation spending relative to the total state spending for Arizona from fiscal year 2007-2012.



Source: Calculations based on Arizona state budget overall totals and Fish and Game Department budget totals for conservation

As seen in Figure 6, the highest percent of the total Fish and Game Department budget that wildlife conservation ever achieved was in 2009 when the value peaked at 39.90% of the total budget. The percent of the budget that wildlife conservation takes up steadily decreases over time every year after 2009 through 2012. The lowest percent of the budget that wildlife conservation takes up is in 2012 when the percent decreases to 23.30% of the total Fish and Game Department budget.

Figure 6. Percent of spending by the Fish and Game Department on wildlife conservation relative to the total Fish and Game Department budget for 2007-2012.



Sources: Percent values calculated from Department of Fish and Game budget from 2007-2012 obtained from the Arizona State budget for 2007-2012 from the Office of the Arizona Governor, Governor's Office of the Strategic Planning & Budgeting

New Jersey

For the state of New Jersey, it was chosen to represent the East regionally. The New Jersey state legislature was controlled by the Democratic Party from 2007-2011, with the Democratic Party having an average margin of seats in the House of Representatives of 48 seats held by the Democratic Party in the majority. In the Senate,

the average majority of seats held by the Democrats are 23 seats (U.S. Census Bureau, 2012). Both houses under the control of the Democratic Party allowed for their budget to be passed without much negotiation and compromise with the Republican Party. The U.S. Census Bureau did not have information about the 2012 election on which party controlled the state legislatures, but Table 1 shows that for New Jersey, the Democrats controlled the state legislature in 2012.

It was evenly split between years where the proposed funding was higher than the actual funding and years when the actual funding was greater than the proposed funding levels. The highest funding year was 2008 when the actual given amount of money for wildlife conservation from the state legislature was over \$1 million dollars. The year when the funding amount proposed by the New Jersey Department of Conservation was below \$200,000 was fiscal year 2011. The actual amount appropriated by the state legislature for that year was just under \$600,000, and thus more was appropriated than proposed. The highest percent difference between the proposed amount and the actual amount allocated was in fiscal year 2011. The difference ended up being 112.95% while the difference in the lowest year was fiscal year 2008 when the difference was 3.46%. From 2007-2010, the percent difference stayed below 40% that was consistent while the last two years were higher and not consistent with the other fiscal years. Next, the source of the funds for the state of New Jersey for wildlife conservation was divided up into some different funds. All of the money came from the Direct State Services-General Funds which means,

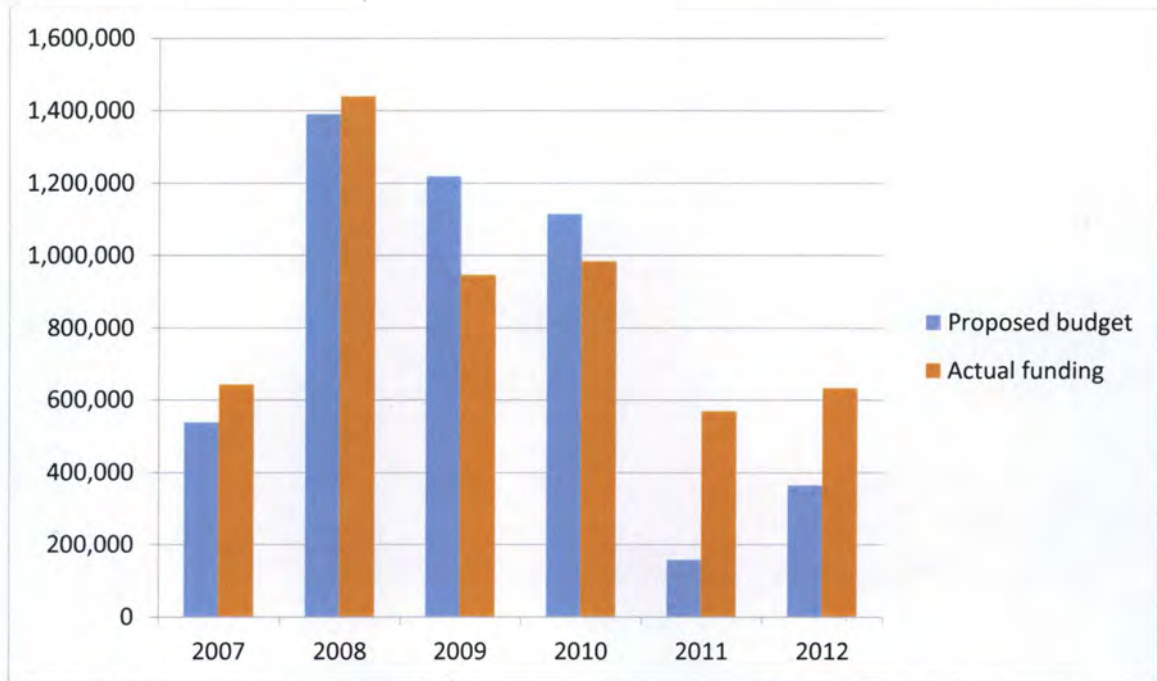
“The unexpended balance at the end of the preceding fiscal year in this account is appropriated.” The funds or various “accounts” that the wildlife conservation funds come

from are, the Original & Supplemental Fund, Reappropriation & Receipts Fund, Transfers & Emergency fund, and Total Available fund. The money comes from each of the funds. New Jersey also has a matching grant for wildlife habitat federal grants that are the same every year at \$382,000” (New Jersey state executive budget for FY 2007).

When analyzing the sources of funding wildlife conservation for the state of New Jersey, there were three years where the total in the transfers and emergencies fund was a negative amount with the largest amount being \$-107,000 in 2009. The highest amount available in the total available fund was in fiscal year 2010 at \$1,643,000. The fiscal year where the lowest amount of money was in the original and supplemental fund was in fiscal year 2011 at \$158,000. The fiscal year where the largest amount of federal fund dollars was for the wildlife conservation program has listed in 2012 at \$727,000. The next area to look at is the amount of federal grants given to the state of New Jersey for wildlife conservation for fiscal years 2007-2012. The year with the largest amount of federal grant dollars received was 2008 at \$4,222,537. After 2008, the dollar amounts given to the state decreased with no federal grants given in 2012 as reported by the USDA.

When analyzing the percentage of state spending on conservation relative to total state spending, the percent numbers were so small that the graph in Table 10 only shows 0% on the left-hand side. The largest percent was 0.00295%, and the smallest percent was 0.0012%. These small percent numbers demonstrate that the budget given to conservation in the state is such a small amount it is not significant enough to warrant a higher percent of the total state spending.

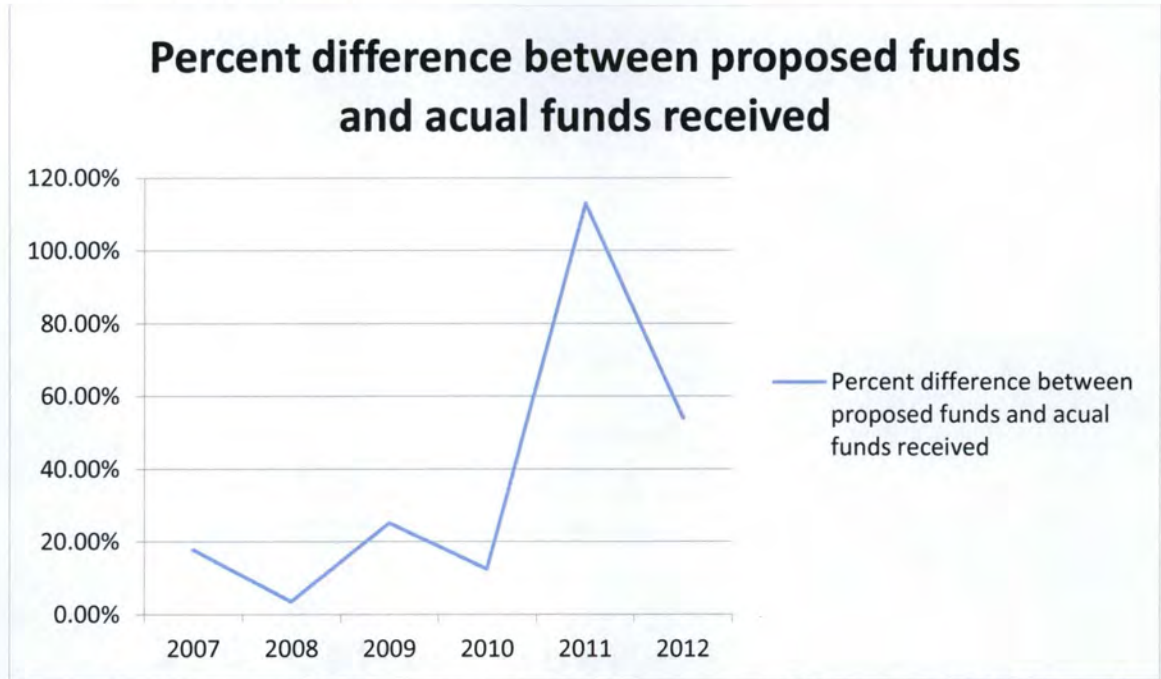
Figure 7. New Jersey funding of wildlife conservation with proposed amounts from the Department of Conservation and actual dollar amounts received from the state for the years 2007-2012.



Source: New Jersey state budget for the Department of Conservation 2007-2012 per the Office of Management and Budget.

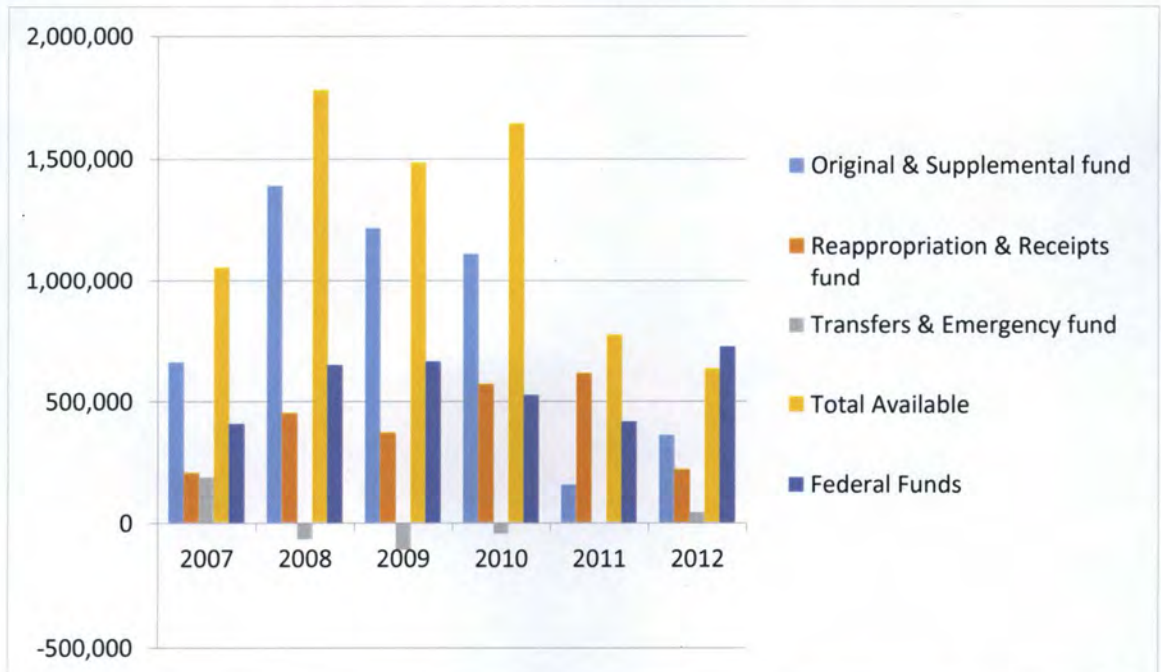
The percent of the budget that wildlife conservation takes up in the Department of Conservation is small just like with the state budget. As seen in Figure 12, all of the percent numbers that wildlife conservation takes in funding amounts from the Department of Conservation are less than 3.00% in total. The highest year came in 2008 at 2.0% and the smallest year was 2007 at 1.0%. There has been a steady decline over the years since the peak in 2008 with a more steady consistency from 2011-2012.

Figure 8. The percent difference between proposed amounts of money from the Department of Conservation and actual amounts received from the state for fiscal years 2007-2012 for New Jersey.



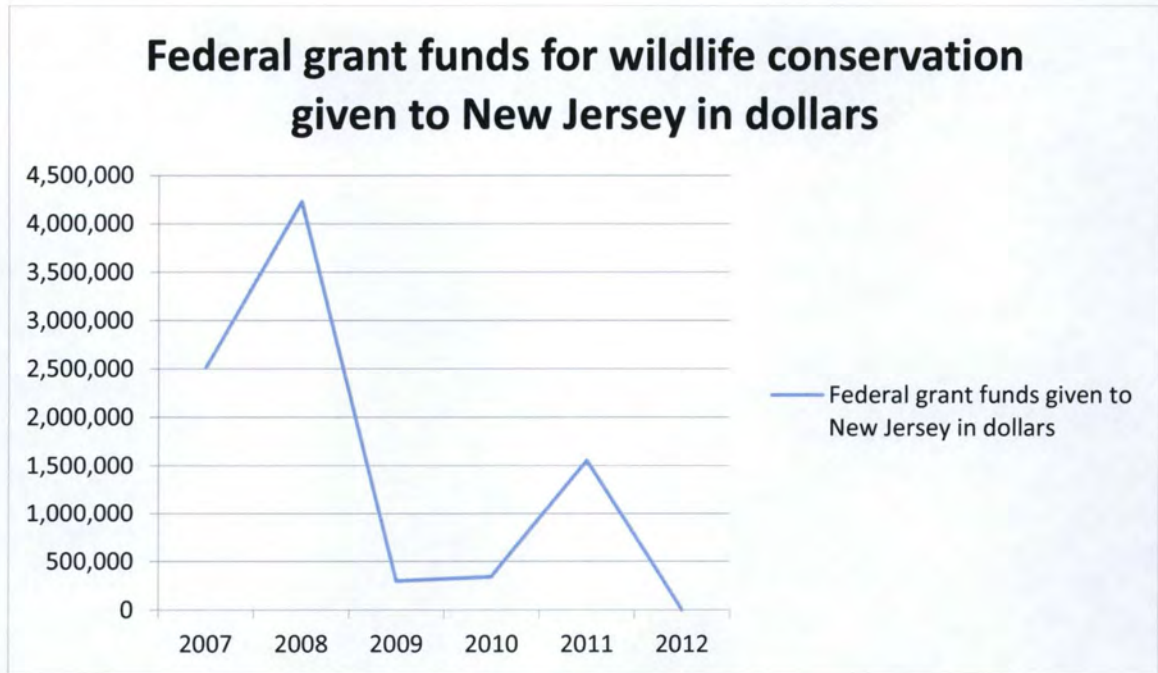
Source: Calculations from New Jersey state budget for the Department of Conservation 2007-2012 per the Office of Management and Budget

Figure 9. New Jersey program funding source by year, 2007-2012.



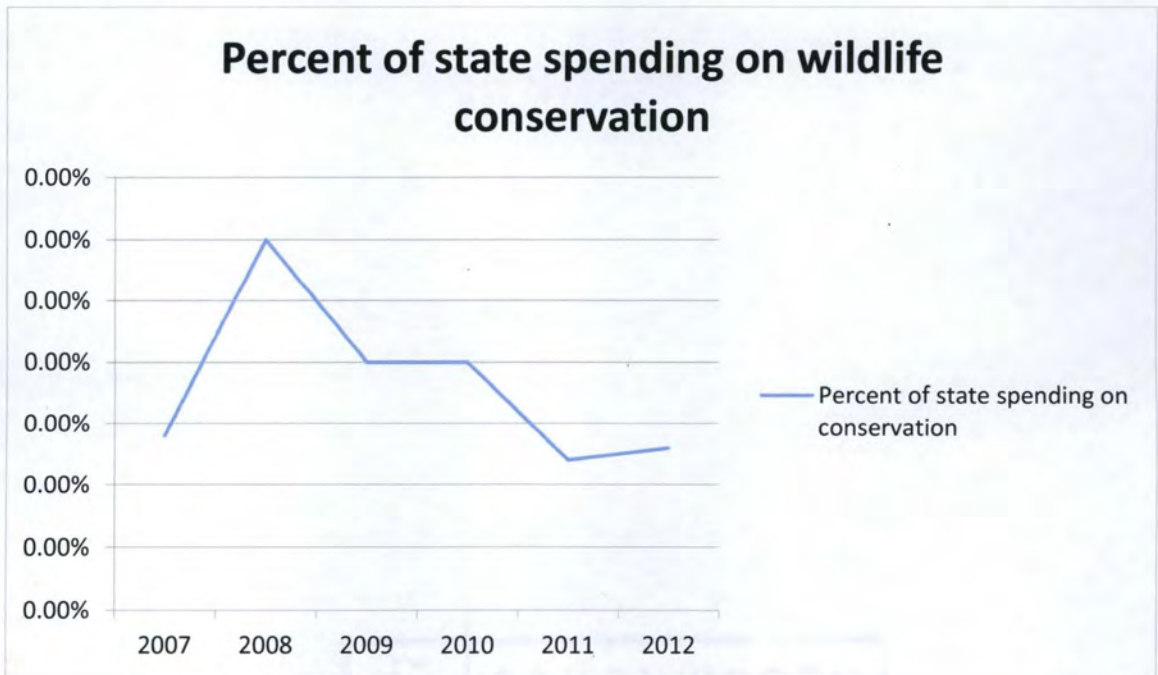
Source: New Jersey state budget 2007-2012 per the Office of Management and Budget.

Figure 10. Federal grant funds for wildlife conservation given to New Jersey for years 2007-2012.



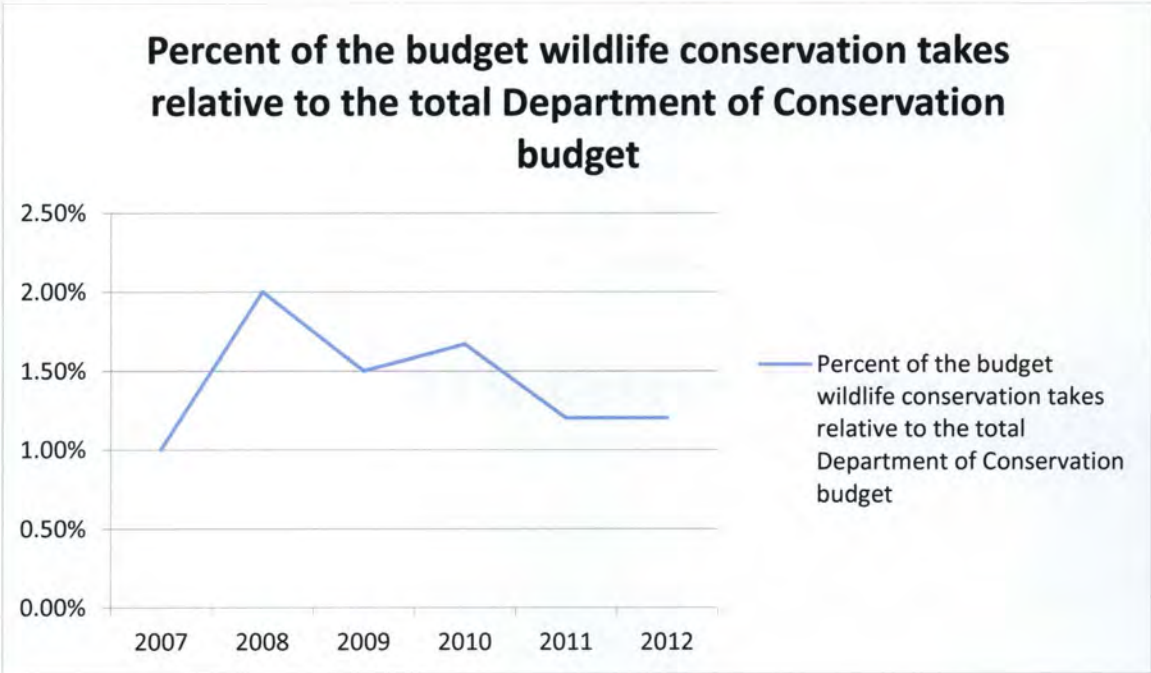
Source: USDA grant allocations per usaspending.gov for New Jersey for 2007-2012

Figure 11. Percent of state spending on wildlife conservation for New Jersey relative to total spending for fiscal years 2007-2012.



Source: Calculations based on data from New Jersey state budget 2007-2012 from the Office of Management and Budget

Figure 12. Percent of the Department of Conservation budget that wildlife conservation takes up from 2007-2012.



Source: Calculations based on data from New Jersey state budget 2007-2012 per the Office of Management and Budget

Oklahoma

For the state of Oklahoma, representing the south, they were controlled by the Republican Party for the years 2008-2012. In 2007, the state legislature was a split state. After gaining an understanding of who controlled the state legislative houses for the years 2007-2012, the next thing to consider would be the amount of money proposed and the amount of money actually given for wildlife conservation in the state. For Oklahoma, the state was controlled by the Republican Party in the House of Representatives all five years. In the Senate, there was a split house with equal members of Democrats and Republicans causing a split legislature in 2007-2008. The average number of seats in the House of Representatives for the majority was 61 with the Republicans being the majority. In the Senate, the average number of Senators in the majority was 26 with the

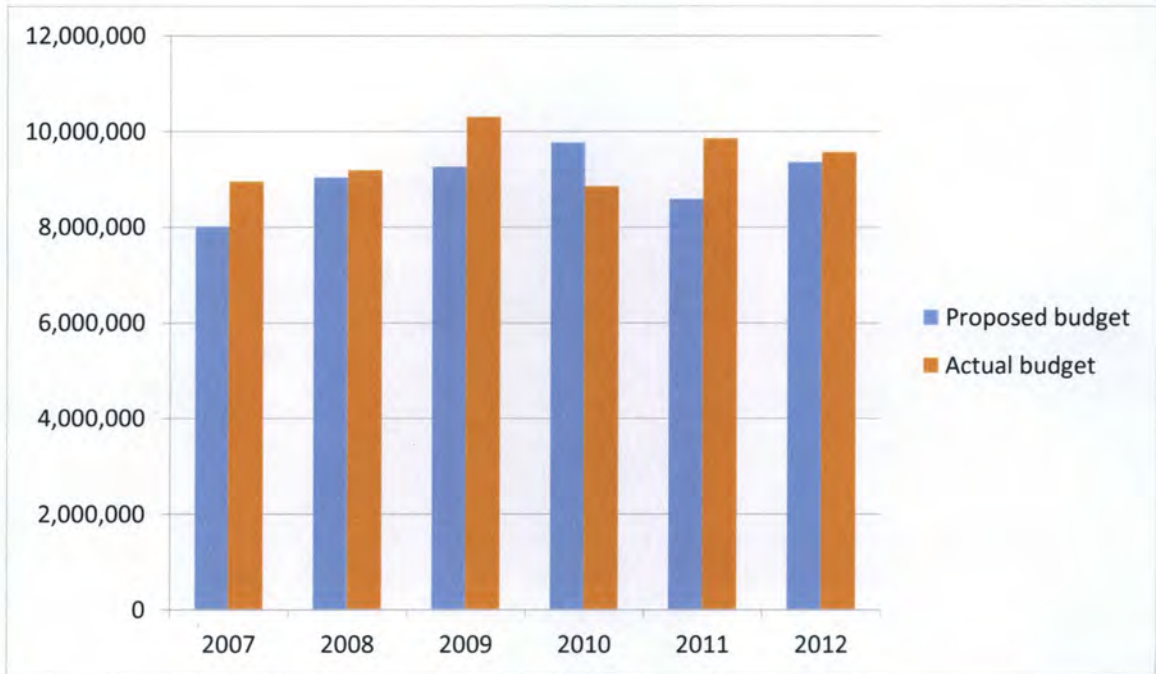
Republican Party holding that majority from 2009-2011. The Republican Party was in charge of both houses from 2009-2011 (US Census Bureau, 2012). Table 1 shows what the partisan control was in 2012 to help better demonstrate what state legislative control was like over the 2007-2012 time period.

The only year where the proposed budget given for wildlife conservation by the state legislature was larger than the actual budget by the Oklahoma Conservation Commission, which deals with wildlife conservation in the state, was in fiscal year 2010. Every year after 2007-2012, the actual budget kept increasing while the proposed budget was lower than the actual. The amount of money given for the wildlife conservation program was increased over the years with the highest amount given in fiscal year 2009.

For the percent difference between the proposed budgets and the actual budget for wildlife conservation for the state of Oklahoma, no percent is above 14% difference. The highest percent difference was in 2011 at 13.63% difference between the proposed budget and the actual budget. Oklahoma had the lowest percent difference in the proposed and actual budget in fiscal year 2008 where the percent difference was 1.65%. The fund for the wildlife conservation program comes from revolving funds of the Wildlife Conservation Fund, the Wildlife Diversity Fund, the Wildlife Land Acquisition Fund, and the Wildlife Land Fund. The highest amount of federal grant money awarded to the state of Oklahoma was in 2009 where they were awarded \$20,530,873. The lowest amount of money was in 2012 where no federal grant allocations were given to Oklahoma per the USDA federal grant distributions. All of the federal grants given to Oklahoma outside of 2012 were in the millions of dollars. While the lowest amount granted to Oklahoma was \$1,677,479 in total, it still was above one million dollars in the

total amount received which helps the wildlife conservation program in Oklahoma since they are getting so much money.

Figure 13. Oklahoma proposed dollar amounts by the conservation commission and actual dollar amounts received from the state for fiscal years 2007-2012 for wildlife conservation.



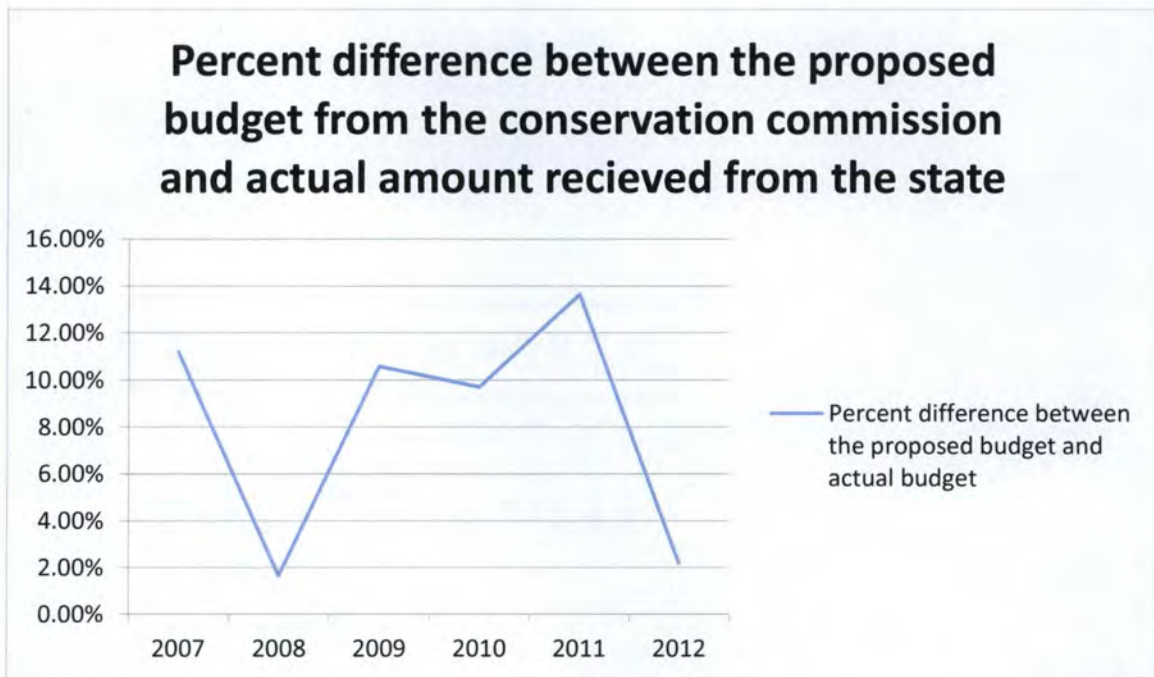
Source: Oklahoma state budget for the Conservation Commission for 2007-2012 per the Office of Management and Enterprise Services.

While the Oklahoma state budget does not have the amount of money coming from each fund, it does show that there are funds specifically for wildlife and the various things that are part of helping wildlife conservation as a whole. Next is the amount of federal grant dollars given to Oklahoma from 2007-2012.

The percentage figures for state spending on conservation relative to the total state spending were all smaller than 0.3% of the total state spending. The largest percent was in 2007, when it was at 0.21% of the total state spending. The smallest percent of conservation spending was in 2008-2011, when it was steady at 0.19% of the total state

spending. The amount stayed steady, showing that if the total spent in the state went up, the percent spent on conservation went up equally.

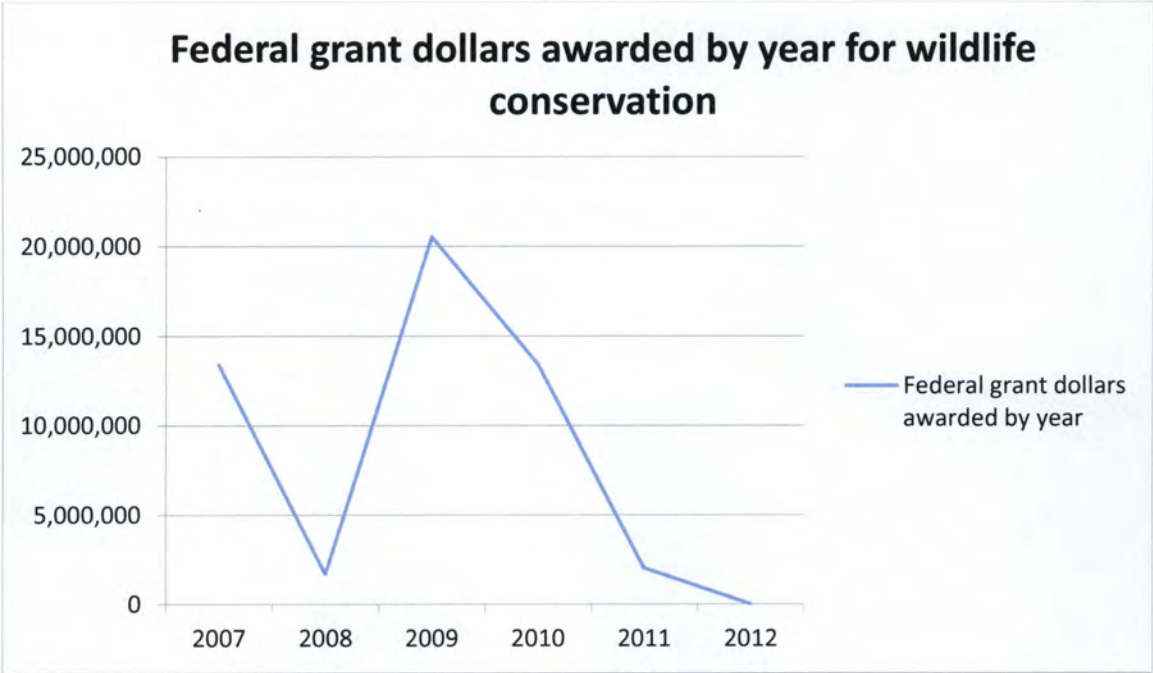
Figure 14. The percent difference between the proposed budget from the conservation commission and the actual budget in dollars from the state for fiscal year 2007-2012 for the state of Oklahoma.



Source: Calculations based on data from the Oklahoma state budget for the Conservation Commission for 2007-2012 per the Office of Management and Enterprise Services.

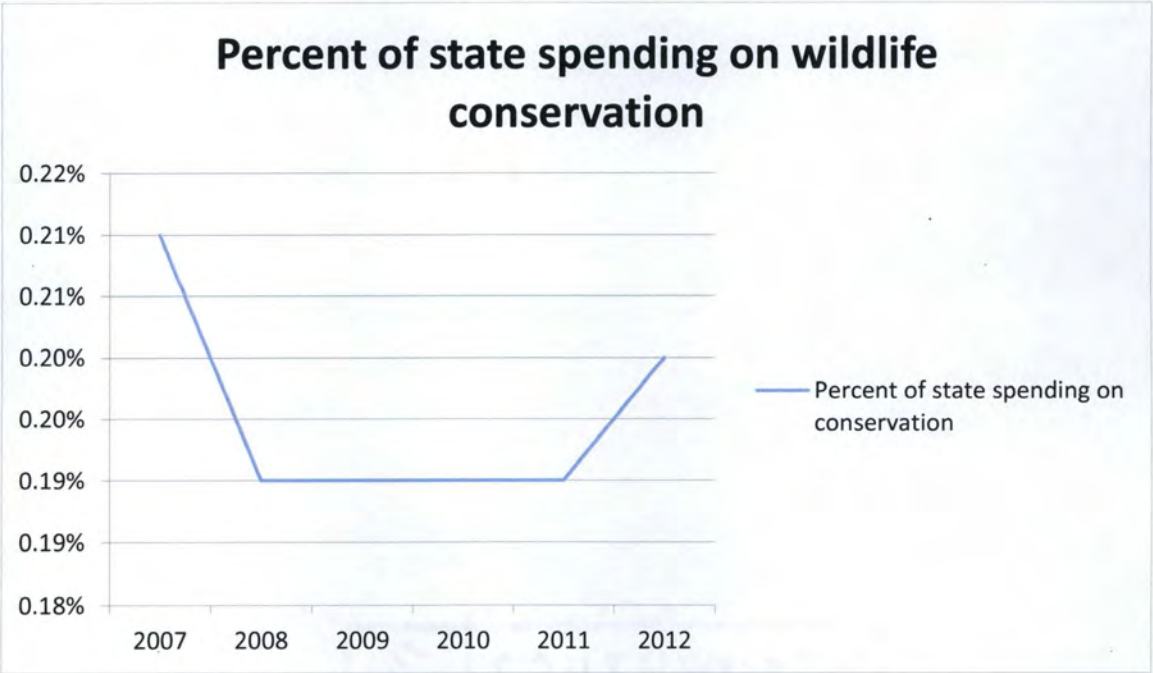
With the percentage of wildlife conservation spending relative to the total Department of Agriculture spending as a whole, Oklahoma has some high percent values, just like Arizona. The highest amount of money given to wildlife conservation spending resulting in the highest percent of the total Department of Agriculture budget was in 2011. The peak was at 27.23%, with 2012 being 27.19% of the total Department of Agriculture budget. This shows that even after a peak year, there was a decrease, but not a substantial reduction in the percent given to wildlife conservation funding. The smallest percent year was in 2008 when the percent was 21.43%.

Figure 15. Federal grant dollar amounts given to Oklahoma from 2007-2012 for wildlife conservation.



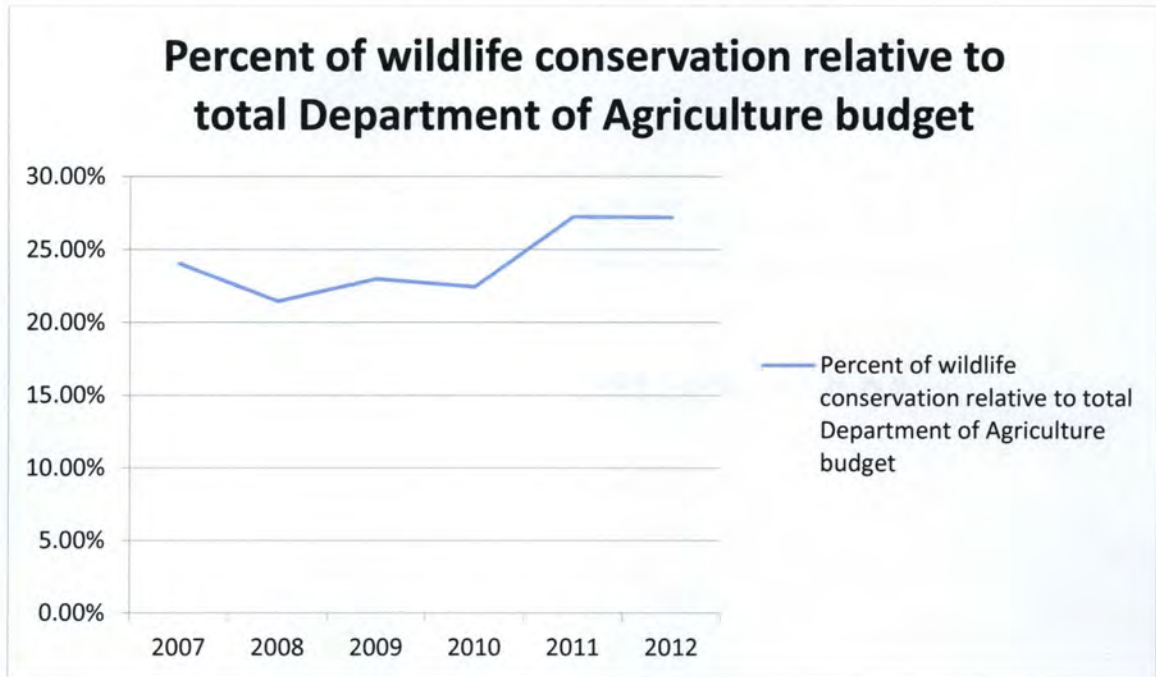
Source: USDA grant allocations per usaspending.gov for Oklahoma for 2007-2012

Figure 16. Percent of state spending on wildlife conservation for the state of Oklahoma relative to total spending for fiscal years 2007-2012.



Source: Calculations based on data from the Oklahoma state budget for the Conservation Commission for 2007-2012 per the Office of Management and Enterprise Services.

Figure 17. Percent of wildlife conservation funding relative to the total Department of Agriculture budget from 2007-2012 for the state of Oklahoma.



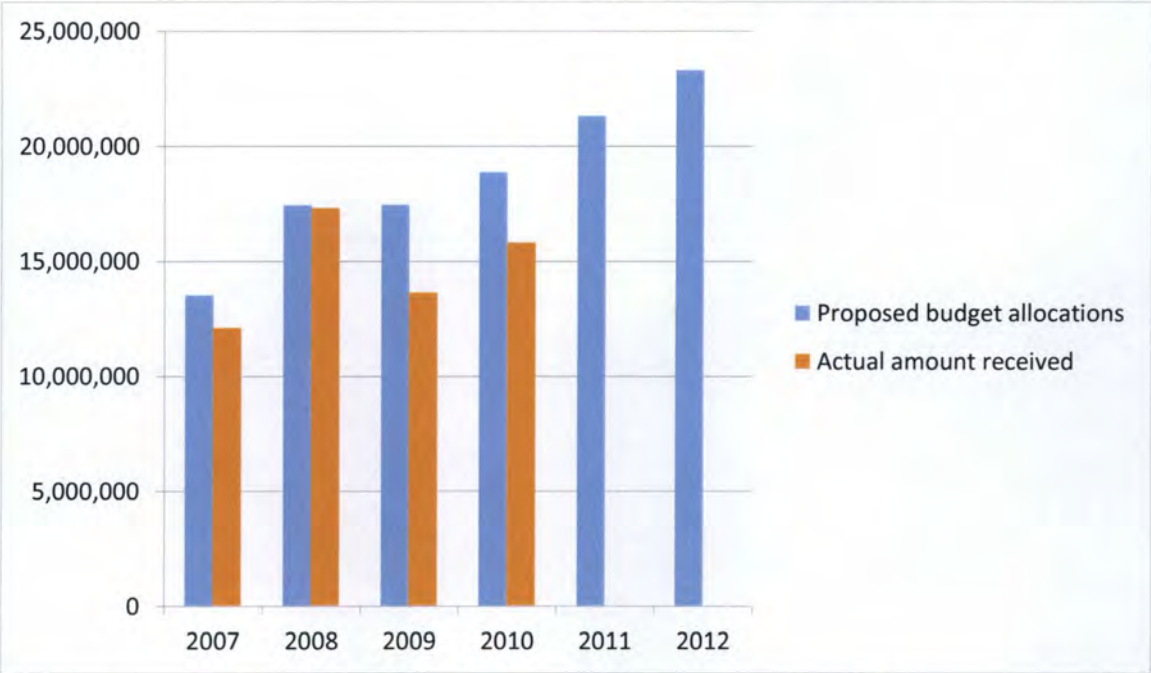
Source: Calculations based on data from the Oklahoma state budget for the Conservation Commission for 2007-2012 per the Office of Management and Enterprise Services.

West Virginia

Examining West Virginia, the state legislature was controlled in both houses by the Democratic Party. This is just like with New Jersey. The Democratic Party controlling both houses of the state legislature makes it so the Democratic Party can pass a budget that favors its agenda instead of having to compromise with the Republican Party. When researching control of the state legislature, for the House of Representatives, the Democratic Party controlled all years from 2007-2011. In that time period, the average number of Representatives in the majority was 70 members. For the Senate, the average number of Senators in the majority was 25 members with the Democratic Party also controlling the Senate the whole time period from 2007-2011 (US Census Bureau, 2012). While the US Census Bureau does not have data on 2012 state legislative partisan

control, looking at Table 1 shows that West Virginia was controlled by the Democratic Party in both houses in 2012 (NCSL, 2013).

Figure 18. West Virginia budget proposal requests from the Conservation Agency and actual dollar amounts received from the state for fiscal years 2007-2012.

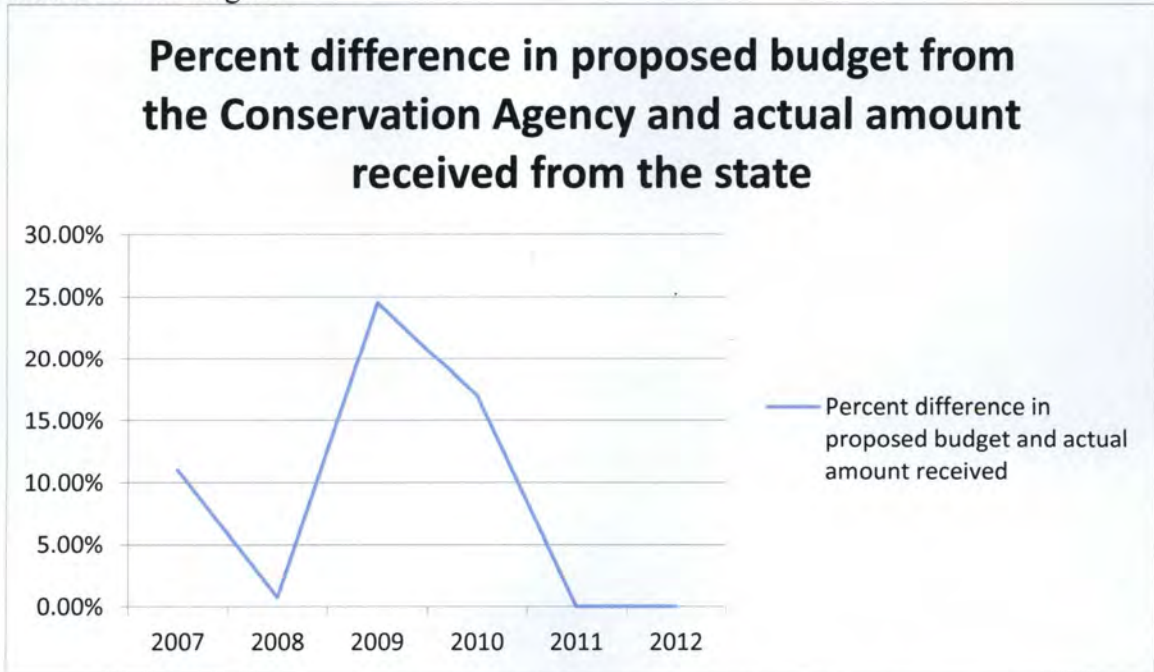


Source: West Virginia state budget for 2007-2012 for the Conservation Agency per the State Budget Office.

The funding source for the wildlife conservation program in West Virginia comes from General funds. The proposed and actual budget for fiscal year 2007-2012 for the state of West Virginia for wildlife conservation is available up until 2010. After 2010, the West Virginia state budget redid how they set up their budget, and thus this analysis will not report patterns for this latter period. For every year up until 2011, the state would show how much money was proposed, and the actual amount received from the state for each program in a line-item type of budget. Starting in 2011, the state decided that instead of showing what each program was actually getting and what they were proposing, the budget just lists the whole department’s proposed and actual allocations

that were being requested and received. The highest dollar amount given for wildlife conservation from the state legislature to the West Virginia Conservation Agency was in fiscal year 2008 at \$17,305,148. There may have been higher amounts in 2011 and 2012, but since the budget does not break down how much was actually appropriated to each program after 2010, this means that the 2008 dollar amount of \$17,305,148 is the largest allocation for wildlife conservation from 2007-2010. Overall, the proposed amount requested for each year from the Conservation Agency to the state steadily increases, but so does the amount actually appropriated, with an outlier of 2008 when there is a larger amount given for the program. Next is the percent difference between the actual amount received and the proposed/requested amount.

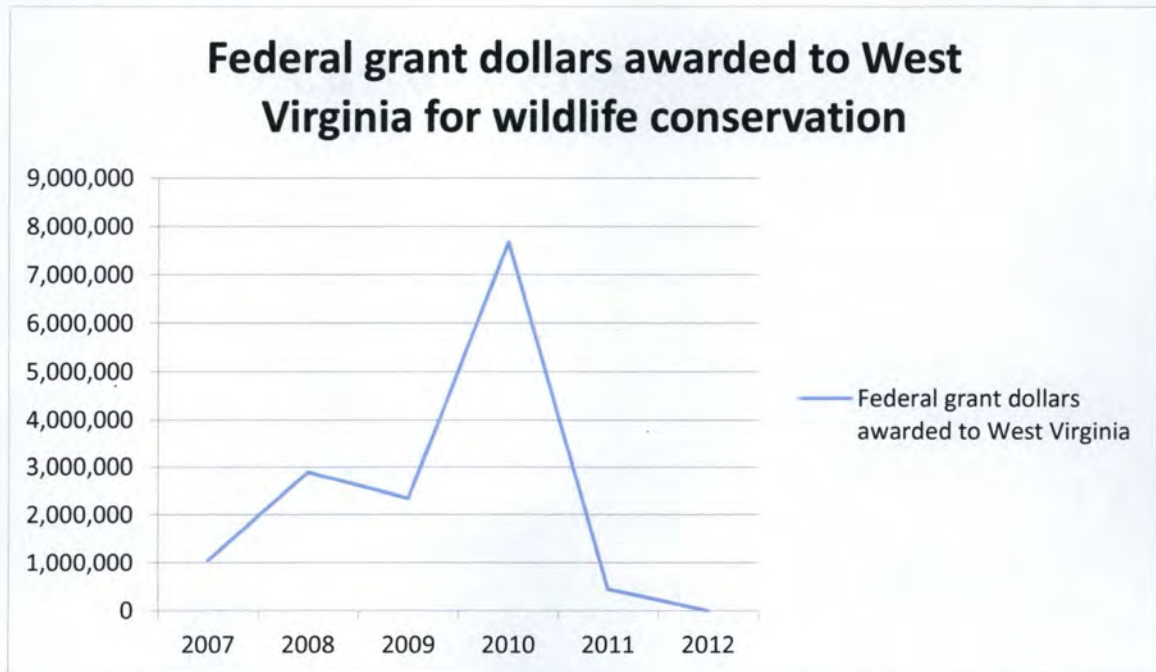
Figure 19. Percent difference between the proposed amount from the Conservation Agency and actual dollar amount given by the state for fiscal years 2007-2012 for the state of West Virginia.



Source: Calculations based on data from the West Virginia state budget for 2007-2012 for the Conservation Agency per the State Budget Office.

The largest percent difference between the proposed budget and the amount received was in fiscal year 2009 at 24.53%. The lowest percent difference between the proposed budget and the actual amount received was in fiscal year 2008, when the difference was 0.73%. The value of zero was entered for 2011 and 2012, since the actual amount was not available to determine the percentage difference. The last table to be looked at for West Virginia is the amount of federal grant dollars allocated to the state. The dollar amounts received for grants to be put towards wildlife conservation were all in the millions except for 2011 and 2012. The 2012 value is zero since no money was given for federal grants for wildlife conservation.

Figure 20. Federal grant dollars awarded to West Virginia for wildlife conservation for fiscal years 2007-2012.



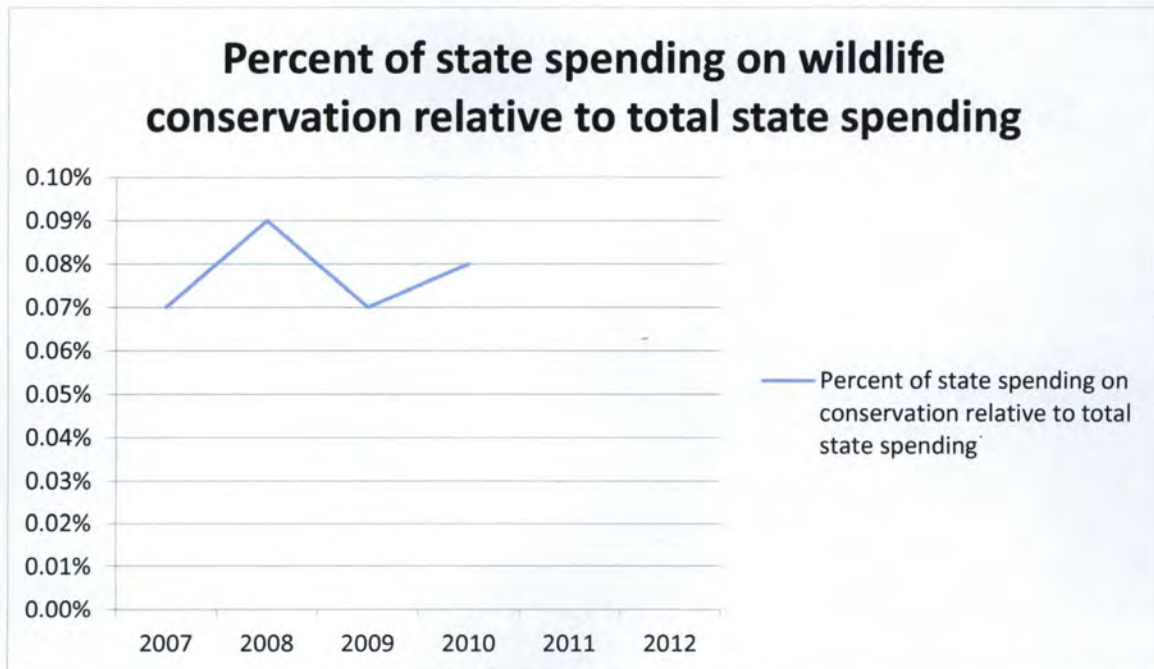
Source: USDA federal grant allocations per usaspending.gov for West Virginia for 2007-2012.

The most amount of money received by West Virginia from a federal grant was in fiscal year 2010 at \$7,670,356. The lowest amount was in 2012 at zero. The lowest year outside of 2012 for least amount of federal grant dollars received was in 2011 at \$448,166. West

Virginia is like all the other states so far in that there was no money received from federal grants in fiscal year 2012.

The percent of state spending on conservation in relation to the total state spending changed every year with the highest percent being in 2008 at 0.09%. In 2011 and 2012, the percent is not available since the state changed how they wrote their budget getting rid of showing the various programs in each department by allocation and instead just showing the total department allocations. Outside of 2011 and 2012, the lowest percent was in 2007 and 2009 when the percent was at 0.07%.

Figure 21. Percent of state spending on wildlife conservation relative to total spending for West Virginia for fiscal years 2007-2012.

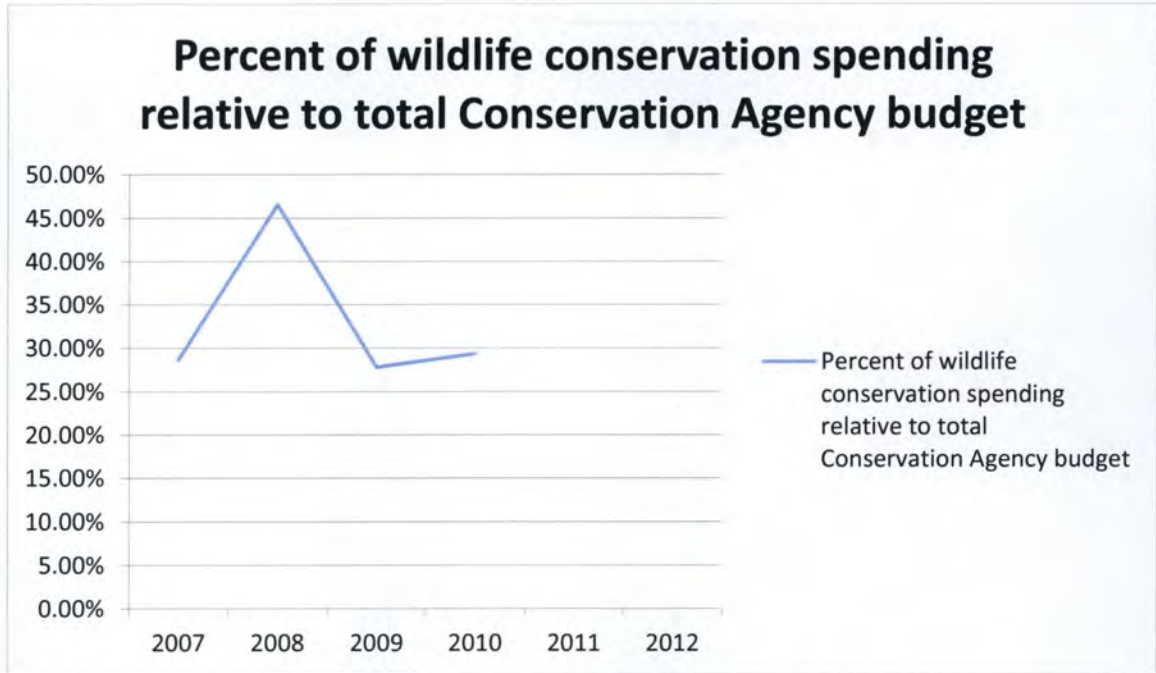


Source: Calculations based on data from the West Virginia state budget for 2007-2012 for the Conservation Agency per the State Budget Office.

The highest percent of spending for wildlife conservation relative to the total West Virginia Conservation Agency budget was in 2008 with a peak of 46.52% of the total

budget. The percent numbers fluctuate over the years with no data available for 2011-2012. With there being no individual data for 2011-2012, this prevents those percent numbers being available for the table.

Figure 22. Percent of spending on wildlife conservation relative to total spending of the West Virginia Conservation Agency from 2007-2012.



Source: Calculations based on data from the West Virginia state budget for 2007-2012 for the Conservation Agency per the State Budget Office.

Wisconsin

The state of Wisconsin like the states of West Virginia and New Jersey had a Democratic controlled state legislature for the period of 2008-2011. In 2007, Wisconsin was a split legislature and in 2012, the legislature became controlled by Republicans. According to the U.S. Census Bureau, for the state of Wisconsin, in the years 2007-2008, the state legislature was a split state with the Democratic Party controlling the Senate and the Republican Party controlling the House of Representatives. Then in 2009-2010, the

Wisconsin state legislature was controlled by the Democratic Party in both houses. Last, in 2011, the control of the state legislature switched to the Republican Party (US Census Bureau, 2012). The US Census Bureau does not have data listed for 2012 on partisan control in the state legislature for any state. Looking at Table 1 shows that Wisconsin was controlled by the Republican Party in 2012 after the elections.

When it came to seeing what the source of revenue for the wildlife conservation program for the state of Wisconsin was, it was found that the funds are given to the segregated revenue. According to the Department of Natural Resources budget, segregated revenue is,

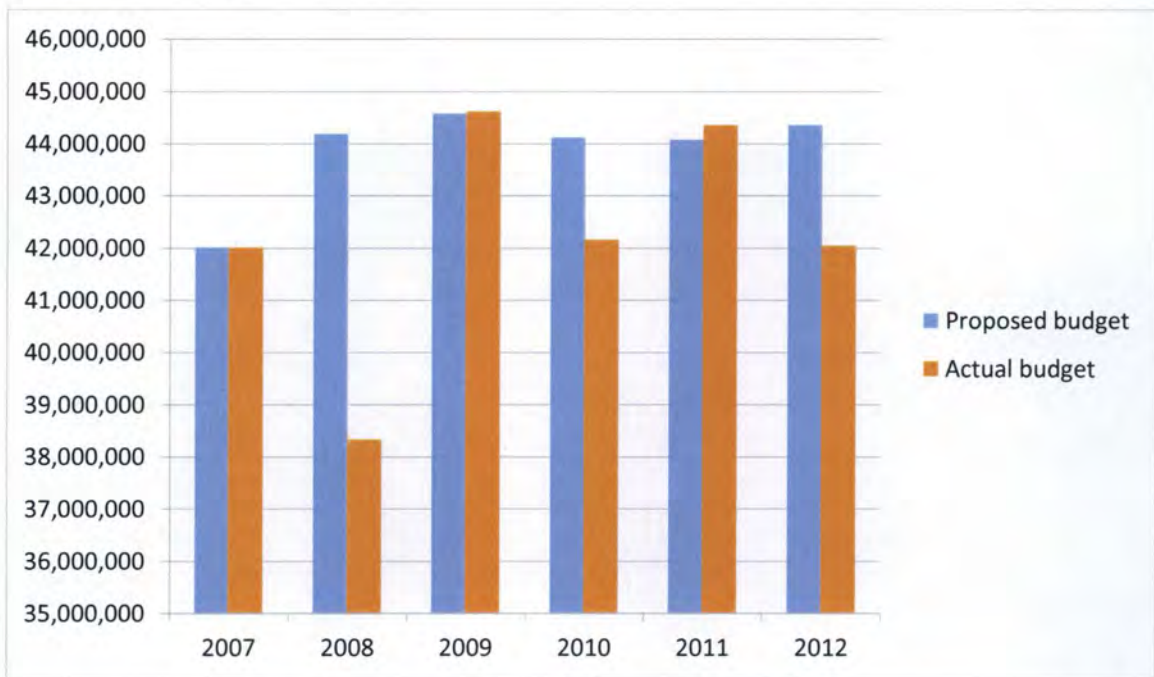
“State operations separate funds from general purpose revenue, program revenue, or federal revenue.”

That definition is from the Wisconsin state budget documents specifically from the Department of Natural Resources budget; FY 2009-2011 listed under the budget summary. Wisconsin does not have separate funds, so the total value proposed for the budget and the actual value received all came from the same place, the Department of Natural Resources budget under the budget summary.

When it comes to the proposed budget for wildlife conservation from the Department of Natural Resources to the state and the actual budget received from the state legislature, there were two years, fiscal years 2009 and 2011, where the actual amount received was more than what was proposed. In 2007, the amount proposed was what was actually received. The highest amount received was in fiscal year 2009 where the largest amount received was \$44,615,000. That amount was slightly larger than what was proposed. Next, the difference between the proposed amount and the actual amount

received was lowest in fiscal year 2007 where there was no difference in the proposed amount, and the actual amount received.

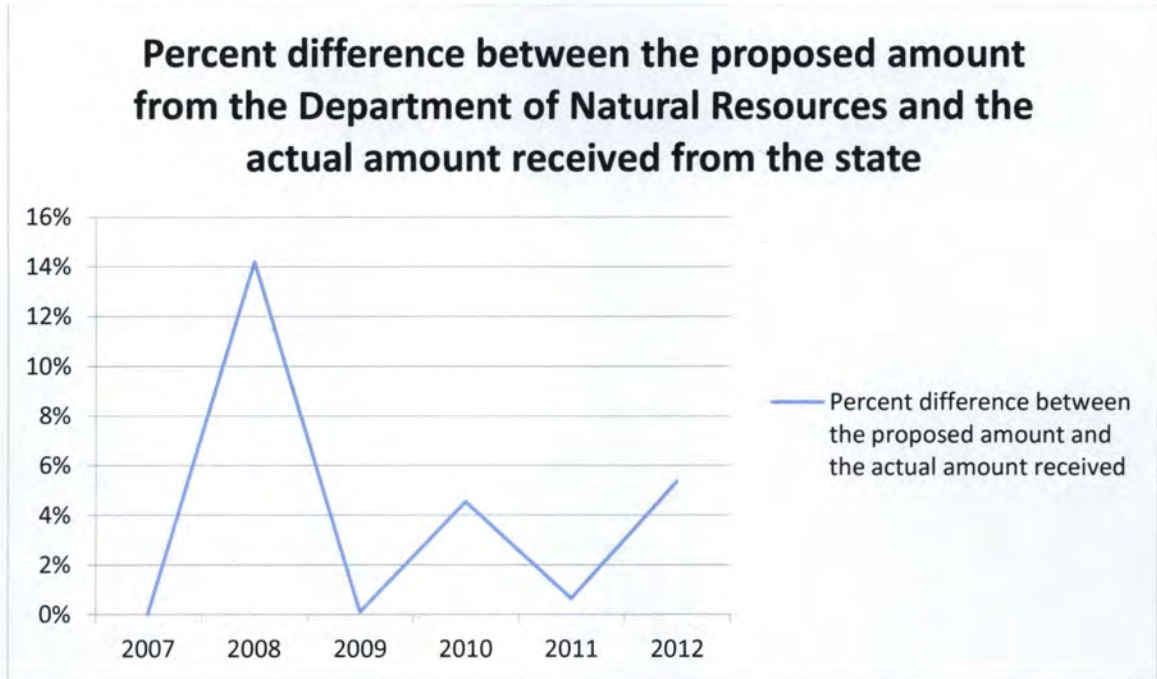
Figure 23. Proposed dollar amounts by the Department of Natural Resources and actual dollar amounts received from the state for wildlife conservation in the state of Wisconsin for years 2007-2012.



Source: Wisconsin state budget for 2007-2012 per the Wisconsin State Budget Office.

The largest percent difference between the proposed budget and the actual amount received was in fiscal year 2008 where the difference was 14.19%. All of the percent differences were below 15% which means that the department was able to get close to what they asked for in wildlife conservation. All but one fiscal year had the percent difference between the proposed budget and the actual amount received below 6% which helped the department to count on an amount close to what they asked from the state. Next, we should consider the amount of money received in the form of grants from the federal government for wildlife conservation. Wisconsin was the only state out of the five to have federal grant dollars for fiscal year 2012.

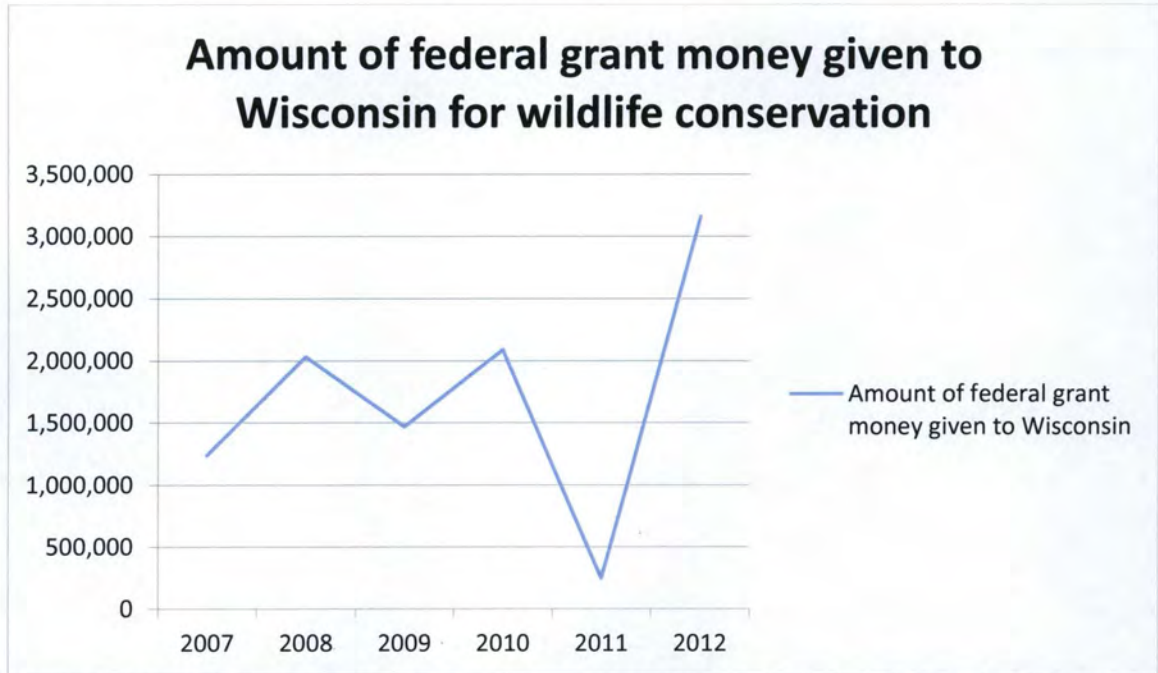
Figure 24. Percent difference between the proposed budget from the Department of Natural Resources and the actual amount received from the state in years 2007-2012 for the state of Wisconsin.



Source: Calculations based on data from the Wisconsin state budget for 2007-2012 per the Wisconsin State Budget Office

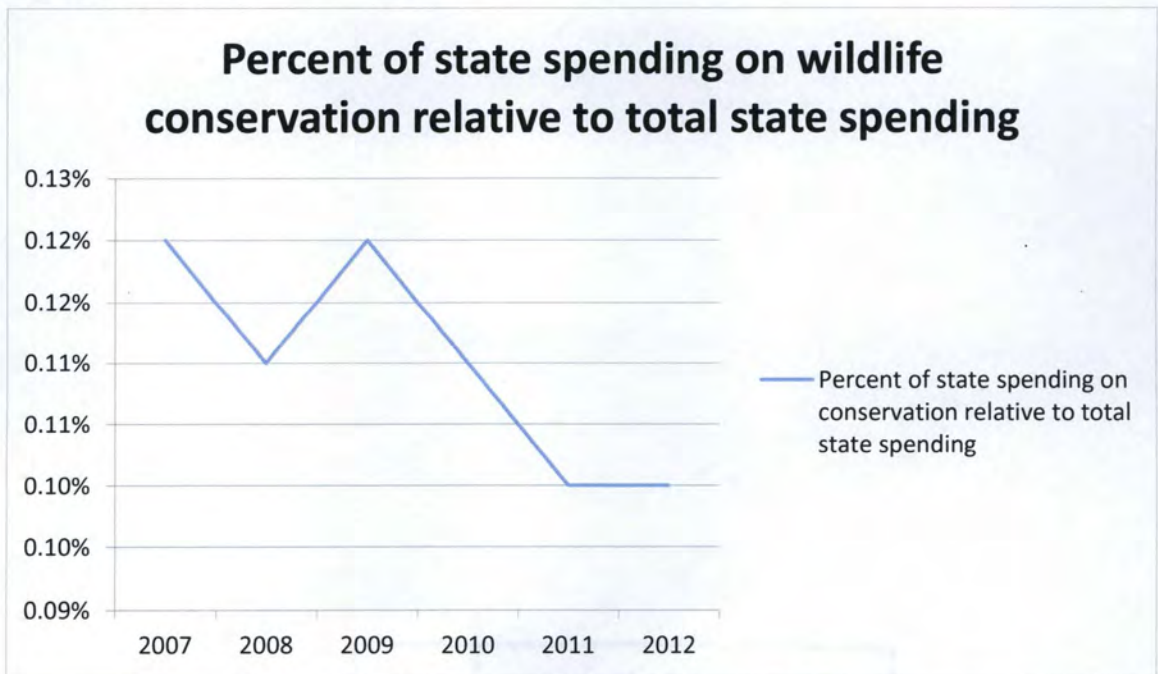
The lowest amount received in federal grants for the state of Wisconsin was in fiscal year 2011 with an amount of \$245,582. The highest amount was received in fiscal year 2012 with an amount of \$3,152,703. Every year except for 2011 had an amount received over \$1 million dollars. Wisconsin was the state that received the least amount of federal grant money out of the five states in this case study for the fiscal year 2011. The state of Wisconsin was the only state to consistently have federal grant money allocated over \$1 million dollars.

Figure 25. The amount of money given to the state of Wisconsin in the form of federal grants for wildlife conservation for the years of 2007-2012.



Source: USDA federal grant allocations per usaspending.gov for 2007-2012 for the state of Wisconsin

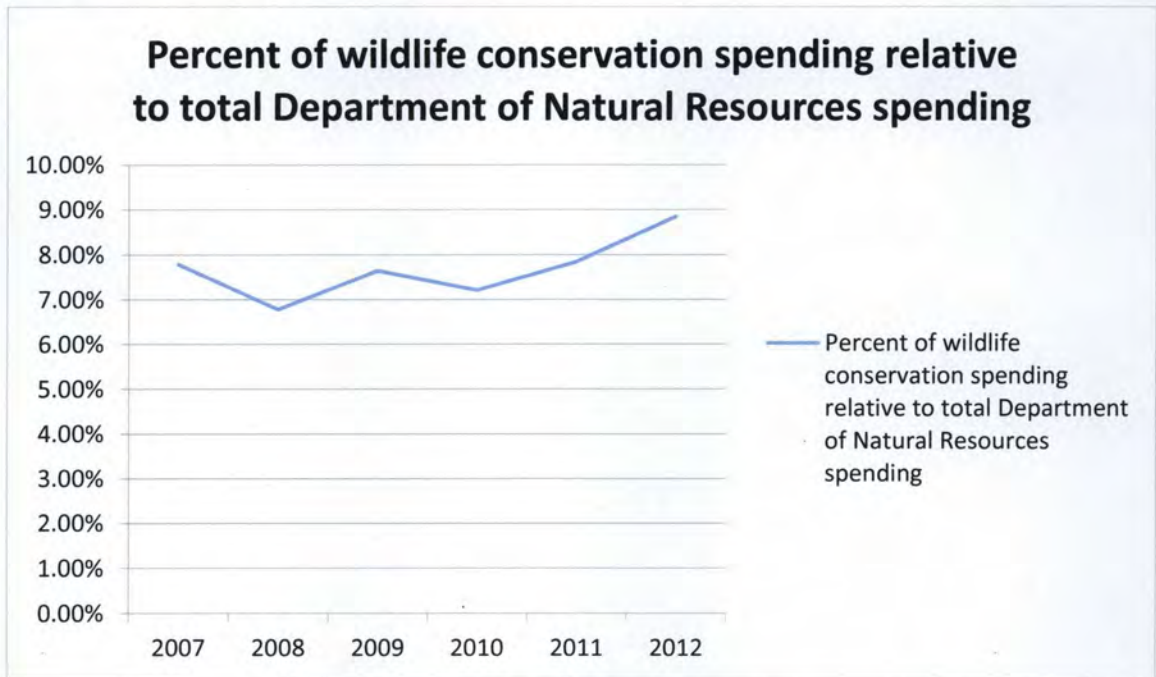
Figure 26. Percent of state spending on wildlife conservation relative to total state spending for Wisconsin for fiscal years 2007-2012.



Source: Calculations based on data from the Wisconsin State Budget for 2007-2012 per the Wisconsin State Budget Office

When observing the percentage of state spending on conservation in relation to total state spending, the highest percent was in 2007 and 2009 at 0.12%. The lowest percent of state spending on conservation was in 2011 and 2012 when the percent was at 0.10% of the total state spending. The numbers flip flop between 0.12% and 0.11% from 2007-2010. All of the percent totals were close together with no major gaps in the percent differences.

Figure 27. Percent of wildlife conservation spending relative to total Department of Natural Resources spending from 2007-2012.



Source: Calculations based on data from the Wisconsin State Budget for 2007-2012 per the Wisconsin State Budget Office

With the state of Wisconsin, the highest percent value was in 2012 with a total percent of 8.85%. The lowest point for wildlife conservation spending was in 2008 when the percent was at 6.78% of the total Department of Natural Resources budget. The percent numbers fluctuate over time with a more steady increase from 2010-2012. While

none of the numbers go over 10%, this is a small amount of the department budget that gets funding.

All states results

When comparing the five states in this thesis, the first thing to consider is the partisan control of the state legislatures. There are three states that had a Democrat controlled state legislature in both houses. The states with Democratic Party control of both chambers of the state legislature were Wisconsin, New Jersey, and West Virginia. There was one state that had split party control of the state legislature for the 2007-2012 period, and that was Wisconsin in 2007 and Oklahoma in 2007. Then the two states that had Republican Party control of both houses of the state legislature for 2007-2012 were Arizona and Oklahoma.

Table 1. Partisan Control over 2007-2012 for each state in the case study.

State	2007	2008	2009	2010	2011	2012
Arizona	R	R	R	R	R	R
New Jersey	D	D	D	D	D	D
Oklahoma	S	R	R	R	R	R
West Virginia	D	D	D	D	D	D
Wisconsin	S	D	D	D	D	R

Source: National Conference of State Legislatures Partisan composition of State Legislatures 2002-2014 per ncsl.org

Wisconsin was a Democrat controlled state legislature for 2008-2012. In 2012, the state became a Republican-controlled state legislature. Wisconsin, when becoming a Republican-controlled state legislature in 2012, had the highest percent of the Department of Agriculture budget allocated towards wildlife conservation. When trying to see where the money comes from for each of the states, they all have a different source for the funds. Three of the states specifically get the money for wildlife conservation from a

source other than general funds. The source of the funds comes from segregated revenue, revolving funds, or non-appropriated funds. The states with these types of funding sources are Arizona, Oklahoma, Wisconsin and New Jersey. West Virginia is the only state that has funds for the wildlife conservation program coming from general funds.

In 2007, New Jersey did not receive or ask for federal grant funds that equaled or exceeded \$1 million dollars. When analyzing the amount of federal grant money awarded to each state for wildlife conservation and then allocated to the state Department of Natural Resources, only one state out of the selected five states received funds in 2012. Wisconsin was the only state to get funds in 2012, and the total was more than \$1 million dollars. Each of the five states, at some point over the five-year period, receives less than \$1 million dollars in federal grant money for wildlife conservation.

When reviewing the data for each of the states to see how much they each spent on wildlife conservation relative to the total state spending, all of the states fell below the 1% level on this measure. In addition, there was no percent figure that could be calculated for West Virginia in 2011-2012 since the state changed the layout of its budget. The change in the layout prevents finding out how much money was actually given to wildlife conservation for those two years. New Jersey had the smallest percent outside of those two years for West Virginia. New Jersey had percent numbers that were so small, when entering them into the table that they only showed up as 0% instead of the 0.0012%. Thus, this particular measure suggests the limited priority of wildlife conservation relative to overall state budget totals for the five states.

The different percentage figures for wildlife conservation found in the overall state conservation budgets resulted in the highest percentage coming from West Virginia

in 2008 which peaked at 46.52% of the total West Virginia Conservation Agency budget. New Jersey had the lowest totals with no percent over 5%. The lowest percent, as well as the highest percent all, came from Democratic-controlled state legislatures. This shows diversity in what the states in this study find as important--- even in their own environmental-oriented departments. Arizona, as a Republican state-controlled legislature, had the most consistent high percentage values of wildlife conservation dollars relative to the total Fish and Game Department budget. The percentages nonetheless were all in the 20s and 30s, but with the numbers decreasing over time. Oklahoma, a Republican-controlled state legislature for most of the years, had wildlife conservation coming out in the 20% range with respect to the total budget for its Department of Agriculture. While the percentages did fluctuate and change over time, they, however, did stay in the 20s over the five-year time period.

Wildlife Habitat Incentive Program

In 2009, Megan Stubbs, of the Congressional Research Service (CRS), put together a document on WHIP. It discusses the funding and reductions from 2003-2009; it gives the highest allocations in top four for each state from 2003 to 2008. The report also shows the funded and unfunded WHIP contracts from FY-2003-FY-2008. This information is valuable to help see what the trends are in spending as well as to see which states received the highest amount of funding and the amount of contracts funded and unfunded (Stubbs, 2009). The information provided by CRS and Ms. Stubbs is listed in the coming pages of this research. It is this information from CRS that allows trends and patterns to be observed and analyzed for the purpose of comparing to the case study above. After reading Stubbs' report and the CRS report, the information and data will

help to show if there are any patterns between the amounts of money received from WHIP grants and if it affected how much money was given to wildlife conservation from the state departments that deal with wildlife conservation.

See Table 3 which shows the values in millions of dollars that the WHIP had authorized funding for as well as actual funding levels. These levels fluctuate over the years with some years having a funding reduction while other years have the funding stay the same. This would mean that allocations to different states would vary depending on the amount of money available to NRCS to allocate for WHIP. The funding numbers in this report span five years, thus helping to fill in information about what the program was doing along with providing indications of whether it was successful.

Table 2. Key Performance Measures for the WHIP from 2009-2014

Key Performance Measure	2009	2010	2011	2012	2013	2014
WHIP: Non-Federal Land with Conservation applied to improve fish and wildlife habitat quality. (millions of acres)	0.3	0.9	1.2	0.8	0.7	0.6

Source: Office of Budget and Program Analysis, 2013 USDA FY 2014 Annual Budget and Performance Plan

To go along with the report from the Congressional Budget Office for the Agriculture Reform and Risk Management Act of 2013, the original farm bill for 2013, is a report from the Congressional Research Service. The CRS report is the aforementioned report which provided Tables 2 and 3. The CRS put together a report giving general information about all twenty programs that the NRCS and the Farm Service Agency

(FSA) administer through the USDA every year. In this report, the author, Megan Stubbs, a specialist in Agriculture Conservation and Natural Resources Policy, discusses the WHIP since it is administered by NRCS. Tables 2-4 are tables obtained from the CRS report as well as the USDA annual budget performance report. These tables are included in this research to provide a visual of the data which shows, over time, just how successful WHIP was as a federal grant program for wildlife conservation.

Table 3. WHIP Funding and Reductions, FY 2003- FY 2009 (\$ in millions)

Fiscal Year	2003	2004	2005	2006	2007	2008	2009	Total
Authorized Funding Level	\$30	\$60	\$85	\$85	\$85	\$85	\$85	\$515
Actual Funding	\$30	\$42	\$47	\$43	\$43	\$85	\$85	\$375
Funding Reduction	\$0	\$18	\$38	\$42	\$42	\$0	\$0	\$140

Source: Congressional Research Service Report, 2009

It is in the CRS report that we find valuable information on the national scope, leading states, as well as FY 2012 funding and FY 2013 request for funding. The report states that in FY 2011, over 3,800 agreements, between the federal government and the private land owner asking for the WHIP grant, were enrolled on almost 850,000 acres. To apply for the WHIP grant, private land owners as well as those who public landowners and operators as long as they could give evidence that they held control of the land through the time period of the WHIP agreement (*Federal Register*, Public Law 104-127). Also in FY 2011, the largest amount of contracts was Georgia with 412, Alabama with 337, and Texas had 283. The largest enrolled acres were Texas at 317,449 acres, then Maine at 39,049 acres and Alaska at 35,022 acres. The report also shows Texas as having

the greatest obligation in funding at \$11.8 million followed by Georgia at \$7.5 million and Alabama at \$4.5 million (Stubbs, 2013).

Table 4. The Four Largest WHIP Allocation Recipient States, FY 2003-FY 2008 (\$ in thousands)

Fiscal Year	Highest Allocation	2 nd Highest Allocation	3 rd Highest Allocation	4 th Highest Allocation	Total Allocation
2003	Rhode Island \$830	Mississippi \$619	South Carolina \$619	Oklahoma \$596	\$21,184
2004	California \$1,465	Alaska \$1,149	Rhode Island \$1,029	Washington \$1,009	\$27,828
2005	California \$1,768	Alaska \$1,582	Arkansas \$1,565	New Hampshire \$1,448	\$34,860
2006	Rhode Island \$1,805	New Hampshire \$1,487	Alaska \$1,472	Connecticut \$1,450	\$32,509
2007	Alaska \$3,491	Rhode Island \$3,354	Hawaii \$2,777	New Hampshire \$2,186	\$39,916
2008	California \$2,813	Massachusetts \$2,574	Wisconsin \$2,080	Texas \$1,801	\$57,811

Source: Congressional Research Service Report, 2009

The only states from the case study that are on the list of top four states to receive WHIP allocations for fiscal years 2003-2008 was Wisconsin in 2008 and Oklahoma in 2003. Oklahoma in 2003 was the fourth highest allocation at \$596,000. Wisconsin was the third highest state for WHIP allocations in 2008 with \$2,080,000 in grant money. Other states may have been the recipient of WHIP grants, but the amounts were not high enough to be in the top four of state allocations. WHIP allocations for 2009-2012 have Arizona, New Jersey, and Wisconsin being over \$1 million in 2009, while Oklahoma is over \$1 million in 2009 and 2010. West Virginia was over \$1 million in allocations in every year except 2012.

The next thing to look at is the amount of money for WHIP projects and the rest of the funds for each of the five states. When comparing the funds given for WHIP and the funds allocated to other wildlife conservation issues, there are some limitations to what we are able to discern from the data. Appendix 1 shows the WHIP obligations by the state in thousands of dollars from 2009-2013. This table has two years missing, 2007-2008. Table 4 shows 2003-2008, but only shows the states that received the top four highest allocations and then the total WHIP dollars for that year. Figure 29 shows the left over dollar amounts for each state in the case study after WHIP funds have been taken out from 2009-2012.

Figure 28. WHIP allocations to the states in dollars for 2007-2012 based on combined Table 4 and Appendix 1.

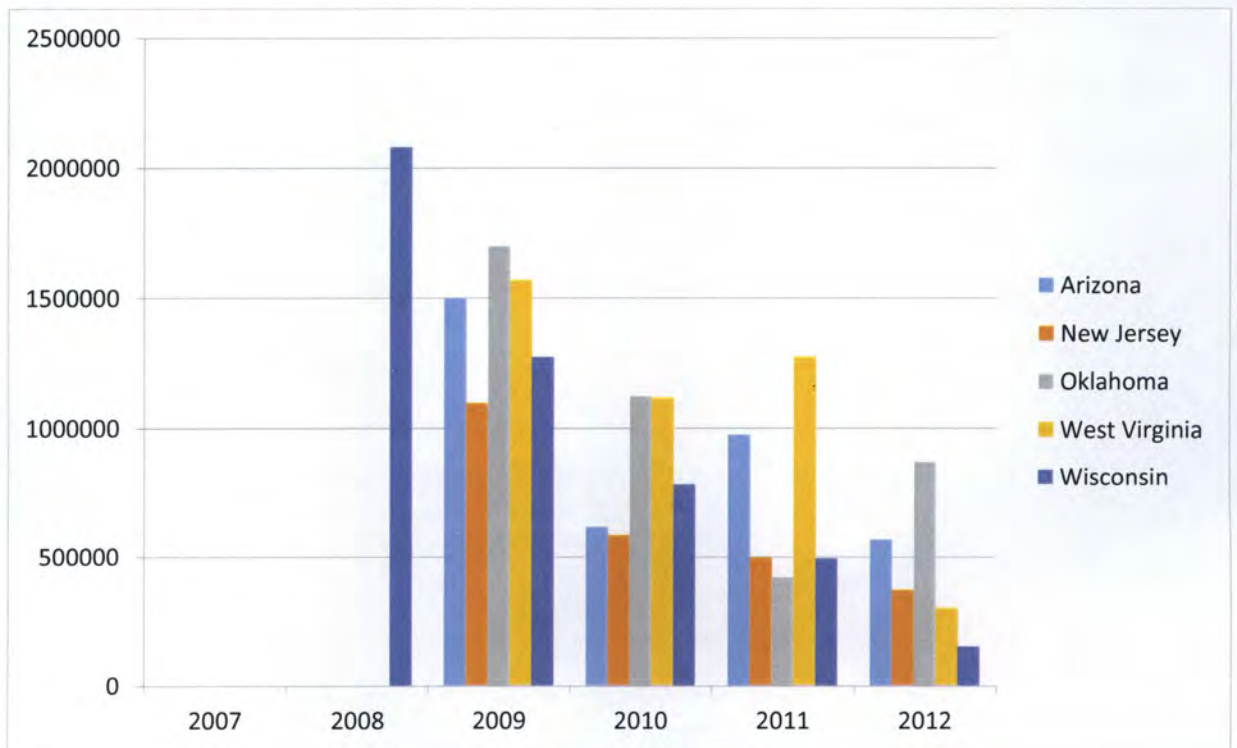
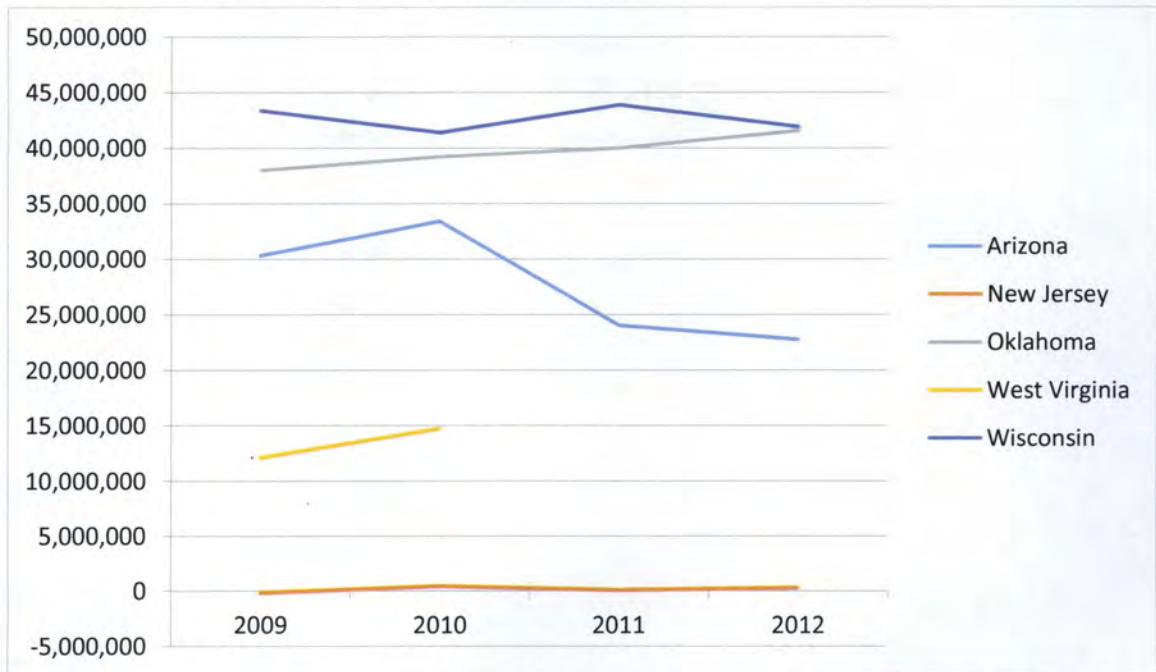


Table 29 shows that New Jersey did not have much money left after WHIP project funds had been taken out. The smallest year for New Jersey was in 2009 when

there were negative funds of \$-151,200. This negative amount probably means that they do not combine WHIP funds with actual given funds to the department. The highest year for New Jersey was in 2010 with funds totaling \$400,300 after WHIP funds had been taken out. Wisconsin had the highest amount of funds left over after WHIP funds had been taken out. Oklahoma and Wisconsin had almost the same funds left over in 2012 after WHIP funds had been taken out. For Arizona, the funds steadily decreased over the years as shown in Table 29. The peak was in 2010 with leftover funds totaling \$33,410,300.

Figure 29. The left over dollar amounts for each state in the case study after WHIP funds have been taken out from 2009-2012.



Source: Calculations based on data from all state budgets, Appendix 1, and data from Table 4 and Appendix 1.

Chapter Three: Discussion and Conclusions

When reviewing all of the data from both the case study states and the WHIP data, there are some interesting things that can be looked at to see how it all fits together. WHIP was added to this thesis because it was a federal grant program where states were getting money for wildlife conservation for a number of years. WHIP as relative to the case studies was chosen for past research on the topic. WHIP was also selected to help see just how much money states dedicated to wildlife conservation funding from 2009-2012 to see if getting WHIP effects the state allocations for wildlife conservation funding. When looking back on the hypotheses, the first hypothesis states, federal grant dollars awarded to states for wildlife conservation purposes do not result in increased overall spending on wildlife conservation. When looking to see which of the states fit the hypothesis the best, all of them fit. When the states have more consistent spending percent numbers like Oklahoma, it shows that the federal grant award dollars are nice, but they do not influence how much money, the department that administers wildlife conservation funds, that is getting allocated by the department for wildlife conservation. Each of the states received over \$1 million dollars in federal grant funds in at least one year or more from 2007-2012. The large amount of money from the federal government does not influence the state spending for wildlife conservation. The state funding amounts increases and decreases over the years while not being an inverse or even matching the fluctuations in federal grant dollars received. Using Oklahoma for an example, this state is a predominately Republican state that received the highest amounts of federal grant award dollars while also having consistent amounts of money given for wildlife conservation from the Department of Agriculture.

Partisanship in the states is observed to see if there are trends between the Democratic Party controlled legislatures and the Republican and split state legislatures some trends were noticed. With New Jersey, West Virginia, and Wisconsin all representing the Democratic-controlled state legislatures, the ideology of the party is to support an environmental policy that includes wildlife conservation. When studying the actual dollar amounts given to the departments of wildlife conservation or natural resources, depending on the state, it is hard to gauge which state supports wildlife conservation the most. Wisconsin has the highest dollar allocations given to wildlife conservation as well as the highest percent of funding relative to total state spending for the Democratic Party controlled state legislatures. New Jersey gives the smallest amount of funds to wildlife conservation with decreasing funding from 2008-2012.

Reviewing the data on partisanship helps to see which states gave more money for wildlife conservation, Democratic-controlled states legislatures or the Republican-controlled state legislature or the split legislature. The best way to see which gave more is to look at the percent of state spending on conservation relative to state total spending. New Jersey is the smallest Democratic-controlled state legislatures that gave the smallest amount of funds for wildlife conservation. West Virginia and Wisconsin have similar percentage amounts for conservation spending out of total state spending. While West Virginia does not have data available for 2011 and 2012, the percentage numbers that are there for 2007-2010, are not much smaller than those of Wisconsin. Oklahoma, the Republican Party controlled both houses of the state legislature for all years but 2007, has the largest percent of state spending on conservation relative to total state spending. Oklahoma, while none of the years, 2007-2012, has percent numbers close to 0.5%, does

have percent totals around 0.20%. While the state spending numbers were low for wildlife conservation, which is to be expected, most of the states had a decently high percent of funds dedicated to wildlife conservation from their respective departments administering the funds.

Arizona's percent numbers are close to Wisconsin so with a Republican legislature, the amount of money given to wildlife conservation is what the Democratic Party controlled state legislatures provide in funds. For all five states, the information shows that while the Democratic Party is ideologically known for supporting the environment that includes wildlife, Republican-controlled states can support wildlife conservation as well. Arizona as well as Oklahoma, both Republican states seem to care about the wildlife and conserving it in the state. This can also be seen in the amount of money received by Oklahoma from federal grants for conservation.

When looking at the federal grants given to the states, Oklahoma received the highest amount at \$20,530,873 in 2009 which was the highest out of all five states. While all of the states had money given to them in the millions for almost every year from 2007-2012, West Virginia came up in second behind Oklahoma. The state received \$7,670,356 in 2010 which helps to support the state in conserving wildlife and the environment. While both of these states are opposite ideologically, they seem to both really want to help wildlife and conservation since they received so much federal grant money. The more money received means that the state applied for lots of grants and received lots of grants. It is known that there were multiple grants applied for because to find the totals, they had to be counted from the USDA list by year of grants and amount given.

When looking at the WHIP obligations in Appendix 1, the obligations are the amounts of money the federal government has to give to each of the states for various WHIP projects that they applied for and signed the contracts to help the wildlife. WHIP, while the data from 2003-2008 does not show every state and how much they received, Appendix 1 shows how much was given in 2009-2013. All of these numbers together help to show just how much money the federal government had invested in wildlife conservation projects. The federal government was willing to work with the states to help local farmers and others who applied for WHIP grants make their local areas a better place to live for wildlife. Using the WHIP totals for the five case states helps to show just how much money the federal government had invested in those states for wildlife conservation, as well as the states, being willing to work with the federal government to make sure the contracts were fulfilled.

Conclusions

The research for this thesis has shown that no matter how much money was given for wildlife conservation from federal grant award dollars that the state's department's administering wildlife conservation money did not change how much money they gave to wildlife conservation. This shows us that federal grant award dollars do no influence state spending and state department spending on wildlife conservation. While it is in the best interest of a Republican-controlled state legislature to apply for federal grants so that they do not have to give more of their state funds to wildlife conservation, it is found that no matter how much money was received in federal grant funds, states still gave the same amount of funding to wildlife conservation. Oklahoma and Arizona, both Republican-

controlled state legislatures, demonstrated this finding. This is a significant finding for state politics research.

Using the research for WHIP funding and how much money was not dedicated to WHIP, shows that most of the states still had a great deal of funding for wildlife conservation. It was only in New Jersey that after taking out the funding for WHIP that there was a negative amount left over. This leads to the conclusion of there must have been something in the department budget that separates WHIP funding and wildlife conservation funding. If there wasn't, then the department was going to have to pay more into wildlife conservation funding than what was originally planned. It leads to the assumption that for the state of New Jersey, that they keep the wildlife conservation funding separate from whatever federal grant award dollars that they receive. They would have to keep the money separate so that the actual amount of money received by the state to the department and then what was allocated for wildlife conservation is not influenced by the amount of award dollars given for WHIP each year from 2007-2012.

Further Research

Some further research that could be done from this thesis could look at more Republican states and split states to see if the split states have percent numbers for state money spent on conservation relative to total state spending closer to what other Democratic-controlled state legislatures spent. Also, studying more Republican-controlled state legislatures help to see if Oklahoma and Arizona are more outliers for receiving lots of federal grant money for wildlife conservation, for Oklahoma, as well as large amounts of money given by the state for wildlife conservation, for Arizona and Oklahoma, or if it matches other Republican-controlled state legislatures. Other research

that could be done from this work is doing more of a quantitative look to see if there is more of a statistical comparison between the amount of federal grant funds received for wildlife conservation and the amount of money by states given for wildlife conservation.

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Appendix 1. WHIP Total Obligations, by Fiscal Year In thousands of dollars

Division	2009	2010	2011	2012	2013
Alabama	\$1,452.3	\$3,471.1	\$4,517.2	\$3,605.0	\$5,735.0
Alaska	\$3,027.4	\$3,103.0	\$3,657.3	\$302.2	\$4,707.0
Arizona	\$1,500.6	\$615.7	\$975.8	\$566.1	\$96.5
Arkansas	\$1,072.2	\$4,091.2	\$1,145.4	\$2,969.4	\$2,989.8
California	\$2,455.2	\$2,856.3	\$4,378.5	\$588.3	\$1,548.6
Caribbean		\$8.2	\$130.7		\$22.3
Colorado	\$1,120.8	\$790.6	\$687.8	\$924.7	\$290.6
Connecticut	\$2,145.3	\$1,293.9	\$1,417.9	\$920.4	\$828.2
Delaware	\$467.1	\$318.0	\$144.2	\$62.3	\$60.4
Florida	\$1,862.6	\$1,668.1	\$1,070.5	\$1,124.0	\$845.6
Georgia	\$1,344.8	\$2,130.5	\$7,460.2	\$6,459.7	\$6,415.7
Hawaii/Pacific	\$1,043.2	\$319.6	\$147.4	\$179.2	\$118.2
Idaho	\$924.7	\$395.3	\$720.7	\$203.2	\$1,345.5
Illinois	\$307.6	\$297.8	\$385.0	\$122.0	\$155.8
Indiana	\$1,310.8	\$1,035.3	\$825.2	\$5,923.9	\$203.2
Iowa	\$957.7	\$992.1	\$536.4	\$290.5	\$571.0
Kansas	\$1,283.3	\$2,496.0	\$1,952.3	\$976.9	\$1,742.6
Kentucky	\$1,059.5	\$1,320.2	\$1,000.1	\$126.8	\$158.8
Louisiana	\$1,055.7	\$4,227.3	\$2,595.0	\$1,051.4	\$917.4
Maine	\$890.1	\$2,694.0	\$3,017.0	\$399.7	\$596.9
Maryland	\$387.6	\$262.7	\$312.6	\$124.7	\$376.9
Massachusetts	\$1,976.5	\$1,054.8	\$1,587.0	\$442.8	\$358.2
Michigan	\$1,047.7	\$1,921.6	\$857.1	\$573.1	\$408.0
Minnesota	\$1,581.6	\$828.6	\$603.6	\$152.6	\$839.4
Mississippi	\$1,425.3	\$3,730.6	\$2,000.7	\$1,592.8	\$1,904.3

Missouri	\$1,450.4	\$3,378.7	\$721.7	\$398.8	\$791.5
Montana	\$770.6	\$1,430.1	\$384.5	\$399.5	\$560.3
Nebraska	\$1,482.9	\$1,021.7	\$673.8	\$386.6	\$259.2
Nevada	\$669.5	\$982.1	\$778.7	\$592.3	\$217.1
New Hampshire	\$2,531.4	\$1,310.4	\$1,251.8	\$819.5	\$371.1
New Jersey	\$1,097.2	\$582.7	\$497.5	\$370.0	\$412.0
New Mexico	\$1,128.0	\$952.9	\$1,008.2	\$836.9	\$744.8
New York	\$1,107.8	\$1,285.5	\$1,309.8	\$358.6	\$532.5
North Carolina	\$1,168.6	\$823.6	\$1,543.2	\$134.8	\$139.5
North Dakota	\$1,181.4	\$724.6	\$1,176.5	\$286.9	\$234.9
Ohio	\$923.8	\$289.1	\$449.7	\$49.9	\$81.8
Oklahoma	\$1,700.5	\$1,123.1	\$420.1	\$865.5	\$264.7
Oregon	\$1,890.1	\$1,208.2	\$1,286.1	\$1,322.7	\$1,248.3
Pennsylvania	\$793.5	\$1,064.2	\$980.6	\$1,153.7	\$2,733.1
Rhode Island	\$1,577.7	\$981.3	\$599.6	\$390.3	\$337.0
South Carolina	\$1,836.5	\$2,681.1	\$3,315.2	\$455.8	\$630.5
South Dakota	\$1,100.0	\$779.1	\$1,049.2	\$2,232.8	\$4,744.1
Tennessee	\$989.3	\$1,079.7	\$1,726.7	\$319.6	\$1,611.8
Texas	\$4,645.2	\$8,834.1	\$11,834.8	\$647.9	\$8,171.7
Utah	\$813.5	\$315.8	\$556.6	\$255.7	\$171.8
Vermont	\$1,377.1	\$1,295.7	\$1,527.3	\$217.0	\$293.7
Virginia	\$865.6	\$865.9	\$984.1	\$324.5	\$364.1
Washington	\$1,589.4	\$1,309.6	\$544.8	\$978.9	\$588.6
West Virginia	\$1,569.3	\$1,115.7	\$1,273.2	\$299.6	\$1,065.7
Wisconsin	\$1,274.2	\$779.7	\$494.8	\$151.5	\$136.7
Wyoming	\$874.1	\$678.3	\$834.3	\$1,039.3	\$318.8
Other	\$4,635.6	\$4,590.2	\$4,523.4	\$2,389.7	\$3,418.1

Total	\$72,742.9	\$83,405.9	\$83,872.0	\$47,360.4	\$63,679.3
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Source: Data Source: USDA-NRCS, 2012-2013 data from Financial Management Modernization Initiative (FMMI), November 2014; 2009-2011 data from Foundation Financial Information System (FFIS), December 2011

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