

FY 2002 Annual Performance Plan

FY 2000 Annual Performance Report

Fish and Wildlife Service



DEPARTMENT OF THE INTERIOR



A COMMENT ON THE PERFORMANCE GOALS
CONTAINED IN THIS DOCUMENT

The goals that appear in the Fiscal Year 2002 Annual Performance Plan are based on the Department's most recent revision of its Government Performance and Results Act strategic plan. This strategic plan, which covers the period from Fiscal Year 2000 to Fiscal Year 2005, was completed under the guidance and direction of the previous Administration and, therefore, does not necessarily reflect the policies and management priorities of the current Administration.

During 2001, the Department will review and, where appropriate, revise the current strategic plan. This review process will incorporate the views and concerns of the Department's partners and constituencies and will, in some cases, be the basis for new or restated annual performance goals and measures to provide overall direction to Interior's programs and deliver program results.

Fish and Wildlife Service

FY 2002 Annual Performance Plan

FY 2000 Annual Performance Report

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Mission Statement and Mission Goals

OUR MISSION IS WORKING WITH OTHERS TO CONSERVE, PROTECT AND ENHANCE FISH, WILDLIFE, AND PLANTS AND THEIR HABITATS FOR THE CONTINUING BENEFIT OF THE AMERICAN PEOPLE.

Four principal mission goals drive the Fish and Wildlife Service's Strategic Plan, which support the core mission of protection and improvement in the condition of America's fish, wildlife, and plants and increase opportunities for the public's enjoyment of these resources.



- **Sustainability of Fish and Wildlife Populations**
Conserve, protect, restore, and enhance fish, wildlife, and plant populations entrusted to our care.
- **Habitat Conservation: A Network of Lands and Waters**
Cooperating with others, we will conserve an ecologically diverse network of lands and waters — of various ownerships — providing habitats for fish, wildlife, and plant resources.
- **Public Use and Enjoyment**
Provide opportunities to the public to enjoy, understand, and participate in use and conservation of fish and wildlife resources.
- **Partnerships in Natural Resources**
Support and strengthen partnerships with tribal, state, and local governments and others in their efforts to conserve and enjoy fish, wildlife, plants and their habitats.

About This Document

This document presents the Fish and Wildlife Service's combined Annual Performance Plan for FY 2002 and the Annual Performance Report for FY 2000. This will be our fourth Annual Performance Plan presented to the Congress and the public and our second Annual Performance Report as required by the *Government Performance and Results Act*. Section II of this document contains the detailed description of the Service's planned FY 2002 performance goals, the strategies and resources necessary to accomplish them, and the report of our accountability in delivery for each of the respective FY 2000 annual performance goals.

The annual performance goals for FY 2002 support the Service's updated Strategic Plan covering FY 2001 through 2005. *The Government Performance and Results Act* requires agencies to update and revise their strategic plans every three years. In an effort to broaden our horizon and provide a more inclusive dialogue with our

partners, the Service engaged in a carefully designed and highly participatory process with employees, stakeholders, and the public in the revision of the strategic plan. The results of this process have been captured in the updated Strategic Plan for FY 2001 - 2005. These goals will guide our efforts in the conservation of fish and wildlife resources over the next five years.

The FY 2000 annual performance goals being reported are identified in the Fish and Wildlife Service Strategic Plan submitted to Congress in September 1997. FY 2000 performance goal targets were adjusted in February 1999 to reflect the impacts of enacted appropriations on performance targets for that year. The following summary presents the actual performance of the Service in achievement of the FY 2000 annual performance goals. A detailed discussion of these goals and accomplishments follow the respective FY 2002 annual performance goal narrative.

FY 2000 SERVICE PERFORMANCE ACCOMPLISHMENTS - SUMMARY RESULTS

Mission Goals	Annual Goals	FY 2000 Performance Report	
		Annual Goals	Performance Measures
I. Sustainability of Fish and Wildlife Populations	7	6 met or exceeded 1 not met	8 met or exceeded 1 not met
II. Habitat Conservation: A Network of Lands and Waters	5	5 met or exceeded	9 met or exceeded
III. Public Use and Enjoyment	4	3 met or exceeded 1 not met	3 met or exceeded 2 met

Section 1

Introduction and Overview

THE FISH AND WILDLIFE SERVICE'S (FWS) ORIGIN DATES BACK TO 1871 WHEN CONGRESS ESTABLISHED THE U.S. FISH COMMISSION TO STUDY THE DECREASE IN THE NATION'S FOOD FISH AND RECOMMEND WAYS TO REVERSE THE DECLINE. TODAY, THE FWS HAS THE PRIVILEGE OF BEING THE PRIMARY FEDERAL AGENCY RESPONSIBLE FOR THE PROTECTION, CONSERVATION, AND RENEWAL OF FISH, WILDLIFE, PLANTS AND THEIR HABITATS.

The FWS manages migratory bird populations, restores interjurisdictional fisheries, conserves and restores wildlife habitat, administers the *Endangered Species Act*, and assists foreign governments with their conservation efforts. We oversee the Federal Aid in Fish and Wildlife Restoration Programs, which distribute hundreds of millions of dollars earned from excise taxes on fishing and hunting equipment to state wildlife agencies.

A cornerstone of our conservation effort has been the National Wildlife Refuge System — places where Americans can experience the joys of wildlife and wild places. The FWS is the steward of almost 94 million acres of public lands across the United States, which compose the network of 535 refuges and 37 wetland management districts that comprise the National Wildlife Refuge System. The first National Wildlife Refuge, Florida's Pelican Island, was established by President Theodore Roosevelt in 1903 to protect egrets, herons, and other birds that were being killed for feathers used in the fashions of the time. Today, refuges are home to millions of migratory birds, open space for elk and caribou, and wild niches for the rare and endangered.

Complementing the National Refuge System is our National Fish Hatchery System. The Service manages 69 National Fish Hatcheries for the restoration of the Nation's fishery resources. The role of the National Fish Hatchery System has changed and diversified greatly over the past 30 years as increasing demands are placed upon aquatic systems. We are integrating the work of fish hatcheries and fisheries management, resulting in a cohesive, more efficient national restoration program, such as those for Great Lakes lake trout, Atlantic Coast striped bass, Atlantic salmon, and Pacific salmon.

The FWS headquarters is located in Washington, D.C., with field units throughout the United States. The Service employs more than 8,000 people and is supported by a volunteer force of 36,000 citizens. Nearly 90 percent of our employees work in field locations providing on-the-ground services in support of our public trust responsibilities.

STRATEGIC MANAGEMENT THROUGH MISSION GOALS

Four mission goals — Sustainability of Fish and Wildlife Populations, Habitat Conservation: A Network of Lands and Waters, Public Use and Enjoyment, and Partnerships in Natural Resources — drive the Fish and Wildlife Service's Strategic Plan and support the organization's core mission. The alignment of the Service's programs and activities under these four mission goals represents a new approach to improve the integration, coordination, and management of Service mission delivery.

The four mission goals are intended to facilitate new working relationships and develop crosscutting policy efforts to strengthen the effectiveness of the Service as a whole and the public we serve. These four mission goals provide a means for identifying relationships among other Department of the Interior bureaus and for building partnerships with other agencies and external parties. The four mission goals and fourteen long-term goals, together with the underlying principles that will be used to achieve them, define the Service's planning, performance, and accountability process.



Mission Goal One encompasses the work that the Service and our partners do to conserve and improve fish and wildlife populations. This includes migratory bird conservation at home and abroad; native fisheries restoration; recovery and protection of threatened and endangered species; prevention and control of invasive species — a significant threat to biodiversity; and work with our international partners — recognizing that fish and wildlife species are unencumbered by geopolitical borders. The Service also represents U.S. interests and provides leadership in international negotiations related to ensuring the health of wetlands and wetland dependent species around the world, and the protection of plant and animal species from unregulated international trade.



Mission Goal Two recognizes the fundamental importance of an ecologically diverse network of lands and waters to the self-sustainability of fish, wildlife, and plants. The mission goal emphasizes two kinds of strategic actions that together define, shape, and conserve the network: 1) the development of formal agreements and plans with our partners that provide habitat for multiple species, and 2) the actual conservation work necessary to protect, restore, and enhance those habitats vital to fish and wildlife populations. Central to the Service's habitat conservation strategy is an ecosystem approach which focuses on the economic health of communities within watersheds.

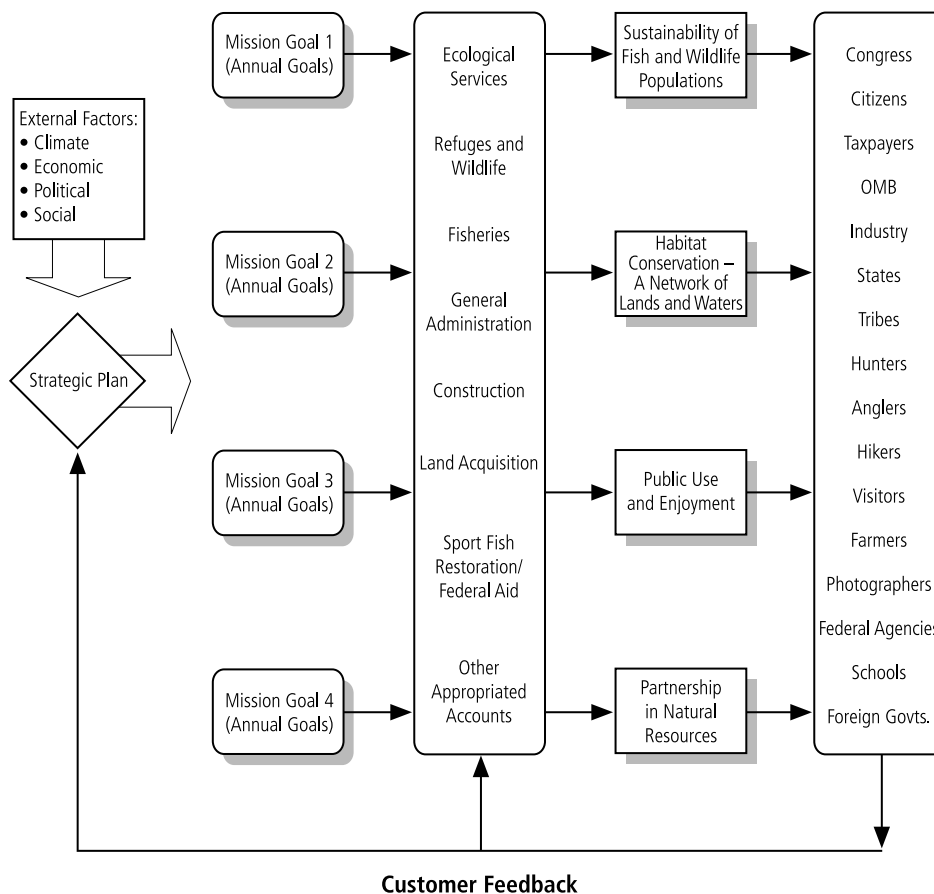


Within Mission Goal Three, the Service directs activities at National Wildlife Refuges and National Fish Hatcheries that increase opportunities for the public to participate in the experience of fish and wildlife resources. Such opportunities include hunting, fishing, wildlife observation and photography, environmental education and interpretation, as well as affording the public hands-on experiences through volunteer conservation activities on Service lands.



Mission Goal Four includes the Service's key responsibilities for management and stewardship of Federal grants to states and territories for restoration of fish and wildlife resources as well as our continuing commitment to Tribal governments. Further, this goal promotes and facilitates partnerships with other Federal agencies where common goals can be developed in the joint delivery of our Federal responsibilities and mission.

Strategic Planning + **Resources (Programs)** = **Outcomes** → **Customers**



LINK WITH PRIORITIES AND INITIATIVES

The FY 2002 Annual Performance Plan includes our priorities and initiatives, which are discussed in greater detail in the Fish and Wildlife Service's Budget. These priorities and initiatives serve as touchstones to gauge the performance of our most critical programs. The priorities and initiatives provide a second level integration mechanism similar to the annual performance goals. Linking the principal resource programs and the goals of the Service to the priorities and initiatives reinforces the mission and creates new opportunities for cross-program and cross agency performance in the context of the Service's Strategic and Annual Performance Goals. This is especially important in the present environment of rapid changes in society, science, technology, and use of resources placing new challenges for balancing resource conservation and resource use. The above flow-

chart illustrates the integrative process of strategic planning, resources, and outcomes that is required to meet our customer needs.

LINK TO BUDGET

The four mission goals provide a means of aligning the budget, which is a functional grouping of program activities, with the crosscutting long-term and annual performance goals. These four key mission goals allow for the consolidation and aggregation of various program activities of the Service. Encompassing the Service's many programs and functions, the four mission goals and the priorities and initiatives represent significant actions by the Director and the Service management team to move the Service in the more integrated organization. The FY 2001 and FY 2002 Annual Performance Plans are the product of efforts to estab-

lish a more effective strategic planning and performance management process within the Service.

The iterative strategic planning and performance management approach, shown on the previous page, recognizes the unique contributions of FWS programs, as well as state, Tribal, and territories and other Federal partners. This approach will advance a national effort to continue to improve the integration of activities and enhance performance and accountability.

The FY 2002 Annual Performance Plan presents the Service's goals and measures, and identifies the strategies needed to achieve them within currently available resources, consistent with the updated Strategic Plan.

The Plan's goals are explicit in measurability providing a transparent performance determination. This presentation provides decision makers a broader context by which to make informed decisions on the allocation or reallocation of currently available resources to better accomplish the mission of the organization. Our strategic planning and performance management approach, which recognizes stakeholder interests and programmatic uniqueness, will promote a single Service concept – ultimately improving performance and accountability.



LINK TO THE DEPARTMENT OF THE INTERIOR GOALS

The U.S. Fish and Wildlife Service prepared its first Strategic Plan as required by GPRA in September 1997 and its first Annual Performance Plan in February 1999. The Service is guided by four strategic mission goals and fourteen long-term goals expounded in the FY

2001-2005 Fish and Wildlife Service Strategic Plan. The four mission goals and fourteen long-term goals are aligned and support the Department of the Interior's broader agency goals and contribute to the overall environmental conservation goals of the Nation. The following table shows that relationship. An explanation of the Department's goals may be found in the DOI Overview.

Departmental Goals	Mission Goals and Long-term Goals
<p>1. Protect the Environment and Preserve Our Nation's Natural and Cultural Resources</p>	<p>1. Sustainability of Fish and Wildlife Populations</p> <ul style="list-style-type: none"> • Migratory Birds • Imperiled Species • Interjurisdictional Fish • Marine Mammals • Species of International Concern • Invasive Species Management <p>2. Habitat Conservation: A Network of Lands and Waters</p> <ul style="list-style-type: none"> • Habitat Conservation on Service Lands • Stewardship of FWS Facilities • Habitat Conservation Off Service lands
<p>2. Provide Recreation for America</p>	<p>3. Public Use and Enjoyment</p> <ul style="list-style-type: none"> • Greater Public Use on Service Lands • Opportunities for Participation in Conservation on Service Lands <p>4. Partnership in Natural Resources</p> <ul style="list-style-type: none"> • Sport Fish & Wildlife Restoration Grants Management • Partnerships in Accountability
<p>3. Manage Natural Resources for a Healthy Environment and a Strong Economy</p>	<p>The mission of the U.S. Fish and Wildlife Service, as delivered through the strategic goals, contributes primarily to the Department's goals 1 and 2. However, Service activities and efforts do contribute and support other DOI bureaus whose mission is central to DOI goals 3 and 4.</p>
<p>4. Provide Science for a Changing World</p>	
<p>5. Meet Our Trust Responsibilities to American Indians and our Commitments to Island Communities</p>	<p>4. Partnership in Natural Resources</p> <ul style="list-style-type: none"> • Tribal Governments

ADJUSTMENTS TO THE STRATEGIC PLAN

Adjustments to four strategic goal targets were made to reflect actual performance accomplishments from 1999 through 2000. The goals, covering the period from 1997 through 2005, which are affected by this change in performance target:

Long Term Goal 1.1

Migratory Bird Populations – decrease in the percent of migratory bird populations that will demonstrate improvement in their population status from 20% to 12%.

Long Term Goal 1.2

Imperiled Species – increase in number of species listed under the ESA as endangered or threatened a decade or more that are either stable or improving from 371 to 404.

Long Term Goal 2.1

Habitat Conservation On Service Lands – increase the # acres restored on Service lands from 600,000 acres to 850,000 acres, and annual improvement/enhancement of 3.2 million acres of habitats.

Long Term Goal 2.3

Habitat Conservation Off Service Lands – increase in the number of wetland acres enhanced or restored from 280,000 acres to 550,000 acres, increase in upland habitat restored from 525,000 acres to 1,000,000 acres, increase in riparian miles enhanced or restored from 4,150 miles to 9,800 miles.



FY 2002 Goals At A Glance

1. SUSTAINABILITY OF FISH AND WILDLIFE POPULATIONS

Long-term Goals	Performance Targets	
	FY 2002	FY 2005
<p>1.1 By 2005, 12% (48 populations) of migratory bird populations demonstrate improvements in their population status.</p>	<p>a. 2% (15/252) migratory bird populations with baseline information have improved status</p> <p>b. 10% (15/148) baseline monitoring programs initiated for migratory bird programs—data collection initiated</p> <p>c. 2 baseline monitoring programs completed-- data collection completed</p>	<p>a. 12% (48) of migratory bird populations have improve status</p>
<p>1.2 Through 2005, 404 species listed under the Endangered Species Act as endangered or threatened a decade or more are either stable or improving, 15 species are delisted due to recovery, and listing of 12 species at risk is made unnecessary due to conservation agreements. (Represents 43% [404/943] of those listed a decade or more)</p>	<p>a. 347 species are stable or improving</p> <p>b. 3 species are delisted</p> <p>c. listing of 3 species at risk is made unnecessary</p>	<p>a. 404 species are stable or improving</p> <p>b. 15 species delisted</p> <p>c. listing of 12 species at risk is made unnecessary</p>
<p>1.3 By 2005, 12 depressed interjurisdictional native fish populations are restored to self-sustaining or, where appropriate, harvestable levels.</p>	<p>a. 3 depressed fish populations</p>	<p>a. 12 depressed fish populations</p>
<p>1.4 By 2005, three marine mammal stocks will have current censuses available to maintain populations at optimum sustainable levels; harvest guidelines for all marine mammal stocks will be in place, through cooperative management agreements, for continued subsistence uses.</p>	<p>a. 2 marine mammal stocks</p>	<p>a. 3 marine mammal stocks</p>
<p>1.5 By 2005, 40 priority species of international concern will be conserved.</p>	<p>a. 26 priority species</p>	<p>a. 40 priority species</p>
<p>1.6 By 2005, the Service will prevent importation and expansion, or reduce the range (or population density) of aquatic and terrestrial invasive species on and off Service lands by controlling them on 13,450 acres off Service lands and 850,000 acres within the National Wildlife Refuge System (NWRS), conducting risk assessments on 20 high risk invasive species for possible amendment of the injurious wildlife list, and developing 5 additional cooperative prevention and/or control programs for aquatic invasive species (coordinated through the ANS Task Force).</p>	<p>a. 170,000 NWRS acres</p> <p>b. 2,690 acres controlled</p> <p>c. 4 risk assessments</p> <p>d. 2 prevention and/or control programs developed</p>	<p>a. 850,000 NWRS acres</p> <p>b. 13,450 acres controlled</p> <p>c. 20 risk assessments</p> <p>d. 5 prevention and/or control programs developed</p>

FY 2002 Goals At A Glance

2. HABITAT CONSERVATION: A NETWORK OF LANDS AND WATERS

Long-term Goals	Performance Targets	
	FY 2002	FY 2005
<p>2.1 By 2005, meet the identified habitat needs of Service lands that support fish and wildlife species populations through the restoration of 850,000 acres, and annual improvement/enhancement of 3.2 million acres of habitats.</p>	<p>a. restore 146,646 acres.</p> <p>b. 3.15 million acres are improved or enhanced</p>	<p>a. 850,000 acres restored</p> <p>b. 3.2 million acres are managed and/or enhanced.</p>
<p>2.2 By 2005, 23% of mission critical water management and public use facilities will be in fair or good condition as measured by the Facilities Condition Index.</p>	<p>a. 582 or 5.7 % water management facilities in fair or good condition</p> <p>b. 355 or 8% public use facilities in fair or good condition</p>	<p>a. 2,336 water management facilities in fair or good condition</p> <p>b. 986 public use facilities in fair or good condition</p>
<p>2.3 By 2005, improve fish and wildlife populations focusing on trust resources, threatened and endangered species, and species of special concern by enhancing and/or restoring or creating 550,000 acres of wetlands habitat, restoring 1,000,000 acres of upland habitats, and enhancing and/or restoring 9,800 riparian or stream miles of habitat off-Service lands through partnerships and other identified conservation strategies.</p>	<p>a. 55,380 acres wetland enhanced or restored</p> <p>b. 137,730 acres upland enhanced or restored</p> <p>c. 1,235 miles riparian or stream miles restored</p>	<p>a. 550,000 acres wetland enhanced or restored</p> <p>b. 1,000,000 acres upland enhanced or restored</p> <p>c. 9,800 miles riparian or stream miles restored</p>
	<p>d. 12,000 acres of wetlands protected (NAWCF)</p> <p>e. 37,000 acres upland habitat protected (NAWCF)</p> <p>f. 248 acres riparian habitat protected (NAWCF)</p>	<p>d. 25,000 acres of wetlands protected (NAWCF)</p> <p>e. 80,000 acres upland habitat protected (NAWCF)</p> <p>f. 600 acres riparian habitat protected (NAWCF)</p>

3. PUBLIC USE AND ENJOYMENT

Long-term Goals	Performance Targets	
	FY 2002	FY 2005
3.1 By 2005, compatible, wildlife-dependent recreational visits to National Wildlife Refuges and National Fish Hatcheries have increased by 20% from the 1997 levels.	a. 39.1 million visits	a. 39.8 million visits
3.2 By 2005, volunteer participation hours in Service programs increased by 7% and refuges and hatcheries have 155 new friends groups from the 1997 levels.	a. 5% increase in volunteer hours b. 120 new friends groups	a. 7% (93,500) increase in volunteer hours b. 155 new friends groups

4. PARTNERSHIP IN NATURAL RESOURCES

Long-term Goals	Performance Targets	
	FY 2002	FY 2005
4.1 Through 2005, improve fish and wildlife populations and their habitats by increasing the annual Service fish and wildlife assistance to Native American Policy to 85 training sessions, 2,688 tribal participants, 210 technical assistance projects, 260 new cooperative agreements, and 160 tribal consultations.	a. 17 training sessions b. 513 tribal participants c. 42 technical assistance projects for tribes d. 52 new cooperative agreements e. 32 tribal consultations	a. 85 training sessions b. 2,688 tribal participants c. 210 technical assistance projects for tribes d. 260 new cooperative agreements e. 160 tribal consultations
4.2 Through 2005, the Service will improve grants management through automation for 80% of the states' and territories' grant proposal.	a. 20 Federal Aid staff trained b. 15 days reduction in grants processing time from current level	Improve grants management through automation for 80% of states' and territories' grant proposals
4.3 Through 2005, the Service will have in place processes and procedures to assure accuracy, consistency, and integrity in all its Federal Aid internal and external financial programs.	a. 5% reduction in audit costs from current amount b. 75% of draft reports will be available to states within 60 days of completion of the audit. c. 90% of resolution of audit findings will occur within 180 days of report. d. 40 states & FWS staff will complete basic grants mngt. courses. e. 37 states and FWS staff will complete additional grants mngt. training.	Systems and processes to assure accuracy, consistency, and integrity in all Federal Aid internal and external financial programs will be in place



Section II

FY 2002 Annual Performance Goals

MISSION GOAL 1

SUSTAINABILITY OF FISH AND WILDLIFE POPULATIONS

The mission goal, Sustainability of Fish and Wildlife Populations, encompasses the specific statutory mandates, international treaties, and agreements delegated to the U.S. Fish and Wildlife Service and the broad conservation ethics of the nation. What began as a group of laws which sought to manage migratory game species has evolved into a broader net of conservation and protection statutes based on the realization that the continued variety and balance of plants and animals makes existence on earth possible. The long-term and annual goals accomplishing Sustainability of Fish and Wildlife Populations include:



1.1 Migratory Bird Conservation. The long-term and annual goals that deal with the conservation and protection of migratory bird populations recognize them as an international resource with special Federal responsibility - *Migratory Bird Treaty Act of 1918*. Further, society values birds as highly visible components of natural ecosystems that may be indicators of environmental quality.

1.2 Imperiled Species. The long-term and annual goal that deals with imperiled species focuses on the protection and recovery of species listed as threatened or endangered and protection of candidate species. The principle legislative authority directing the Fish and Wildlife Service actions toward achievement of these goals is the *Endangered Species Act of 1973 (ESA)*. The Fish and Wildlife Service, in the Department of the Interior and the National Marine Fisheries Service, in the Department of Commerce, share responsibility for administration of the ESA. These goals support the protection, conservation, and recovery of plants and animals of importance to the nation.

1.3 Interjurisdictional Fisheries. Preserving living resources of this Nation's inland and coastal aquatic ecosystems has been a core responsibility of the Service for more than 120 years. Within historical time, native fish communities have undergone significant and adverse changes. These changes generally tend toward reduced distributions, lowered diversity, and increased numbers of species considered rare. The long-term and annual goals addressing these resource issues focus the Service and its partners on the importance of restoring native fish populations.



1.4 Marine Mammal Management. Since the 1500's, people have interacted with marine mammals in waters off the coast of the United States. Although the U.S. whaling industry ended in the 1920's, marine mammals are still in jeopardy today as a result of entanglement in fishing nets, bycatch, and ship collisions. Under the *Marine Mammal Protection Act*, the short-term goal



is to reduce incidental take to at or below the stocks potential biological removal. The U.S. Fish and Wildlife Service is responsible for managing the northern sea otter, polar bear, and Pacific walrus in Alaska. The Service is also responsible for the protection and recovery of two endangered marine mammal species — the West Indian manatee (Florida and Antillean), and the southern sea otter (California). We discuss progress toward recovery of these two endangered species as part of our long-term and annual goals 1.2, Imperiled Species.

1.5 Species of International Concern.

The Service promotes and sustains a coordinated

domestic and international strategy to conserve global biodiversity and provides assistance to other countries to conserve wildlife, manage wildlife reserves, and protect global biodiversity. The long-term and annual goals support the conservation of priority species of international concern. International conservation of wildlife is essential because geophysical boundaries have no meaning for wildlife. For conservation to succeed in this country, we must reach beyond our own borders.

1.6 Invasive Species. The final long-term and annual goals that support the first mission goal, Sustainability of Fish and Wildlife Populations, address the prevention and control of invasive species. Invasive Alien Species are among the most significant domestic and international threats to fish, wildlife, and plants, as well as a costly threat to property and other economic assets. Only direct habitat destruction has a greater impact on ecosystems and the fish and wildlife they sustain. Under the *Non-indigenous Aquatic Nuisance Prevention and Control Act of 1990*, and Executive Order 13112, the Service places a high priority on efforts to implement an aggressive program to respond to present and future invasive species problems.



LINK BUDGETARY RESOURCES TO MISSION GOAL 1 -SUSTAINABILITY OF FISH AND WILDLIFE POPULATIONS

The following table provides a crosswalk of total discretionary appropriated funds to the first Mission Goal, Sustainability of Fish and Wildlife Populations, for FY 2000 Enacted Appropriations, FY 2001 Enacted Appropriations, and FY 2002 President's Budget Request.

Budget Activity/Subactivity (\$000)	FY 2000 Enacted		FY 2001 Enacted		FY 2002 President's Budget	
	Total	Mission Goal 1	Total	Mission Goal 1	Total	Mission Goal 1
Ecological Services	186,383	106,072	209,882	120,947	198,493	111,814
Endangered Species	106,072	106,072	120,947	120,947	111,814	111,814
Habitat Conservation	70,449	0	78,290	0	76,209	0
Environmental Contaminants	9,862	0	10,645	0	10,470	0
Refuges and Wildlife	281,571	63,102	326,356	70,688	340,816	71,546
Refuge Operations and Maintenance	258,977	41,504	299,678	45,004	314,664	46,387
Migratory Bird Management	21,598	21,598	25,684	25,684	25,159	25,159
Salton Sea Recovery	996	0	994	0	993	0
Law Enforcement	39,405	39,405	49,583	49,583	50,411	50,411
Fisheries	83,940	46,342	92,029	47,055	92,979	47,477
General Administration	123,244	57,206	128,966	59,006	124,053	57,628
Construction	53,528	0	71,358	0	35,849	0
Land Acquisition	61,938	0	121,188	0	164,401	0
Wildlife Cons. & Appreciation. Fund	797	0	795	0	0	0
State Wildlife Grants Fund	0	0	49,890	0	0	0
National Wildlife Refuge Fund	10,739	0	11,414	0	11,414	0
North American Wetlands Cons. Fund	14,957	0	39,912	0	14,912	0
Cooperative End. Species Cons. Fund	23,000	23,000	104,694	104,694	54,694	54,694
Multinational Species Conservation Fund	2,391	2,391	3,243	3,243	3,243	3,243
Commercial Salmon Fishery	4,625	4,625	0	0	0	0
Federal Aid in Wildlife Restoration	0	0	49,890	0	0	0
TOTAL APPROPRIATIONS	886,518	342,143	1,259,200	455,216	1,091,265	396,812



SUSTAINABILITY OF FISH AND WILDLIFE POPULATIONS

1.1 MIGRATORY BIRD POPULATIONS

Long -Term Goal 1.1 Through 2005, 12 percent of migratory bird populations demonstrate improvements in their population status.

Annual Performance Goal 1.1.1 By September 30, 2002, about 6 percent or 15/252 migratory bird populations of management concern (for which adequate population information is available) demonstrate improvements in their population status from baseline year.

Performance Measures	FY 98 Actual	FY 99 Actual	FY 00 Plan	FY 00 Actual	FY 01 Final Plan	FY 02 Proposed
1. # of migratory birds of management concern with improved status (data cumulative)	---	---	5/250	5/250	10/250	15/252*

Workload and other performance statistics

a. # migratory bird populations of management concern with management actions in progress	150/250	150/250	145/250	145/250	140/250	135/252
b. # migratory bird populations of management concern without ongoing management actions.	100/250	100/250	100/250	100/250	100/250	102/252
c. Baseline: # of regional bird populations of management concern for which adequate population is available.	250	250	250	250	250	252*

* The Service will have attained adequate baseline information for 2 additional populations, which were transferred from APP 1.1.2.

Goal Purpose

The purpose of this goal is to improve the status of migratory bird populations of management concern for which adequate population information is available. This annual goal can be accomplished by implementing appropriate species and habitat conservation actions early enough to avoid other social, economic, or biological problems while improving populations monitoring

activities. The primary objective is to improve the status of populations within the 150 migratory bird population database. As each migratory bird population reaches the improved status category, the 150 baseline population is reduced by an equal number. So, the sum of performance measure (1) and workload measure (a) will always total 150. Workload measure (b) represents a database of migratory bird populations that the

Service can not address due to lack of sufficient funding. Workload measure (c) stays constant at 250 unless it receives a population from Annual Performance Goal 1.1.2, which now has baseline information available.

The Service is responsible for management of game and nongame birds, including 58 species that may be legally hunted as game birds and 778 nongame birds, all of which are protected under the *Migratory Bird Treaty Act of 1918*.

Resource Condition

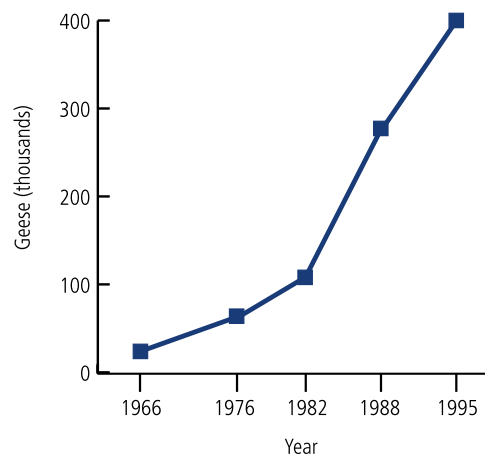
Many migratory bird populations are currently at-risk due to a variety of factors that have caused significant declines in numbers, while other populations have outstripped the ability of key landscapes to support the burden of excessive population growth. Broad-scale national programs -- such as the U.S. Geological Survey's Breeding Bird Survey, annual waterfowl surveys, wintering surveys, and the annual National Audubon Society's Christmas Bird Count -- provide status and trend information on as many as 75% of bird species in the United States. On a national scale, data suggests that many species are presently stable, that some generalist species that can adapt to altered habitats are increasing, and that species less able to adapt to habitat degradation and habitat loss are decreasing.

For many species of migratory birds, our understanding of their population health falls into one of two categories:

- either the population is clearly declining, or
- we do not have a firm understanding of the population status because of lack of sound scientific information.



This long-term goal focuses on reversing declining population trends and preventing future population losses of species whose individual status is currently considered either healthy or difficult to ascertain. More than 70 species of grassland and shrub land dwelling migratory birds are in decline. Fifty-five percent of all migratory birds whose populations spend the winter in the southern United States have decreased in the past 30 years. The American woodcock, a prized hunted species, has dropped by more than 2.5% per year since the 1960s. Atlantic and Mississippi Flyway populations of American black ducks have been cut in half since 1955.



Out of Control Population Growth

Some populations are increasing at such a rate that they threaten their own survival and the survival of many other species within their shared habitat. Scientists and managers from across North America agree that snow geese that nest in the central and eastern Arctic and sub-Arctic regions of Canada have become so numerous that their arctic and sub-arctic nesting habitats cannot support them.

During 1970 to 1998, the winter index of mid-continent light geese more than tripled to 3.2 million birds. The winter index is not a total count of the population, but can be used to monitor the trend of the population from year to year. The winter index declined to 2.6 million in 2000, likely the result of a combination of poor reproduction and recent efforts to increase light goose harvest. The spring population estimate of mid-continent



PIPING PLOVER

Some shorebirds such as the Piping Plover, Snowy Plover, and the Eskimo Curlew, are endangered. It is estimated that fewer than 100 Eskimo Curlews remain in Canada, and it is believed that there are only approximately 5,500 breeding adult Piping Plovers left. In addition, the Mountain Plover is in decline in the western U.S. due to degradation of its wintering grounds. While some shorebird populations remain stable, census data in eastern Canada indicates that Least Sandpipers, Semipalmated Sandpipers, Short-billed Dowitchers, Red Knots, and Black-bellied Plovers all show population declines (Morrison, 1994).



Adult piping plover (Charadrius melodus)

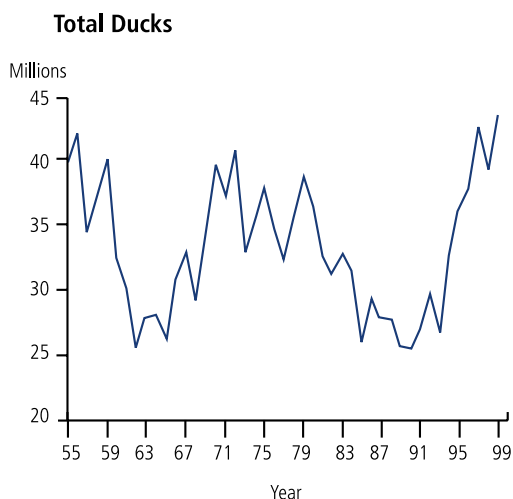
light geese has increased to over 5.6 million birds. Photo surveys of breeding colonies are conducted every 5 years and therefore, are not used to monitor annual changes in the population trend. These mid-continent light geese are destroying arctic and sub-arctic breeding habitats to the point of desertification, soil salinization, and depletion of vegetative communities. These geese pose an additional threat to other species by transmitting avian cholera.

Waterfowl Populations

During the late 1970s through the early 1990s, many waterfowl populations declined significantly because of a severe drought on their breeding grounds. Populations of most species have rebounded in the last few years, primarily in response to wet years and to favorable wetland and upland habitat conditions on the prairies to

the far north. According to the Fish and Wildlife Service's Waterfowl Population Status Report for 2000, the estimate for total ducks in the traditional survey area was 41.8 million birds.

This is similar to the 1999 estimate of an increase of 11% over that of 1998 and 27% higher than the 1955-98 average. However, pintails and scaup remain well below their long term averages. The status of the American black duck was 10% below the most recent 10 year average. Over 85% of the black ducks that winter in the U.S. were counted in the Atlantic Flyway. Most goose and swan populations in North America remain sound and the size of most fall flights will be similar to or increased from last year. Nine of the 29 populations reported appear to have increased by 10% over last year, 7 appear to have decreased by 10%, and 9 appear to have changed little.



Double-Crested Cormorant Management

In 1999, the Fish and Wildlife Service, in cooperation with the U.S. Department of Agriculture, Animal, Plant Health Inspection Service, began work on an Environmental Impact Statement (EIS) for national management of double-crested cormorant. Because the management of cormorants may significantly affect the human environment, and because it could result in significant changes to Fish and Wildlife Service policy, the Service is preparing an Environmental Impact Statement. An EIS is a comprehensive analysis that examines the potential impacts of a proposed action to the natural and human environment.

Cormorants have been federally protected by the *Migratory Bird Treaty Act* since 1972. Double-crested cormorants are native to all of North America. Today, cormorant populations are at a historic high. From 1970 to 1991 the number of double-crested cormorant nests in the Great Lakes region of the United States and Canada, has increased an average of 29% in part to the presence of ample food in their summer and winter ranges, federal and state protection, and reduced contaminant levels. More recent data shows that the growth trend in the Great Lakes has slowed to about 22% from 1992 to present. The latest (2000) total nest count there estimated 115,000 nests/breeding pairs. The expansion of double-crested cormorants into locations where they have not existed in recent memory represents normal range recolonization associated with the population growth of cormorants over the last 25 years.

The need to develop a national management plan and an EIS is in response to the increasing population of cormorants, and subsequent growing concern from the public and natural resource management agencies that cormorants are negatively impacting or pose a threat to resources such as other colonial waterbirds, island vegetation, aquacultural stock, and sport fish populations. In FY 2000, over 900 people attended the ten public scoping meetings held across the country and public comments were accepted from the opening of the comment period November 8, 1999 until June 30, 2000. Over 1,450 comments were received. A draft Environmental Impact Statement should be available for public review by summer 2001.



Declining Populations

Species like songbirds, shorebirds, and sea ducks are known to be declining, some at a disconcerting rate. Tens of thousands of seabirds are being killed incidental to commercial longline fisheries in the world. Some of the seabirds are species of management concern. There are still others where the lack of basic scientific information necessary to evaluate their current status and population trends could lead to their eventual disappearance. For instance, wetland-dependent marsh birds are rare and difficult to detect. Black and yellow rails and American and least bitterns are thought to be declining and are identified on the Service's list of species of management concern. These inconspicuous birds are poorly surveyed and reliable population information is simply lacking.

Goal Achievement and Strategies

Accomplishment of our long-term goal, improvement in the population status for 12% of the migratory birds, will depend on having the resources necessary to measure current status and trends for populations of management concern. The Service will focus on four major strategies to accomplish this performance goal:

- Conserve bird populations
Conduct population and production surveys and censuses, band waterfowl and other birds. Of the 400 regional migratory bird populations of management concern, only 250 of those populations have reliable baseline information and ongoing monitoring programs.

Develop and implement monitoring programs to better track the status of populations and their responses to management actions, and continue education and outreach efforts to enhance the public's awareness and support for migratory bird conservation. The Service closely tracks population changes in species which are hunted, because of the need for the Service and states to establish hunting seasons and limits each year. Some non-game birds also require careful monitoring. The Service monitors populations of the 124 Migratory Non-game Birds of Management Concern to ensure that management actions are implemented in order to avoid declines in numbers that will require protection by the *Endangered Species Act*.



URBAN CONSERVATION TREATY FOR MIGRATORY BIRDS

In FY 1999, the Service initiated the Urban Conservation Treaty for Migratory Birds pilot program whose purpose is to help cities conserve migratory bird populations and their habitats through voluntary partnerships. Cities that sign Urban Treaty for Bird Conservation with the Service may be eligible for matching grants, technical and educational assistance, and other support. During this past year, the cities of Chicago and New Orleans became the first to sign conservation treaties with the Fish and Wildlife Service.

Urban birds are among the nation's most vulnerable bird groups. According to the most recent breeding bird survey conducted by the U.S. Geological Survey and the Fish and Wildlife Service, only 31% of urban bird species are estimated to have increasing populations. Many are neotropical migrant songbirds, which as a group are experiencing serious population declines worldwide. Large concentrations of birds migrate along flyways or routes on which many large urban centers have developed important bird habitat is often found within these metropolitan areas. With environmentally aware citizenry dedicated to conserving and enhancing their natural resources, cities can be sanctuaries for migratory birds and other wildlife.

- Increase effectiveness through partnerships
Partnerships with other Federal agencies, local governments and international communities are essential to address major migratory bird issues such as pesticide impacts, loss of habitat, and mortality caused by marine fisheries operations. Efforts include: work with Environmental Protection Agency to establish a process for using FWS expertise in evaluating the effects of pesticides on migratory birds and other non-target organisms; work with the National Marine Fisheries Service to reduce avian bycatch through preventive measures; and support international migratory bird conservation partners recognizing the birds range across thousands of miles during their annual breeding and wintering cycle.
- Raise public awareness
Continue to provide educational materials to schools and the public on the importance of migratory birds. For the vast majority of people, birds represent the sole everyday contact they have with wildlife. Migratory birds connect all of us, from city dwellers to rural farmers, to the environment. Many of us take for granted the beauty and balance that birds bring to our day-to-day living.
- Conserve bird populations through habitat conservation
Habitat quantity and quality and performance issues are addressed in Mission Goal 2; however, it is important to recognize two key habitat strategies that directly support achievement of this long term goal. Further, because migratory birds are mobile, habitat loss, degradation, and fragmentation are key factors affecting migratory bird populations. Service efforts will continue and expand, where appropriate, to protect, restore, and manage priority habitats in sufficient quantity and quality to meet the needs of migratory birds. This will be accomplished by:
 - Improving the National Wildlife Refuge System's role as a land-based anchor of migratory bird conservation through the following: a) develop and implement a nationwide migratory bird inventory program on refuges to better monitor health of migratory bird species and populations, b) during development of Comprehensive Conservation Plans for refuges, incorporate the latest available information on the status of and management opportunities for migratory birds; c) actively work with partners to implement migratory bird projects on refuges that complement conservation activities off-refuge, and c) strategically expand the refuge system to incorporate high quality migratory bird habitats.
 - Enhancing and expanding partnerships with private landowners, Land Trusts and other conservation partners to restore and protect important nesting and feeding habitats for migratory waterfowl and neotropical migratory birds.
- Law Enforcement
Law enforcement plays a critical role in protecting regional migratory bird populations and achieving this important goal. Service special agents will work with state and local agencies and private groups to

reduce human impacts on the breeding activities of rare ground-nesting shore birds, such as piping plovers and least terns. Law enforcement will continue monitoring industrial activities, such as cyanide gold leaching ponds, rural electrical utility lines, and open oil field impoundments that are responsible for the death of over 2 million migratory birds annually. Efforts will be made to promote compliance with Federal laws and reduce bird mortality with established protective measures.

Benefits Derived

- increased recreational opportunities resulting from improved migratory bird population.
- reduced conflicts due to ecological or economic damages caused by overabundant populations.
- increased knowledge about the status of migratory bird populations gained through improved survey and monitoring.
- avoidance of future listing under ESA, resulting in economic and social disruption.



FY 2000 ANNUAL PERFORMANCE REPORT:

Goal: 1.1.1 By September 30, 2000, an increase of 2 percent or 5 populations of regional migratory bird populations of management concern (which adequate population information is available) demonstrate improvements in their populations status because of manage-

ment actions that have either increased their numbers or, in some cases, reduced the number of conflicts due to overabundance.

Report: Goal Met

In FY 2000, the Service met the goal of improving the population status of five migratory bird populations of management concern.

FY 2000 Highlights

Service efforts during FY2000 to improve five populations measures through this annual performance goal are presented below:

- **Common Loon** - Along the southernmost edge of their breeding range, Common Loons are often negatively impacted by increased recreational use of breeding lakes, including cottage development and motorboat traffic. Despite this continuing threat, loon population indices in the Upper Midwest (Region 3) increased about 25% from the mid-1970s to the mid-1990s (Source: North American Breeding Bird Survey, 1966-1998). The Service worked with local loon preservation groups to monitor the status of loon breeding populations.
- **Brown Pelican** - Once depleted due to the impacts of pesticides such as DDT, Brown Pelicans in the Southeastern United States (Region 4) were considered endangered until 1985. However, improved environmental conditions have allowed the species to make a remarkable recovery, with the population doubling from the mid-1980s to the mid-1990s (Source: North American Breeding Bird Survey, 1966-1998). The principal factor leading to the recovery of Brown Pelican populations was a ban on the sale and use of DDT in 1972.
- **Black Tern** - Continued loss of wetland habitats has seriously jeopardized the continued existence of several regional populations of the Black Tern. However, in the heart of the species U.S. range B the Prairie Potholes of the Great Plains (Region 6) B populations remain healthy. In fact, Black Tern population indices more than doubled from the mid-1970s to the mid-1990s (Source: North American Breeding Bird Survey, 1966-1998). The Service continued to protect



and manage a core of high-quality wetland habitats as national wildlife refuges in the heart of the species range.

- **Emperor Goose** - The entire population of the Emperor Goose is, with minor exceptions, confined to the region of the Bering Sea, with the largest nesting concentration on the Yukon-Kuskokwim Delta in Alaska. Surveys have been conducted each year since 1981 on spring staging areas in southwestern Alaska. Despite the restricted range during its annual cycle and reduced numbers relative to many other North American goose populations, the Emperor Goose population has recovered somewhat from the precipitous decline in the early 1980s. The count in 2000 was 62,000 geese, a 15% increase over the previous year's index and the second consecutive increase since 1998 (Source: Waterfowl Status Report, 2000). The Service instituted an educational outreach program in an effort to reduce harvests of this species.

- **Green-winged Teal** - This species nests throughout Alaska, Canada, and the northern United States. Following the drought years of the 1960s, the Green-winged Teal has shown a steady increase in numbers, benefitting from generally improved habitat conditions and an increase in wetland management activities throughout the continent in the intervening years. Numbers increased significantly in 2000 from the previous year (+21%) and from the 1955-1999 average (+80%) [Source: Waterfowl Status Report, 2000]. The Green-winged Teal probably benefitted from the increased acreage of wetlands protected, restored, and enhanced by the *North American Wetlands Conservation Act*.

Performance Measure	# of regional migratory birds of management concern with improved status
Data Source	Data is gathered annually by means of a variety of standardized survey methodologies. These include: Breeding Bird Survey, Waterfowl Breeding Population Survey, Dove Survey, Woodcock Survey, Arctic Goose Survey, Christmas Bird Count.
Data Validation	See Data Verification and Validation, Page 102
Verification	Senior biologists evaluate all breeding bird surveys using generally accepted statistical procedures. All information is collected, analyzed, and reported by the Migratory Bird Management Office.
Data Limitations	External source—Breeding Bird Survey data are provided by U.S. Geological Survey-Biological Research Division; Audubon Christmas Bird Count - data collected by volunteers.
Planned Improvements	See Data Verification and Validation, Page 102
Baseline	Reliable 1997 baseline data for 250 regional migratory bird populations of the total 400 regional migratory bird populations of management concern.

SUSTAINABILITY OF FISH AND WILDLIFE POPULATIONS

1.1.2 MIGRATORY BIRD CONSERVATION

Annual Performance Goal 1.1.2 - By September 30, 2002, about 10 percent or 15/148 migratory bird populations that are of management concern will have baseline information available for establishing reliable population levels, and monitoring programs will be initiated or continued for those species.

Performance Measures	FY 98 Actual	FY 99 Actual	FY 00 Plan	FY 00 Actual	FY 01 Final Plan	FY 02 Proposed
1. # of baseline monitoring programs initiated for migratory bird populations of management concern. data collection Initiated	0	5	9/150 (+4 pop)	9/150 (+4 pop)	13/150 (+4 pop)	15/148 (+4 pop)
2.. # of baseline monitoring programs completed - data collection completed	0	0	0	0	0	2* (add to 1.1.1)

Workload and other performance statistics

a. # of baseline monitoring programs in progress	150	145	141	141	137	133
b. Baseline: # of regional migratory bird populations of management concern without reliable baseline information & ongoing monitoring program.	150	150	150	150	150	148

* Performance Measure # 2 above indicates that adequate baseline information has been obtained by the Service to allow for management actions to proceed in order to improve the status of the populations. The 2 populations noted have been moved to goal 1.1.1 for management action. The workload (a) reflects the progress being made to develop baseline information for the 150 regional migratory bird populations that currently do not have sufficient data to determine what management activities would be needed to improve the status of the population. The Service anticipates that by 2002 baseline information will be developed for 17 populations of those 150 in the year 2000 without such information. The sum of performance measures (1), (2), and workload measure (a) totals 150, the baseline, per year.



Goal Purpose and Resource Condition Explained Under Goal 1.1.1

Goal Achievement and Strategies

The purpose of this goal is to improve the status of migratory bird populations of management concern for which adequate population information is not available. This annual goal can be accomplished by implementing appropriate species and habitat conservation actions early enough to avoid other social, economic, or biological problems while improving populations monitoring activities. The Service lacks reliable information on status and distribution for the majority of migratory bird species. Of the 400 regional migratory bird populations of management concern, about 150 of those populations have no reliable baseline information and ongoing monitoring programs. Management actions necessary to ensure the conservation of birds and the habitat are dependent on the availability of current scientific information. Successful migratory bird conservation depends on assessment of how populations respond to their environment. A primary objective of this goal is to initiate baseline monitoring programs and ultimately complete the monitoring program so the population will be transferred to Annual Performance Goal 1.1.1, and become part of the baseline of regional bird populations of management concern.

Strategies will focus on three principal areas: international biological needs, building a science base, and applied science involving the transfer of new scientific knowledge to on-the-ground migratory bird management activities.

- International biological needs
We will conduct projects involving our international treaty partners for migratory bird species that use habitats in Canada. We will document nesting ecology, population status, and habitat conditions.
- Building a science base
We will expand waterfowl surveys for those species currently experiencing declining population levels and having limited baseline data. We will initiate new surveys for shorebirds and marsh nesting waterbirds. The populations of many shorebirds, marsh

nesting waterbirds, and some waterfowl species are in decline. Currently, there are very limited population data available for the 49 species of shorebirds common in North America and 12 species of marsh nesting waterbirds. The Manomet Center for Conservation Sciences conducted a survey many years ago, providing limited and dated population information for some shorebirds. Service biologists will direct their activities towards collection of reliable information about the status and change of populations and their habitats in order to better diagnose their problems and implement effective, well-timed solutions.

Migratory bird surveys are the primary source of population trend and distribution information for most North American birds and are the most important source of data for non-game birds. There are 6 categories and 15 types of migratory bird surveys used by the Service in collecting information. Species of management concern are determined using information reported in annual breeding bird survey reports. This survey is conducted annually, in June, and the databases are updated in the first two months of the calendar year. Migratory Bird Permits are an effective accountability tool that will play a major role in the Service's management decisions for the protection of migratory birds. Permits are used to measure the impact that human activities are having on key bird populations.



- Applied science

Performance will be directed toward transferring the scientific advances and findings in migratory bird management to field stations, conservation agencies, communities, state and local planning offices, and other wildlife partners. Up to date information for migratory bird management will be directed to the 300 National Wildlife Refuges along the Atlantic and Central Migratory Bird Flyways.

Benefits Derived

The most recent status reports will be used to determine changes in populations. The status report can contain several indicators which might include recent surveys, monitoring reports, or other periodic investigations that are considered reliable.

FY 2000 ANNUAL PERFORMANCE REPORT:

Goal: 1.1.2 By September 30, 2000, about 6% (9/150) regional migratory bird populations that are of management concern will have baseline information available for establishing reliable population levels, and monitoring programs will be initiated or continued for those species.

Report: Goal Met

The Service initiated baseline information and monitoring programs for an additional 4 populations of non-game bird populations of management concern. This includes 3 populations of Cerulean Warblers and 1 population of Yellow-billed Cuckoo.

- **Cerulean Warbler Population Status and Habitat Requirements**

- "An Atlas of Cerulean Warbler Populations"

(<http://birdsource.cornell.edu/cwap/cwapresults-dec18.pdf>), a final report submitted by the Cornell Laboratory of Ornithology in December 2000, represents the culmination of a 4-year (1997-2000) project funded by the U.S. Fish and Wildlife Service to map the distribution of Cerulean Warblers in the eastern United States. As a result of this study, we now have detailed information on distribution, population sizes, and habitat requirements of Cerulean Warblers over a broad expanse of their range (i.e., the northeast population, the north-central population, and the southeastern population). The study also recommends techniques for monitoring and detecting future population trends in this species, which will allow appropriate management actions to be implemented in a timely fashion in the event of serious declines. [3 populations-Regions 3, 4, and 5]

- **Distribution, Abundance, and Habitat Preferences of the Yellow-billed Cuckoo**

- Surveys were conducted to document the distribution, abundance, and habitat preferences of Yellow-billed Cuckoo populations in California. Also, a partnership was expanded to conduct genetic analyses of western cuckoos. The results will be used to improve habitats for cuckoos on National Wildlife Refuges, and to respond in a scientifically-sound manner to petitions for listing of species pertinent to the *Endangered Species Act*. [1 population-Region 1]



Snow Geese

Data Verification and Validation: (Included in Annual Performance Goal 1.1.1)



SUSTAINABILITY OF FISH AND WILDLIFE POPULATIONS

1.2 IMPERILED SPECIES

Long -Term Goal 1.2 Through 2005, 404¹ species (approximately 43%) of the 943 listed under the Endangered Species Act as endangered or threatened a decade or more are either stable or improving, 15 species are delisted due to recovery, and listing of 12 species at risk is made unnecessary due to conservation agreements. **

Annual Performance Goal 1.2.1 By September 30, 2002, 347 species of the 705 (approximately 49%) listed under the Endangered Species Act as endangered or threatened a decade or more are either stable or improving, 3 species are delisted due to recovery, and listing of 3 species at risk is made unnecessary due to conservation agreements.

Performance Measures	FY 98 Actual	FY 99 Actual	FY 00 Plan	FY 00 Actual	FY 01 Final Plan	FY 02 Proposed
1. # species listed under the ESA as endangered or threatened a decade or more are either stable or improving.	----	155/499 31%	197/532 37%	309/571 54%	328/616 53%	347/705 49%
2. # species delisted due to recovery (new measure in 2001)	----	1	----	0	3	3
3. # species at risk for which listing is made unnecessary due to conservation agreements.	----	----	----	----	3	3

** FY 2001 planned/enacted performance measure targets were adjusted to correct inconsistencies in reported Endangered Species data. These inconsistencies were detected in a recent Office of Inspector General (OIG) audit (July - September 2000). Changes were made based on recommendations by the OIG audit team.

Workload and other performance statistics

Performance Measures	FY 98 Actual	FY 99 Actual	FY 00 Plan	FY 00 Actual	FY 01 Final Plan	FY 02 Proposed
a. # species approved for removal from candidate or proposed status as a result of conservation agreements precluding the need to list (discontinued in FY 2001)	5	5	10	6	—*	—*

¹Long term goal target adjusted to reflect effects of FY 2001 enacted appropriations.

Workload and other performance statistics (continued)

Performance Measures	FY 98 Actual	FY 99 Actual	FY 00 Plan	FY 00 Actual	FY 01 Final Plan	FY 02 Proposed
b. # species included in final rules to reclassify from endangered to threatened status.	-----	-----	-----	2	2	3
c. # total acres protected, restored or enhanced under Habitat Conservation Plans (discontinued in FY 2001)	2,000,000	2,105,472	3,000,000	127,272	___*	___*
d. # acres covered under Habitat Conservation Plans.	-----	-----	-----	30,712,099	40,089,539	48,559,329
e. # listed and unlisted species covered by Habitat Conservation Plans	-----	257	325	415	435	450
f. # species listed for 2-1/2 years with recovery plans (%).	-----	-----	-----	929/1046	986/1096	1051/1142

* replaced by new workload measure (d) # acres covered under HCP.

Goal Purpose

The purpose of the Endangered Species Act (ESA) is to conserve endangered and threatened species and the ecosystems upon which they depend. This long-term goal defines three important aspects of the Service's reasonable level of performance over the next five years in keeping with the intentions of the statute. The ESA asks the Service to identify species that are in danger of extinction and to pursue recovery of these species. The long-term goal defines our five-year performance level for the protection of endangered and threatened species; halting and reversing their decline (stabilize/improve) and restoring them to a secure status in the wild (delisting). While the ESA focuses on

protection and recovery of listed species, the Service also works to make listing of additional species unnecessary.

Resource Condition

Although the Fish and Wildlife Service is involved in a number of activities that contribute to the maintenance of fish and wildlife populations, these actions are not always enough to keep species from foreseeable extinction. When this occurs, species receive the protection of the ESA. When the ESA was passed in 1973, it represented America's concern about the decline of many wildlife species around the world. It is important to know that over the past 300 years more than 500 North



Status of the Threatened or Endangered Species and Candidate Species

As of September 30, 2000, there were 36 species proposed for listing and 1,233 species listed as threatened or endangered.

Did you know:

72% of freshwater mussels are imperiled.

40% of U.S. amphibians are imperiled.

37% of U.S. fish species are at risk.

249 U.S. species are candidates for protection under the ESA.

320 HCPs covering 30 million acres protect 415 endangered, threatened, or other unlisted species through habitat conservation plans (as of September 30, 2000).

American species have become extinct. That is more than one species disappearing each year. Scientists estimate that the natural extinction rates are one species lost every 100 years.

The ESA is regarded as one of the most comprehensive wildlife conservation laws in the world. The U.S. Fish and Wildlife Service, in the Department of the Interior, and the National Marine Fisheries Service, in the Department of Commerce, share responsibility for administration of the ESA. Generally, the National Marine Fisheries Service deals with those species occurring in marine environments and anadromous fish, while the Fish and Wildlife Service is responsible for terrestrial and freshwater species and migratory birds. Additionally, the Animal and Plant Health Inspection Service, in the Department of Agriculture, oversees importation and exportation of listed terrestrial plants.

Goal Achievement and Strategies

The challenges of restoring these species and their habitats before they become extinct are enormous but not insurmountable. Species conservation requires the joint efforts of private landowners, local communities, individuals and organizations, and state and Federal governments. To meet these challenges, the Service has designed its recovery strategies to encompass the basic requirements of the ESA:

Working with States

The Service will partner with the States to protect species. The law encourages States to develop and maintain conservation programs for their federally listed threatened or endangered species. Financial assistance is available to promote conservation participation.

Listing of Species under the ESA

The Service will follow federal rulemaking procedures and specific ESA requirements to determine whether to list a species. A formal peer review process and an opportunity for public comment ensure that the Service obtains the best available scientific information to support its decisions. Listing affords species the full protections including prohibitions on killing, harming, or otherwise taking a species as well as restrictions on import/export to prevent trade-related declines.



Karner blue butterfly

Candidate Species

The Service will work to reduce the threats to declining species and make listing unnecessary through partnerships with public agencies, private organizations, Tribes, and landowners. While the ESA mandates the recovery of listed species, Congress and the Service encourage efforts to prevent species in decline from reaching the point where the statute's protections are necessary. Although the ESA offers no regulatory authority for protecting non-listed species, voluntary partnerships provide mechanisms to benefit unlisted but declining species in conjunction with the protection of listed species.

Consultation with Federal Agencies

Federal agencies are required to consult with the Service to ensure that the actions they authorize, fund, or carry out will not jeopardize listed species. If any proposed action will jeopardize the species, the Service will issue a "biological opinion" offering reasonable

and prudent alternatives about how the proposed action could be modified to avoid jeopardy to listed species.

Habitat Conservation Plans

The Service will work with private landowners and other non-federal entities to develop Habitat Conservation Plans designed to relieve restrictions on private landowners who want to develop land inhabited by endangered species. This planning process promotes negotiated solutions to endangered species conflicts and encourages communities to integrate endangered species conservation into local land use planning. Private landowners and non-federal parties who develop and implement an approved "habitat conservation plan" providing for conservation of the species can receive an "incidental take permit" that allows their development project to go forward.

Safe Harbor Policy

Landowners are often reluctant to voluntarily manage their property for the benefit of listed species for fear that their efforts may result in additional land use restrictions. The innovative Safe Harbor program provides incentives for private and other non-federal landowners to implement conservation measures for listed species. A landowner who enters into a Safe Harbor Agreement will receive assurances from the Service that their proactive conservation actions for endangered or threatened species will not result in additional land use restrictions.

Recovery

The ultimate goal is the recovery of species so they no longer need protection under the ESA. The law provides for recovery plans to be developed describing the steps needed to restore a species. The Service will develop recovery plans, which identify the needed coordination of private, federal, Tribal, and state actions to stabilize and improve populations. Service-led recovery efforts include a wide range of management actions, such as controlled propagation and habitat protection and restoration that reduce threats or otherwise benefit populations so they will stabilize and ultimately increase. As recovery is achieved, actions appropriate to upgrade species status from endangered to threatened and/or to delist species will be initiated.



Aleutian Canada Goose

*Thanks to the cooperative efforts of state, federal, private, and international partners, the Aleutian Canada Goose (*Branta canadensis leucoparia*) is on the verge of dramatic recovery and will be soon be removed from the list of "threatened" species under the Endangered Species Act.*

Law Enforcement

The Service's law enforcement program plays an increasingly important role in the agency's overall effort to protect and recover endangered species. Service law enforcement will work in partnership with conservation groups, state and Federal agencies, and others to promote greater understanding of the need for endangered species protections and the consequences of violating related Federal and state laws. LE will provide increased input in the development of habitat conservation plans and play a greater role in reviewing, evaluating, and monitoring incidental take permits to ensure compatibility with current laws and permittee compliance. This increased involvement will lay the groundwork for the effective use of enforcement as a conservation tool and minimize the adverse impacts associated with land development activities on imperiled species. Other LE efforts will include increased enforcement to deter would-be violators, expanded efforts to detect and prevent the introduction of invasive species, and additional cooperative enforcement programs to reduce commercial exploitation.

Provide Secure Habitats in the NWRS

The National Wildlife Refuge System, the Service's land base, plays a significant role in the recovery of certain endangered species by providing secure habitats for them to thrive in. Over 400 units have at least one threatened or endangered species during some part of the year. A total of 56 refuges have been established specifically to protect threatened and endangered



species, and 37 contain areas designated as critical habitat for endangered species. In many cases, refuges protect lands that form the nucleus of a larger ecosystem needed to support a species. Of the 1,205 species listed under the *Endangered Species Act* as of December 31, 1999, approximately 258 species are on habitat within the Refuge System. In addition to endangered species recovery, the Refuge System plays an even greater role by providing secure, high quality habitats that can preclude fish, wildlife and plants from becoming endangered in the future.

The FY 2002 performance target will be achieved with budgetary resources of \$164.5 million. No additional resources are necessary to accomplish the goal of stabilizing or improving 49% of the 705 endangered or threatened species populations listed a decade or more.

Benefits Derived

Endangered and threatened species often serve as environmental barometers signaling the potential loss of healthy living conditions for humans and other species alike. The species serve as an early warning system for pollution and environmental degradation that might adversely impact human health. Service-led conservation efforts for endangered and threatened species will reduce threats or otherwise benefit populations so they will stabilize, improve, and ultimately reach recovered status at which point they will no longer need the protection afforded them under the ESA and can be removed from the Endangered Species List.

Protecting endangered species will result in important sources of new drugs, medicines, or foods. Nearly 40 percent of all medical prescriptions dispensed annually in the United States have been derived from nature, and

scientists have only investigated about 2 percent of the known plant species for possible medicinal values. Various species are important for maintaining the country's agricultural productivity through use as biocontrols against crop pests or in development of disease-resistant crops.

The conservation of endangered and threatened species and the ecosystems upon which they depend will help to achieve the desire consistently expressed by an overwhelming number of Americans – to preserve our nation's precious natural heritage.

FY 2000 ANNUAL PERFORMANCE REPORT:

Goal 1.2: By September 30, 2000, 37 percent or 197 of the endangered and threatened species populations listed a decade or more are stabilized or improved and 15 species in decline are precluded from the need for listing under the *Endangered Species Act*.

Report: Goal Exceeded

The Service exceeded expectations in meeting the two key performance targets for FY 2000. The Service established a performance target to stabilize or improve 37% of those endangered or threatened species populations listed a decade or more in FY 2000. Of the 571 species listed a decade or more the Service working with our partners were able to stabilize or improve 54% or 309 endangered or threatened species populations.

The Service also set a second performance goal of precluding the need to list, under the Endangered Species Act, 15 species in decline. This goal was exceeded by precluding the need to list 19 species in decline. These species are:

Florida black bear
Columbia spotted Frog - 2 populations
McCloud R. redband Trout
Goodding's Onion
Small rock-cress
Clokey's egg-vetch
Umpqua mariposa lily
Tall paintbrush
Shinner's tickle-tongue

Arizona Bugbane
Arizona leatherflower
Gentry's indigobush
Sulphur Springs buckwheat
Two-flowered lathyrus
Stones River bladderpod
Kaibab plains cactus
Red Mountain catchfly
Pecos pupfish

FY 2000 HIGHLIGHTS

Conservation Agreement Removes the Need to List the Pecos Pupfish under the Endangered Species Act

In March 2000, the U.S. Fish and Wildlife Service withdrew a proposal to list the Pecos pupfish as endangered after State and Federal agencies in New Mexico and Texas developed a conservation agreement, removing or sharply reducing threats to the species and outlining further steps to protect it.

In January 1998, the Service proposed listing the two-inch long pupfish under the Endangered Species Act, citing threats from habitat loss resulting from damming and dewatering the Pecos River and excessive groundwater pumping that dried up springs and sinkholes. Hybridization with the non-native sheepshead minnow, a closely related species introduced into the Pecos River system as a baitfish between 1980 and 1984, also posed threats.

Under the conservation agreement the Bureau of Land Management, New Mexico State Parks Department, and the Service will protect the pupfish on land that they manage by installing fish barriers to prevent access to protected habitats by sheepshead minnows. In addition, the partners will restore historic habitat for pupfish reintroduction. The species may be reintroduced on private land if owners voluntarily agree. Since developing the agreement, both New Mexico and Texas have modified state fishing regulations to ban the use of sheepshead minnow as a bait fish in the Pecos River, the single most important conservation measure in reducing threats to the species. Other state agencies participating in the conservation agreement are the New Mexico Departments of Agriculture and Environment and the New Mexico State Engineer's Office. Conservation efforts for the Pecos pupfish, precluding the need to list the species, help fulfill both annual and long-term goals.

Douglas County Population of the Columbian White-tailed Deer: Proposed for Delisting

In May 1999, the U.S. Fish and Wildlife Service proposed delisting the population of Columbian white-

tailed deer in Douglas County, Oregon, after protection and public awareness enabled the endangered animals to increase in number and expand their range. The Douglas County population of Columbian white-tailed deer has grown to about six times the size required for downlisting, surpassing the recovery goal and the habitat objective. Recovery goals for delisting the Douglas County population are a minimum population of 1,000 animals, with 500 deer located on a minimum of 5,500 acres of suitable secure habitat.

During the past decade, Columbian white-tailed deer have expanded their range, and now occupy about 308 square miles in Douglas County. They have also increased in density, according to evidence such as prominent browse-lines. The Oregon Department of Fish and Wildlife plans to reintroduce the deer throughout its range following delisting. In the meantime, the Douglas County population is likely to grow as the Bureau of Land Management continues to implement management and restoration activities on land that comprises the majority of secure habitat.

The Hawaiian Goose (or Nene): Captive-Breeding and Release Help Recover this Island Species

When the endangered nene, or Hawaiian goose, became Hawaii's State bird on May 7, 1957, prospects for its survival were grim. During the previous century, the nene fell victim to over hunting, habitat loss, and predation of its eggs, young, and adults by introduced animals such as mongooses, feral cats and dogs, rats, and wild pigs. Once plentiful on several Hawaiian islands and thought to number up to 25,000, the nene population declined to about 30 birds, all of which were located on the island of Hawaii.

Thanks to a captive-breeding and release effort among the Fish and Wildlife Service, the State of Hawaii, and private organizations such as the Wildfowl and Wetlands Trust, The Peregrine Fund, and the Zoological Society of San Diego, approximately 1,000 nene now inhabit Hawaii, Maui, and Kauai. This range expansion represents a major achievement in stabilizing the species. Other groups, such as the Anheuser-Busch Foundation, are also supporting nene recovery actions, and statewide surveys are conducted each year.



If approved, under a safe harbor agreement that the Hawaii Department of Land and Natural Resources is developing with the Puu O Hoku cattle ranch at the eastern end of the island of Molokai, the State hopes to release nene goslings this spring on the ranch, where it was last seen in 1778 with the arrival of Captain James Cook. Since the nene is known to forage in cattle pastures, ranch operations are expected to be compatible with the bird's needs. Under the safe harbor agreement, ranch management will include controlling non-native predators.

Robbins' Cinquefoil: A Mountain Partnership Recovers this Plant Species

Thanks to partnership efforts by the White Mountain National Forest and the Appalachian Mountain Club, the Robbins' cinquefoil, a member of the rose family found only in alpine New Hampshire, has increased to the point that the Fish and Wildlife Service will propose its delisting under the Endangered Species Act. The proposal will also remove the critical habitat designation and require a five-year monitoring plan, as the Endangered Species Act mandates for species delisted following recovery. An agreement between the Service and the White Mountain National Forest will protect the Robbins' cinquefoil in perpetuity.



Performance Measure	1. # of species listed under the ESA as endangered or threatened a decade or more are either stable or improving; 2. # of species are delisted due to recovery; 3. listing of # species is made unnecessary due to conservation agreements.
Data Source	Environmental Conservation Online System; Threatened & Endangered Species System
Data Validation	See Data Verification and Validation, Page 102
Data Verification	Species data supporting this goal is gathered by field level Fish and Wildlife personnel. Data is maintained and managed for data editing, data integration, queries and reports through an online database system available to field, regional, and national level personnel. Field level data is considered preliminary until certified by appropriate regional officials.
Data Limitations	Inherent subjectivity of assessing status with limited information and cost of attaining accurate information for a large number of species.
Planned Improvements	See Data Verification and Validation, Page 102
Baseline	Ratio of stable/improving species listed 10 years or more to total number of species listed 10 years or more

SUSTAINABILITY OF FISH AND WILDLIFE POPULATIONS

1.3 INTERJURISDICTIONAL FISH

Long -Term Goal 1.3 – Through 2005, 12 depressed interjurisdictional native fish populations are restored to self-sustaining or, where appropriate, harvestable levels (based on applicable management plans).

Annual Performance Goal 1.3.1 — By September 30, 2002, three depressed interjurisdictional native fish populations are restored to self-sustaining or, where appropriate, harvestable levels (based on applicable management plans).

Performance Measures	FY 98 Actual	FY 99 Actual	FY 00 Plan	FY 00 Actual	FY 01 Final Plan	FY 02 Proposed
1. # depressed inter-jurisdictional fish populations restored (FY2001 new goal and Measure)	---	---	---	---	2	3

Goal Purpose

The Service will focus efforts on restoring declining interjurisdictional native fish populations and communities that have suffered significant adverse changes. These changes generally tend toward reduced distributions, lowered diversity, and increased numbers of species considered rare. The long-term and annual goals addressing these resource issues focus the Service and its partners on the importance of restoring native fish populations.

Resource Condition

Living marine resources support extensive commercial, recreational, and subsistence uses. In 1996, 35 million U.S. residents over the age of 16 enjoyed a variety of fishing opportunities throughout the United States and anglers spent almost \$38 billion on fishing-related expenses. However, marine resources are under stress from overexploitation and habitat degradation, with native fish populations declining or are at historic low levels. Some populations of marine mammals, turtles, and fish are in danger of extinction, and many more are threatened by various human activities. It has long been recognized that fishery resources are exhaustible. Many factors, both natural and human-related, affect the status of fish stocks, protected species, and ecosystems. Although we do not have the means to control all

of them, our scientific and management tools enable us to have a strong influence on many of them.

Interjurisdictional fish populations are those populations that are managed by two or more states, nations, or Native American tribal governments because of geographic distribution or migratory patterns of those populations

Preserving living resources of this Nation's inland and coastal aquatic ecosystems have been a core responsibility of the Service for more than 120 years. As a leader in fisheries science since 1871, the Service directs fishery management, protection and technical support in the interest of our primary concern of fishery conservation and sustainability. Our stewardship challenge is maintaining and improving the health and productivity of the resource, which will assure future opportunities for the sustainable use of these resources.

The Service is responsible for managing, restoring and recovering inland, anadromous, and coastal-dependent interjurisdictional fish, and other aquatic populations. Primary activities include assessment and monitoring surveys of populations and habitat, habitat conservation and restoration, and fish propagation. This is often



done in cooperation with the Department of Commerce, National Marine Fisheries Service and other federal agencies; states, local and Tribal governments; and private and non-government entities.

The Division of Law Enforcement's efforts to protect native wildlife include the Nation's fisheries resources. The LE component targets illegal take and commercialization of native fish stocks. Successful enforcement actions have uncovered a growing, highly profitable, national and international illegal fisheries industry dealing in freshwater mussels, paddlefish, sturgeon, lake trout of the Great Lakes and other species of concern. Service special agents will continue to conduct multi-state investigations to control this growing and highly profitable illegal industry and build on partnerships with state and international enforcement agencies.

Goal Achievement and Strategies

Many living aquatic resources often cross political or geographic boundaries, complicating their assessment and management. The boundaries can be between states and between adjacent countries. Sometimes boundaries are crossed by juvenile or adult fish during migrations. These movements complicate even the most comprehensive fisheries assessment and management regimes. Effective oversight of these species requires coordination, cooperation, and agreement among all interested parties. Fishery management plans provide the foundation for cooperative management of fishery resources. Of paramount importance is coordination and collaboration with Federal, State and Tribal partners to ensure a sustained conservation effort.

Service strategies for restoration of depleted native fishery populations include:

- Assess and monitor aquatic populations and their habitats.
- Conserve and restore aquatic populations through cooperative management.
- Improve fish passage.
- Supplement and reestablish aquatic populations through the National Fish Hatchery System.
- Improve Law Enforcement capabilities.
- Coordination with Federal, State and Tribal partners.

Three initiatives are important in achieving and expanding the measures attached to the restoration of recreational and economically significant interjurisdictional fishery populations. Proposed funding in FY 2002 will provide for water supply, habitat restoration, species propagation, monitoring and the management for species of interjurisdictional fish that have been subject to significant decline. The Trinity River Restoration (CA), Columbia River Salmon Restoration (WA,OR,ID), and the Great Lakes Consent Decree will focus on important fishery populations. The initiatives will concentrate Service and other Program efforts on development and implementation of good science and management necessary to eventually reduce the decline and restore vital fish populations. Such initiatives fully support the habitat and species goals of the Fish and Wildlife Service and contribute to the wise use of funds that support the conservation of this Nation's fish and wildlife resources. The new projects should when fully implemented have the capability of expanding the number of populations measured in accordance Annual Performance Goal 1.3.1. Requested funding for FY 2002 will assist in meeting this GPRA goal for lake trout, Pacific salmon, and steelhead trout (three depressed interjurisdictional fish populations) in the Northwest as per the details below.

- **Columbia River Salmon**
The requested increase will help complete sub-basin assessments and plans and improve fish propagation strategies as one of the necessary components of the Columbia Basin Aquatic Restoration Initiative while providing for Tribal and non-Tribal harvest under the court ordered U.S. v. Oregon process and the Pacific Salmon Treaty. As part of a comprehensive aquatic species restoration effort for the Columbia River Basin, these improved strategies will help enhance the production quality of Pacific salmon and steelhead trout, and will assist with major salmon restoration programs in Puget Sound and coastal Washington.
- **Great Lakes Consent Decree Operations**
The National Fish Hatchery System in the Mid-West Region will continue to maintain the 1994-1998 lake trout production levels (3.5 million lake trout stocked

annually) and associated fish culture operations at the Jordan River, (MI), Pendills Creek, (MI), and Iron River, (WI), National Fish Hatcheries. Stocking lake trout management zones formerly in deferred status at the recommended rate (as outlined in the 2000 US v MI decree) will require an increase of approximately 2 million yearlings annually. To meet this goal the Service will implement options for expanding lake trout production as identified in the 2001 propagation analysis and engineering review (e.g. increase broodstock and yearling lake trout production at the Service's Mid-West Region and Allegheny, (PA), and Saratoga, (WY), National Fish Hatcheries).

Benefits Derived

Proper management of interjurisdictional fisheries populations will avoid expensive, disruptive, and controversial restoration/recovery efforts and thus is broadly supported by the public. Successful management and restoration of interjurisdictional fisheries offer immense biological, social, and economic benefits to the Nation, including:

- expanded commercial, recreational, and subsistence fishing opportunities;
- greater availability of fish for public consumption;
- avoidance of threatened and endangered species listings;
- provision of key components in balancing aquatic ecosystems;
- increased opportunities for education and outreach to school communities, and
- preservation of Tribal cultures.



FY 2000 ANNUAL PERFORMANCE REPORT:

Discontinued Goal: 1.3.1: By September 30, 2000, baselines for interjurisdictional fish populations have been established.

Report: Goal Not Met

The Service did not complete the development of the baseline data for interjurisdictional fish. Data for interjurisdictional stocks are dependant on thorough genetic evaluations, which are being conducted by numerous other Federal agencies, State and Tribal governments, organizations and institutions. Analysis of the data has taken longer than anticipated because of the need to coordinate activities and information with those agencies and organizations. Interjurisdictional stocks could be established on an interim basis but the scientific validity of the is establishment could be called into question. The development and evaluation of the baseline is in progress at the regional level, but will be completed by the end of FY 2001. We will report on the completion of the baseline for interjurisdictional fish in our FY 2001 Annual Performance Report.

FY 2000 HIGHLIGHTS

Giving Fish Passage to Old Habitat and Spawning Grounds

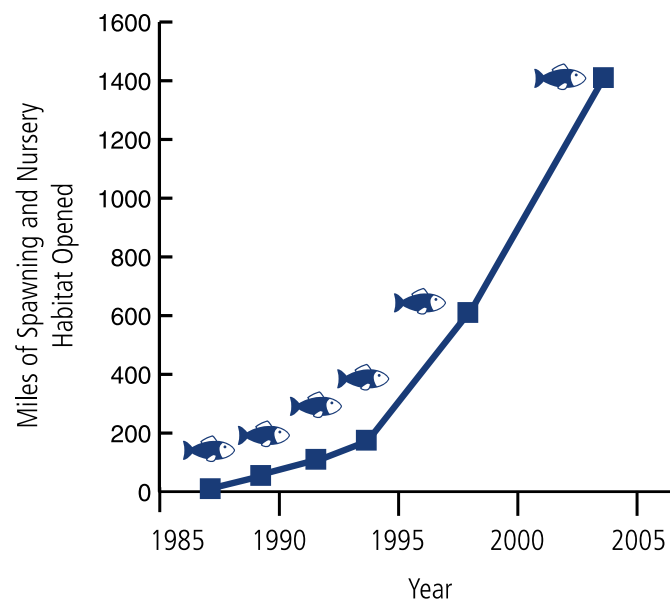
Dozens of species of fish populations have been victims of the industrial revolution as a result of hundreds of small dams constructed on almost every river in the United States in an effort to generate power for American factories. Approximately 75,000 dams over 6 feet and 2.5 million smaller obstructions block or impede fish passage to essential habitats and spawning grounds. In FY 2000, the Service dedicated \$900,000 to improve fish passage in seven watersheds in 12 states, removing four dams and other impediments and restoring access to more than 1,000 miles of habitat for fish and other aquatic species.

Apache Trout

The Arizona Fishery Resource Office and Alchesay-Williams Creek National Fish Hatchery, in cooperation with the White Mountain Apache Tribe and the Arizona Game and Fish Department has advanced the recovery



Fish Passage



of the Apache trout to the point where delisting is within the grasp of the Service. In 2000 these actions: increased by 400% the number of stream kilometers previously occupied by Apache trout; constructed 10 artificial barriers and located seven natural barriers to preclude competition, predation, and hybridization; renovated 60 kilometers of habitat; and established the species as recreational sport fish in 12 Lakes and five streams within historic habitat on the Fort Apache Indian Reservation.

New Tool for Evaluating Fisheries Restoration Programs

Lamar Fish Technology Center developed a new fishery management tool for marking large numbers of early life stages of fish. The technique is an immersion bath which relies on the fluorochrome compound known as calcein to produce a mark on finrays, scales, otoliths, and other bony structures of fish. These marks can be non-lethally detected in salmonids for at least three years post-immersion by employing detection devices which were developed at NEFC. While developed for use in marking Atlantic salmon, this technology has a broad

potential for use with any other species. As a result, managers may be able to use calcein alone or in combination with existing marking programs (genetic, visual external, and otolith) to greatly expand evaluations of restoration and stocking programs and to perform hatchery product evaluations previously not possible.

Assessment and Restoration of Salmon

The Lake Champlain Fishery Resource Office assisted in the design of the Winooski River fish lift, trap, and truck project. Designed for the Winooski One Hydroelectric Station, it allows fisheries managers the opportunity to restore wild migratory salmonid populations that have been restricted by barriers built on the river. The lift enables salmon access to approximately 33.8 km (21 mi) of favorable salmonid spawning and rearing habitat above the project. An additional 28 km (17.4 mi) of spawning and nursery habitat was also opened in eight tributaries streams.

The Chandalar River contains the largest fall chum salmon stock in the Yukon River. The Fairbanks Fishery Resource Office used split-beam sonar to assess the

spawning escapement of fall chum salmon in the Chandalar River on the Yukon Flats National Wildlife Refuge. Recent weak returns of salmon in the Yukon River have resulted in area-wide closures of commercial and subsistence fisheries which have led to economic disaster for area fishermen. During the season, sonar counts are reported daily to fishery managers. Preliminary 2000 sonar counts were 70,000 chum salmon, which is only 41% of the 1995-1999 average of 170,703 fish.

Performance Measure	Number of depressed interjurisdictional fish populations restored.
Data Source	Fisheries Program - Fisheries Field Stations enter data into Accomplishment module-Fishery Information System.
Data Validation	See Data Verification and Validation, Page 102
Verification	Fisheries data is initially assembled at field stations, then forwarded to Regional Offices for quality control and consistency checks. Then, data is sent to Washington Office and Division of Fish and Wildlife Management Assistance reviews data for accuracy, consistency, and quality. AD-Fisheries certifies data.
Data Limitations	Inherent subjectivity of assessing status and trends with limited information and cost of attaining accurate information for a large number of species.
Planned Improvements	See Data Verification and Validation, Page 102
Baseline	Baseline development in process during FY 2001.



SUSTAINABILITY OF FISH AND WILDLIFE POPULATIONS

1.4 MARINE MAMMALS

Long -Term Goal 1.4 – Through 2005, 3 marine mammal stocks will have current censuses available to maintain populations at optimum sustainable levels; harvest guidelines for all marine mammal stocks will be in place, through cooperative management agreements, for continued subsistence uses.

Annual Performance Goal 1.4.1 — Through September 30, 2002, current censuses for 2 marine mammal stocks and voluntary harvest guidelines for 2 marine mammal stocks will be available.

Performance Measures	FY 98 Actual	FY 99 Actual	FY 00 Plan	FY 00 Actual	FY 01 Final Plan	FY 02 Proposed
# marine mammals populations at sustainable levels or protected under conservation agreements. (Discontinued in FY2001)	---	---	4	4	---	---
1. # of marine mammal stocks with current censuses available. Marine Mammal Stocks addressed: Polar Bear Southern Beaufort Sea Polar Bear Chukchi/Bering Seas Pacific Walrus Northern Sea Otter (SW stock)	0	2		2	2	2 (1) (1)
2. # of marine mammals stocks with Voluntary Harvest guidelines: Marine Mammal Stocks addressed: Polar Bear-Southern Beaufort Sea Polar Bear - Chukchi/Bering Seas Pacific Walrus Northern Sea Otter (SE stock)	2	2		2	2	2 (1) (1)

Goal Purpose

The Alaska region has 39 stocks of 24 species of marine mammals. Three of these species (sea otter, polar bear, and walrus) are managed by the Department of the Interior, U.S. Fish and Wildlife Service, and the remaining cetaceans and pinnipeds are managed by the Department of Commerce, National Marine Fisheries Service under the provisions of the *Marine Mammal Protection Act* (MMPA). The Fish and Wildlife Service is also responsible for the protection and recovery of two ESA listed marine mammal species -- the endangered West Indian manatee (Florida and Antillean) and the threatened southern sea otter (California). We discuss progress toward recovery of these two listed species as

part of our long-term goal 1.2 Imperiled Species. The importance of each of the three species in Alaska under the jurisdiction of the Fish and Wildlife Service are unique.

The purpose of this goal for the Fish and Wildlife Service is to protect or maintain these marine mammal stocks at sustainable levels. Under the MMPA, marine mammal stocks "should not be permitted to diminish below their optimum sustainable population" (OSP). Further, the Service is directed by the MMPA to complete stock assessments of marine mammals and negotiate cooperatively with Alaskan Native Organizations...." To adequately protect and maintain stocks at the optimum sustainable population level, the Service must con-

duct periodic censuses to monitor population status and trends.

Resource Condition

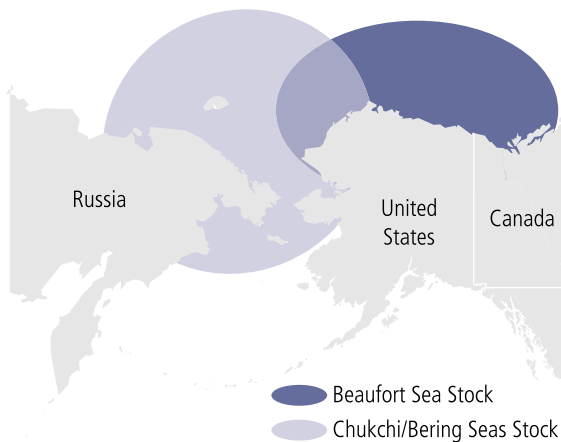
Since the 1500's, people have interacted with marine mammals in waters off the coast of the United States. Although the U.S. whaling industry ended in the 1920's, marine mammals are still in jeopardy today as a result of entanglement in fishing nets, bycatch, and ship collisions. The importance of each of the three species under the jurisdiction of the Fish and Wildlife Service are unique.



Polar Bear

Polar bears have been, and continue to be, an important renewable resource available to coastal communities throughout northern Alaska, where they are hunted by coastal dwelling Native people. The Fish and Wildlife Service has been assigned the responsibility for conducting studies on polar bears to increase our understanding of the animal and the requirements for its protection.

Polar Bear Range



Of the two polar bear stocks in Alaska, the Chukchi/Bering Seas stock appears to be increasing slightly or stabilizing at a relatively high level, while the Southern Beaufort Sea stock is increasing slightly or stabilizing near carrying capacity. Neither stock is listed as depleted nor strategic under the MMPA, nor threatened or endangered under the ESA. Although reliable estimates of the minimum population, PBR level, and human-caused mortality and serious injury are currently not available, the stocks appear to have increased during the past 30 years.

Northern Sea Otters

Sea otters have inhabited the northern coasts of the Pacific Ocean for hundreds of years. Current estimates are approximately 100,000 sea otters in Alaska.



Although sea otters are protected from commercial

hunting, the largest threat still comes from humans. The return of sea otters from near extinction, and the reoccupation of most of their historic range, is one of the great wildlife conservation stories of the century. However, the species' recovery has not come without controversy. The conflict between sea otters and humans over shellfish resources is probably the most serious problem that has arisen. In addition, there is evidence suggesting that the Aleutian stock has suffered a significant decline and thus has been listed in FY 2000 as a candidate species under the Endangered Species Act. Otherwise, healthy populations of sea otters are firmly established in most of their historic range in coastal Alaska, and now is an appropriate juncture to examine existing and potential management problems and resource conflicts, and consider potential solutions to those management problems and conflicts.

It is estimated that 90% of the world population of sea otters reside in the near shore, coastal waters in Alaska. Sea otters in Alaska are currently estimated to be within their optimum sustainable population level. They are not listed as depleted or considered a strategic stock under the MMPA, or as threatened or endangered under the ESA. Impacts resulting from the Exxon Valdez oil spill



may have resulted in temporal declines and continuing reduced growth rates and low densities within limited areas; however, it is believed that recovery is occurring in these areas. One area of concern for Alaskan otters is the decline in population in the Aleutian archipelago. The Aleutian sea otter population has been experiencing severe declines in the central portion of the range. Based on the last sea otter survey of the entire archipelago completed in FY 2000, the Fish and Wildlife Service found the population has declined by 70 percent since 1992, and the population was designated as a candidate species for listing under the ESA.

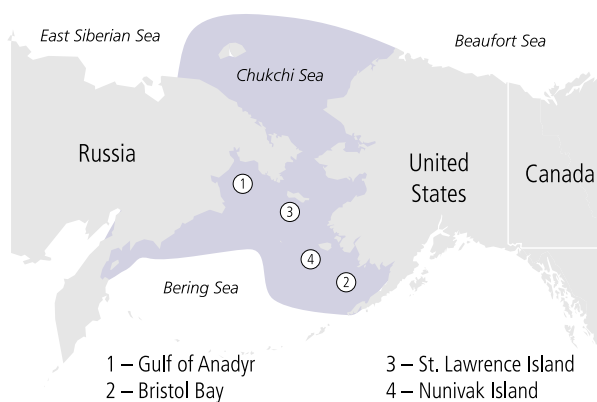
Pacific Walrus

The Pacific walrus has been an important resource for human inhabitants of the Bering and Chukchi sea coasts for thousands of years. Today the harvest of walrus-



adds significantly to the economy of coastal Natives as a source of meat and money from the sale of ivory carvings. The mission of the Fish and Wildlife Service's walrus program is to ensure that the Pacific walrus remains a healthy, functioning component of the Bering/Chukchi Sea ecosystem. Despite an inability to determine precisely the bounds of optimum sustainable populations (OSP), the Pacific walrus population in Alaska is believed to be

Pacific Walrus Range



within the bounds of OSP, given the most recent estimates of a large population. The Pacific walrus currently has an estimated mean annual level of human mortality and serious injury of 4,890 walrus per year, which is less than the acceptable removal rate of 7,533 (PBR). It is not listed as depleted or strategic under the MMPA, or threatened or endangered under the ESA. The three species of marine mammals managed by the Fish and Wildlife Service are subject to subsistence harvests by Alaska Natives. Harvest guidelines are necessary to ensure that populations remain above the optimum sustainable populations levels.

Goal Achievement and Strategies

Service actions to achieve this annual goal focus on removing significant threats; completing high priority marine mammal population studies in the Bering Sea; coordinating co-management efforts with Alaska Native organizations; conducting population assessments of the polar bear, walrus, and sea otter; developing species management plans; and revising stock assessments in coordination with Alaska Native organizations. Finalizing the stock assessments for sea otters represents one of the Service's current priorities.

A second priority includes fulfilling the requirements to update the stock assessments for all Alaska species under our jurisdiction. Because the polar bear and walrus are highly migratory, international agreements are important in their management. Conservation agreements lay out specific criteria for harvest and take of marine mammals while ensuring their long-term survival. The Service will remain active in implementing existing cooperative agreements and encourage new cooperative agreements as necessary to sustain populations.

In addition, the Service's Division of Law Enforcement plays an important role in maintaining and restoring marine mammal populations. Law enforcement efforts in Alaska have reduced the illegal take and commercialization of polar bears, pacific walrus, and northern sea otters. In Alaska, Service LE will build cooperation with Alaska Native organizations to ensure compliance with Federal subsistence regulations and increase outreach and education for consumers. Efforts are beginning to assist local native villages develop and implement poli-

cies and ordinances aimed at self-regulating their subsistence hunting activities.

FY 2000 ANNUAL PERFORMANCE REPORT:

Goal 1.4: Through September 30, 2000, 100 percent of marine mammal populations over which the Service has jurisdiction will be at sustainable population levels or protected under conservation agreements (Goal Revised for FY 2001 and 2002; Discontinued in present form) .

Report: Goal Met

The Service achieved the goal of providing protection for 100 percent marine mammals under its jurisdiction by ensuring that populations are at sustainable levels or protected by conservation agreements. Conservation agreements are in place for non-listed (populations not listed under the Endangered Species Act) populations of polar bear, walrus, and sea otter.

FY 2000 HIGHLIGHTS

U.S.- Russia Agreement on Polar Bear Management

The United States and Russia continued development of a long-term bilateral agreement for the conservation of polar bears shared between the two countries. Several joint research and management efforts between the U.S. and Russia have been successful in the past. However, until recently, the U.S. and Russia have each managed the shared Alaska-Chukotka polar bear population independently. This new agreement unifies management programs between the U.S. and Russia for the shared Alaska-Chukotka polar bear population. The agreement provides for:

- Active involvement of Native people and their organizations,
- Long-term joint programs for conservation of ecosystems and important habitats, harvest allocations based on sustainability, collection of biological information, and increased partnerships with state, local and private interests.
- Enhancement of the 1973 multi-lateral Agreement on the Conservation of Polar Bears by allowing sustainable harvest by Alaska and Chukotka Natives, but prohibits the harvest of females with cubs, or cubs less than one year old.
- Prohibition of the use of aircraft and large motorized vessels and vehicles to take polar bears, and
- Focus on conserving specific polar bear habitats such as feeding, congregating and denning areas.

Aleutian Sea Otter Population Survey

In FY 2000, the Fish and Wildlife Service completed a re-survey of the entire Aleutian archipelago, to assess sea otter populations within this area. While sea otters in Alaska are currently estimated to be within their optimum sustainable population level, one area of concern is the decline in the otter population in the Aleutian archipelago. Based on the survey of the entire archipelago completed in FY 2000, the Fish and Wildlife Service found the sea otter population has declined by 70 percent since 1992. This population was subsequently classified by the Service as a Candidate Species for listing under the Endangered Species Act in August, 2000.

Performance Measure	# marine mammal stocks with current censuses. # marine mammal stocks with voluntary harvest guidelines.
Data Source	Fisheries Resources Program-Marine Mammal Office (Region 7) enters data into Accomplishment module-Fishery Information System
Data Validation	See Data Verification and Validation, Page 102
Verification	Data is initially assembled at field stations, then forwarded to Regional Offices for quality control and consistency checks. Then, data is sent to Washington Office and Division of Fish and Wildlife Management Assistance and Habitat Restoration reviews data for accuracy, consistency, and quality. AD-Fisheries certifies data.
Data Limitations	Range-wide censuses are expensive with severe logistical constraints (weather, international coordination). Development of voluntary harvest guidelines requires close coordination with Alaska Native groups and international Commissions. Adherence to harvest guidelines is voluntary, not mandatory. Also, some data is obtained from external sources.
Planned Improvements	See Data Verification and Validation, Page 102
Baseline	1997: 6 population stocks.



SUSTAINABILITY OF FISH AND WILDLIFE POPULATIONS

1.5 SPECIES OF INTERNATIONAL CONCERN

Long -Term Goal 1.5 – From FY 2001 through 2005, 40 priority species of international concern will be conserved.

Annual Performance Goal 1.5.1 — By September 30, 2002, 26 priority species of international concern will benefit from improved conservation efforts

Performance Measures	FY 98 Actual	FY 99 Actual	FY 00 Plan	FY 00 Actual	FY 01 Final Plan	FY 02 Proposed
# transborder species benefitting from improved conservation efforts (Discontinued Goal)	69		75	75	---	---
1. # of priority international species conserved (Annual data reflects resources available for species conservation projects)	16	22	25	25	25	26

Goal Purpose

The Service promotes and sustains a coordinated domestic and international strategy to assist other countries with wildlife conservation, management of reserves, and sustainable use of animals and plants. It also works to ensure the science-based conservation of species in the wild, both foreign and domestic, that are subject to international trade. The Service focuses its

efforts on foreign and domestic species at risk due to international trade, species the U.S. shares with other nations, and vulnerable species that are not native to the U.S. — all priority species of international concern. To deliver this goal, it works in partnership with private citizens, local communities, scientists, state and federal agencies, national governments, and U.S. and international non-governmental organizations.



Resource Condition

The long-term and annual goals support the conservation of priority species of international concern. International conservation of wildlife is essential because geopolitical boundaries have no meaning for wild animals and plants. The conservation status of plants and animals that range between countries is influenced by political, social, and economic factors in those countries, as well as the availability of habitat and other necessary conditions. U.S. wildlife laws, as well as international treaties and agreements commit

the United States to working toward the conservation of these animals and plants, encourages the global conservation of wild species and their habitats, and focuses on animal and plant resources of the greatest importance and benefit to the American people. However, a wide range of conditions may influence the status of species Americans care about. In fact, status may range from stable to highly endangered or nearing extinction. Even for apparently stable populations, a variety of unanticipated threats such as habitat destruction and unsustainable trade can adversely impact stability. The Service's international programs attempt to conserve remaining populations of vulnerable species and keep common species common in parts of the world that experience political, economic, or environmental changes.

Goal Achievement and Strategies

The Service focuses on two strategies directed toward the conservation and protection of priority species of international concern:

International Wildlife Trade performs management and scientific tasks essential to species conservation under laws and treaties that include but are not limited to the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES), the *Marine Mammal Protection Act*, the *Endangered Species Act* and the *Wild Bird Conservation Act*. The program helps conserve species at risk through the application of:

- Best science and management practices: In response to ever-increasing global pressures of wildlife trade and habitat loss on species worldwide, the Service uses best science and management practices to conserve species that are or may be at risk, especially due to international trade.
- International permits program: The Service uses permits as a tool to help conserve wildlife for the enjoyment of people today and of future generations. It considers the risks and benefits to species in making scientific and management decisions on permit applications.

- Conservation partnerships: The Service works closely with states and Tribes, which implement sustainable management programs for certain native species listed under *CITES*.
- Training and technical assistance: The Service provides training and technical assistance to encourage effective implementation (administrative and scientific) and enforcement of *CITES*.

Although there are no funding changes for international wildlife trade activities in FY2002, baseline data for species efforts are being developed to reflect the work currently being carried out.

In addition, the Service's international activities receive support from its Division of Law Enforcement, recognized worldwide for its ability to conduct successful major international investigations involving illegal trafficking of globally protected species. Service agents and wildlife inspectors monitor legal international wildlife trade, and interdict illegal importations and exportations of federally protected fish, wildlife, and plants. Wildlife traffickers increasingly use the international mail system and shift their trade routes to circumvent enforcement efforts. In response, the Service is increasing its effectiveness by using task force operations to target specific shipments, industries, or methods of transport. The Division of Law Enforcement also is expanding its public outreach programs to inform wildlife consumers of the long-term consequences of their wildlife purchases. Partnerships with international conservation organizations, international interagency coalitions and CITES countries are also being strengthened to effectively target enforcement efforts for species of mutual concern. Also, the Service is increasing its international education work by providing hands-on anti-poaching training, CITES enforcement workshops and technical assistance to countries requesting assistance.



International Conservation seeks to strengthen capacity of interested local conservation and natural resource managers, institutions, and communities in regions around the world to conserve wildlife and their habitats. For more than 20 years, the Service's International Conservation program has developed numerous projects for training wildlife managers and conserving species of international concern. These projects are implemented through a series of "Wildlife Without Borders" initiatives. The International Conservation program also administers the *Convention on Wetlands of International Importance, Especially as Waterfowl Habitat* (Ramsar Wetlands Convention) and *Multinational Species Conservation Acts* (rhinoceros, tigers, African and Asian elephants, neotropical migratory birds, and great apes). In most cases, modest project funding allocated for wildlife and habitat conservation

under these initiatives leverages more than a 2:1 return in matching and in-kind support.

In FY 2001, the *Great Apes Conservation Act*, administered through the Multinational Species Conservation Funds, received its first appropriation. The Great Ape Conservation Fund allocation was the only new funding in FY 2001. Nevertheless, in FY 2002, the total number of priority international species benefitting from conservation efforts remains the same as in FY 2001. This is because project funding for several other species has been completed and the numbers adjusted accordingly.

In FY 2001, international programs will focus on implementing projects for 25 priority international species, including:

- | | | |
|----------------------|---------------------|--------------------------|
| White-backed vulture | Sturgeon | African elephant |
| Antiguan racer | Salmon | Polar bear |
| Green Sea turtle | White rhinoceros | osprey |
| Asian elephant | Black rhinoceros | Monarch butterfly |
| Argali sheep | Indian rhinoceros | Indian wolf |
| Spectacled eider | Sumatran rhinoceros | red knot |
| Steller eider | Javan rhinoceros | great green macaw |
| Walrus | Tiger | Sea otter |
| | | Kemp's Ridley Sea turtle |
| | | osprey |



Benefits Derived

Species of international concern are important to Americans for their economic, biological, and intrinsic value. Conserving priority species of international concern contributes to environmental health and economic development for the range countries of these species. For example, Service collaboration on projects with local partners in Mexico, Latin America, and the Caribbean help to conserve migratory bird species, such as orioles, thrushes, warblers, shorebirds, and raptors, which the American public values. Service implementation of CITES results in conservation benefits for such economically and ecologically valuable species as sturgeon, elephants, and pandas.

FY 2000 ANNUAL PERFORMANCE REPORT:

Goal 1.5: By September 30, 2000, 20 percent (75 of 375) of transborder species of international concern, over which the Service has jurisdiction, will benefit from improved conservation efforts.

Report: Goal Met

Through the Service's international conservation program 75 transborder species benefitted from improved conservation efforts.

FY 2000 HIGHLIGHTS

International Wildlife Trade

In cooperation with State partners, the Service coordinated efforts on proposed listed species to CITES and developed a new CITES export program tag that meets CITES requirements for product marking, as well as passes both the durability and ease-of-use test required by resource producers and State wildlife personnel. The Service also greatly increased cooperative efforts and management information exchange with most of the states on the status and trade of American black bears and North American sturgeon and paddlefish. In addition, the Service initiated a permits reform effort designed to "administer programs that promote long term conservation of animals, plants, and their habitats, and that encourage joint stewardship with others." Service program staff from Migratory Birds, Law Enforcement, Endangered Species, and International

Affairs worked together to streamline the permits process for the public, improve opportunities for partnership, and promote customer service.

Protection of International Wildlife

An international wildlife smuggling kingpin who spent nearly two years in a Mexican prison fighting extradition to the United States pleaded guilty to multiple felony charges for trafficking in some of the most rare and endangered reptile species on Earth. This case represents the last major prosecution to result from Operation Chameleon – a multi-year investigation of illegal international reptile trade that successfully infiltrated two major global smuggling networks and produced charges against more than 40 individuals in the United States, Canada, and Germany.



Also, in December 1999, a Florida man and his company were sentenced in U.S. District Court in Tampa in the first successful felony prosecution for illegal coral trafficking. The probe of the Florida company and its overseas supplier began in 1997 when a Service wildlife inspector in Tampa discovered a large cache of coral concealed among legal products in a 40-foot cargo container. Species included protected organ pipe, staghorn, blue, branch, brush, finger, brown stem, mushroom, and feather corals as well as seashells such as giant clams. The individual used false declarations, invoices, and shipping documents to circumvent U.S. and Philippine laws, as well as international trade restrictions that protect corals and other marine species.

In addition, in August 2000, the Service returned 28 rare parrots to Mexico, all originally smuggled into the



United States for the black market pet trade. The Service investigation that intercepted these birds documented a multi-year smuggling operation that illegally brought some 300 exotic parrots across the U.S./Mexico border into Texas.

Wildlife Without Borders - Mexico, Latin America and the Caribbean

The Service supported training workshops to strengthen the capacity of communities to manage resources within the Special Biosphere Reserve of the Monarch Butterfly in central Mexico. The program focused on soil conservation, agro-forestry, and organic gardening. Five communities have adopted sustainable agricultural practices as a result of this project, with more than 40 families participating. In addition, peasant promoters are being trained, so as to reach a greater number of communities and increase participation in workshops. Another important program providing environmental education and public outreach took place as a result of collaboration between the Service and the Society of Caribbean Ornithology. Together, an initiative was launched to collaborate with interested islands in the preparation of booklets featuring the common birds of each island. The booklets are intended to stimulate interest and serve as basic primers on island birds rather than as definitive guides. Currently, 11 islands are participating in this educational effort.

Multinational Species Conservation Funds

Under the Service's Rhinoceros and Tiger Conservation Fund, a survey of 24 Cambodian wildlife markets and 12 international checkpoints was carried out by an official of the Cambodian Wildlife Protection Office as part of

his graduate work at the University of Minnesota. Items such as eight live wild caught tigers, 36 tiger skins, 5 kg of tiger bone, 6 tiger skulls, 43 tiger canine teeth, were observed in trade. Data was obtained on where tiger parts are sold, trade routes, and prices paid. This information will be used to generate recommendations to the Government of Cambodia on a conservation strategy to reduce killing and trade of endangered species. Also in Cambodia, the Asian Elephant Conservation Fund supported two projects on assessing the conservation status of Cambodia's Asian elephants and developing local capacity to insure their long-term survival. These projects are a collaboration between the Asian Elephant Conservation Fund, World Wide Fund for Nature, Wildlife Conservation Society, and Fauna and Flora International, to assist Cambodian authorities in assessing elephant numbers, training 12 Cambodian biologists in elephant ecology and monitoring, and developing a National Elephant Management Plan and a Khmer language manual in elephant ecology and monitoring. Further, under the amendments of the *Rhinoceros and Tiger Conservation Act*, the Service developed an interim educational outreach program to alert citizens to the plight of rhinos and tigers and the illegality of products claiming to contain products of these species. These efforts included increased coordinated contact with non-governmental organizations including those in the traditional medicine industry and profession.

Performance Measure	Number of priority international species conserved
Data Source	FWS/International Conservation Division Annual and Final Reports from grantees.
Data Validation	See Data Verification and Validation, Page 102
Verification	Grants awarded competitively using peer review groups of scientists. Grant recipients report on their progress through annual reports process. Project managers conduct final project reviews.
Data Limitations	Species lists are not part of grantee submission. Process is being modified to address this. Some data is obtained from external sources.
Planned Improvements	See Data Verification and Validation, Page 102
Baseline	1997: 15 international species

SUSTAINABILITY OF FISH AND WILDLIFE POPULATIONS

1.6 INVASIVE SPECIES

Long-Term Goal 1.6 — By 2005, the Service will prevent importation and expansion, or reduce the range (or population density) of aquatic and terrestrial invasive species on and off Service lands by controlling them on 13,450 acres off Service lands and 850,000 acres within the National Wildlife Refuge System, conducting risk assessments on 20 high risk invasive species for possible amendment of the injurious wildlife list, and developing 5 additional cooperative prevention and/or control programs for aquatic invasive species (coordinated through the ANS Task Force).

Annual Performance Goal 1.6.1 — By September 30, 2002, the Service will control aquatic and terrestrial invasive species on 170,000 acres of the National Wildlife Refuge System.

Annual Performance Goal 1.6.2 — By September 30, 2002, the Service will control aquatic and terrestrial invasive species on 2,690 acres off Service lands.

Annual Performance Goal 1.6.3 — By September 30, 2002, the Service will conduct risk assessments on 4 high-risk invasive species being intentionally imported into the U.S.

Annual Performance Goal 1.6.4 — By September 30, 2002, the Service will cooperatively develop two prevention and/or control programs for aquatic invasive species.

Performance Measures	FY 98 Actual	FY 99 Actual	FY 00 Plan	FY 00 Actual	FY 01 Final Plan	FY 02 Proposed
1.6.1 # of acres of the National Wildlife Refuge System enhanced by controlling aquatic and terrestrial invasive species.	143,000	135,000	170,000	170,000	170,000	170,000
1.6.2 # of acres off Service lands where invasive species have been controlled.	-----	-----	-----	-----	2,690	2,690
1.6.3 # of risk assessments conducted on high risk invasive species.	-----	-----	-----	-----	4	4
1.6.4 # of prevention and/or control programs developed.	-----	-----	1	1	2	2



Goal Purpose

The increasing impacts to and displacement of native species by invasive exotic species is placing great pressure on our ecosystems and causing significant impacts to our fish and wildlife resources. The purpose of this goal is to prevent introductions and control invasive species that severely impact fish and wildlife resources.

Resource Condition

Invasive species are among the most significant domestic and international threats to fish and wildlife populations, and the scope of the problem is only now becoming known by the scientific community and the public. For most Americans, invasive species are a crisis of silence; they are invaders that can't be heard and many live completely out of sight. In the past decade, several harmful aquatic invasive species such as the zebra mussel, ruffe, and Asian clam have been unintentionally introduced into the United States with substantial immediate financial and ecological effects. Ballast water carried by international freighters can harbor aquatic plants and animals. When ballast is discharged, the species can colonize waterways and eventually clog industrial and municipal water systems. Great Lakes water users spend tens of millions of dollars on zebra mussel control every year. As the zebra mussel spreads to inland lakes and rivers across North America, such as the Mississippi River Basin and Lake Champlain, so do the costs to water users. Zebra mussel infestations cause pronounced ecological changes in the Great Lakes and major rivers of the central United States. The zebra mussel's rapid reproduction, coupled with consumption



Zebra Mussel

Did you know that invasive species:

- Are the second greatest destruction of ecosystems in U.S.
- Cost Americans \$138 billion annually (Cornell University Study).
- Are partly responsible for 35% of the listing of threatened or endangered species.
- Invade over 100 million acres of the U.S. and spread across 3 million acres per year.
- Are responsible for the loss of up to 4,600 acres of public natural areas.

of microscopic plants and animals, affects the aquatic food web and places valuable commercial and sport fisheries at risk.

An estimated six million acres of the National Wildlife Refuge System, about 38% of the system in the lower 48 states, are affected by nonnative plants that interfere with crucial wildlife management objectives. Many refuges also suffer habitat degradation or reduced numbers of native wildlife from the invasion of nonindigenous animals such as carp, snakes, rats, feral cats, nutria, and feral pigs. The National Wildlife Refuge System has identified more than 300 invasive plant and animal prevention/control projects at a cost of \$45 million annually to reduce the impacts to fish and wildlife habitats.

Goal Achievement and Strategies

The Service's Priority for Invasive Species directs the Fish and Wildlife Service to develop and implement an aggressive program to respond effectively to present and future invasive species problems that threaten the Nation's fish and wildlife resources. Our strategy of first choice is to prevent the introduction and establishment of invasive species. The most cost effective approach to combating invasive species is to keep them from becoming established in the first place. An array of well-coordinated exclusion tools and methods is necessary for prevention of invasive species in North America's ecosystems.

When prevention cannot be achieved, we will focus specifically on four key program strategies:

- The [Partners for Fish and Wildlife Program](#) will work with private landowners on a voluntary basis to implement on-the-ground projects that eradicate, control and/or manage invasive plant species and restore native habitats (e.g., wetlands, riparian areas, rangelands). Project selection will be nationwide and designed to benefit Federal trust resources, as well as local resources. For example, invasive plants have degraded forest and shrub habitats on the Hawaiian Islands and in Florida. Partners projects in these States that focus on invasive plant removal will benefit endemic plant species, restore watershed health and improve habitat for Federal trust species, such as migratory birds and endangered or threatened species. Partners projects to remove or control invasive plants (e.g., leafy spurge, Canada thistle) in the northern Great Plains states will help improve stream bank stability, grazing lands for landowners and wildlife species and in-stream habitats which benefit native fish species. Invasive plant species removal in New England improves wetland habitat, provides improved habitat for migratory birds and improves the water quality renovation functions of these wetlands.
- Second, through the [National Wildlife Refuge System](#), we will address invasive species problems on refuge lands by: identifying infestations of invasive species throughout the refuge system through surveys and field observations, initiating a comprehensive survey of harmful invasive species populations and their impacts on refuge lands, controlling invasive species on refuge lands using a fully integrated management approach, and coordinating invasive species prevention and control activities with local, state, and national partners.
- Third, the [Fisheries Program](#) will provide technical assistance in the development of cooperative prevention and control plans, and work with the Aquatic Nuisance Species Task Force.
- Fourth, through the [International Affairs Program](#), we evaluate the importation of new, potentially invasive species ensuring that they do not have the opportunity to become established. We have begun developing new export guidelines that consider U.S. species with potential for invasion in other countries.





FY 2000 ANNUAL PERFORMANCE REPORT: (Annual Performance Goals 1.6.1, 1.6.2, 1.6.3, and 1.6.4 are new for FY 2001; therefore, FY 2000 annual reporting is not applicable.)

1.6.1	
Performance Measure	# acres on NWR enhanced by controlling invasive species.
Data Source	Refuge Management Information System. Annual Accomplishment Report
Verification	Reported by field stations to regional offices - quality & consistency; final to Washington Office, Division of Refuges.
Data Limitations	Habitat Management activities are affected by weather conditions.
Baseline	FY 1997 data = 165,000 acres

1.6.2	
Performance Measure	# acres off Service lands where invasive species have been controlled.
Data Source	Partners for Fish and Wildlife Program biologists in the field will enter the data into the Habitat Information Tracking System.
Verification	Reported by Field Stations in the Habitat Information Tracking Systems. Reporting has been standardized and computerized. Regional Offices and National Office conduct QA/QC.
Data Limitations	Double counting may occur when multiple partners are involved in the restoration efforts. Difference in interpretation of acreage reported when only a portion of the area involves control actions.
Baseline	FY 1997 data = 0 acres

1.6.3	
Performance Measure	# risk assessments conducted on high-risk invasive species.
Data Source	Office of Scientific Authority
Baseline	FY 1997 data = 0 risk assessments
Verification	Reported by Office of Scientific Authority
Data Limitations	None known.
Baseline	FY 1997 data = 0 risk assessments

1.6.4	
Performance Measure	# prevention & control programs developed.
Data Source	Aquatic Nuisance Species Task Force Annual Accomplishments Report
Data Validation for 1.6.1, 1.6.2, 1.6.3, and 1.6.4	See Data Verification and Validation, Page 102
Verification	Reported by ANS Task Force Executive Secretary
Data Limitations	Consensus from the ANS Task Force is needed to develop programs.
Planned Improvements for 1.6.1, 1.6.2, 1.6.3 and 1.6.4,	See Data Verification and Validation, Page 102
Baseline	FY 1997 data = 2 control programs.

MISSION GOAL 2

HABITAT CONSERVATION: A NETWORK OF LANDS AND WATERS

This mission goal, Habitat Conservation: A Network of Lands and Waters, recognizes the fundamental importance of an ecologically diverse network of lands and waters to the self-sustainability of fish, and wildlife, and plants. Habitat includes a rich variety of community types and covers a range extending from nearly aquatic wetlands along our coasts and myriad rivers, lakes, and streams, to mountain tops and arid desert locations. We realize that protection of habitats is equally importance as that of animal and plant communities.



2.1 Habitat Conservation on Service Lands.

This goal focuses the organization toward meeting the biological goals and objectives at various landscape levels. The long-term and annual goals initiate actions to manage and preserve quality habitats on National Wildlife Refuges. The *National Wildlife Refuge System Improvement Act of 1997* declares that the mission of the Refuge system is "...to administer a national network of lands and waters for the conservation, management, and where appropriate, restoration of the fish, wildlife, and plant resources and their habitats within the United States for the benefit of present and future generations of Americans." With almost 94 million acres invested in the System, this is the largest area of public lands set aside for fish and wildlife.

2.2 Stewardship of Service Facilities.

A wide array of equipment and facilities are necessary in meeting wildlife management and public use needs on National Wildlife Refuges and National Fish Hatcheries. The value of existing Refuge facilities exceeds \$7 billion, and the current deferred maintenance and equipment replacement projects total \$831 million. The capital value of Fisheries program facili-

Patchwork conversions of natural landscapes for agriculture, silviculture, and development result in a fragmentation that leaves small remnant areas of natural ecosystems. As these natural patches become smaller and more isolated, their ability to maintain healthy populations of many plant and animal species is reduced. As individual species are lost from each fragment, the community changes and both species and ecosystem diversity are reduced. Thus, large numbers of natural ecosystems are now in danger.

Our Living Resources-A Report to the Nation on the Distribution, Abundance, and Health of U.S. Plants, Animals, and Ecosystems, 1995

ties, including buildings, raceways, roads, and water control structures is \$890 million. The long-term and annual performance goals set the pace for the Service to improve the condition of these resources and ensure employees and visitors safe use and access on Service lands.





LINK BUDGETARY RESOURCES TO MISSION GOAL 2 - HABITAT CONSERVATION: A NETWORK OF LANDS AND WATERS

The following table provides a crosswalk of total appropriated funds to the second Mission Goal, Habitat Conservation: A Network of Lands and Waters, for FY 2000 Enacted, FY 2001 Enacted, and FY 2002 President's Request.

Budget Activity/Subactivity (\$000)	FY 2000 Enacted		FY 2001 Enacted		FY 2002 President's Budget	
	Total	Mission Goal 2	Total	Mission Goal 2	Total	Mission Goal 2
Ecological Services	186,383	80,311	209,882	88,935	198,493	86,679
Endangered Species	106,072	0	120,947	0	111,814	0
Habitat Conservation	70,449	70,449	78,290	78,290	76,209	76,209
Environmental Contaminants	9,862	9,862	10,645	10,668	10,470	10,470
Refuges and Wildlife	281,571	135,462	326,356	165,661	340,816	176,496
Refuge Operations and Maintenance	258,977	134,466	299,678	164,667	314,664	175,503
Migratory Bird Management	21,598	0	25,684	0	25,159	0
Salton Sea Recovery	996	996	994	994	993	993
Law Enforcement	39,405	0	49,583	0	50,411	0
Fisheries	83,940	24,538	92,029	31,611	92,979	32,255
General Administration	123,244	41,080	128,966	42,886	124,053	41,288
Construction	53,528	53,528	71,358	71,358	35,849	35,849
Land Acquisition	61,938	61,938	121,188	121,188	164,401	164,401
State Wildlife Grants Fund	0	0	49,890	49,890	0	0
Wildlife Cons. & Appreciation. Fund	797	0	795	0	0	0
National Wildlife Refuge Fund	10,739	10,739	11,414	11,414	11,414	11,414
North American Wetlands Cons. Fund	14,957	14,957	39,912	39,912	14,912	14,912
Cooperative End. Species Cons. Fund	23,000	0	104,694	0	54,694	0
Multinational Species Conservation Fd.	2,391	0	3,243	0	3,243	0
Commercial Salmon Fishery	4,625	0	0	0	0	0
Federal Aid in Wildlife Restoration	0	0	49,890	0	0	0
TOTAL APPROPRIATIONS	886,518	422,553	1,259,200	622,855	1,091,265	563,294

2.3 Habitat Conservation Off Service Lands.

Looking beyond refuge boundaries will not only protect refuge lands, but will create a healthier environment for all living organisms, including people. The long-term and annual goals recognize the importance of non-Federal lands to the existence of fish and wildlife resources. More than 70% of the Nation's land is in

non-Federal ownership — most of the opportunities for conserving and restoring these habitats lie with the private landowner. Our goal is to offer the public opportunities to restore and enhance their lands and waters for the benefit of fish and wildlife resources.

2.1 HABITAT CONSERVATION ON SERVICE LANDS

Long -Term Goal 2.1 — Through 2005, meet the identified habitat needs of Service lands by supporting fish and wildlife species populations objectives through the restoration of 850,000 acres, and annual management/enhancement of 3.2 million acres of habitats.

Annual Performance Goal 2.1.1 — By September 30, 2002, meet the identified habitat needs of the Service lands by annually managing or enhancing approximately 3.2 million acres of refuge habitat, and restoring 146,646 acres of refuge habitat.

Annual Performance Goal 2.1.2 — By September 30, 2002, add 255,000 acres to the refuge system over the previous year supporting fish and wildlife species population objectives.

Performance Measures	FY 98 Actual	FY 99 Actual	FY 00 Plan	FY 00 Actual	FY 01 Final Plan	FY 02 Proposed
1. # of acres annually managed or enhanced in the National Wildlife Refuge System	3,098,856	2,950,725	3,377,260	3,287,764	3,144,559	3,150,000
2. # of acres of refuge habitat restored (annual data)	105,420	137,000	137,000	186,000	244,769	146,646
Division of Refuges	----	----	----	----	104,500	120,000
NAWCF	----	----	----	----	140,269	26,646

Goal Purpose

The objective of the two annual performance goals is to restore and manage habitat quality of the lands and waters owned and managed by the Service, principally the National Wildlife Refuge System (NWRS). This is to further the accomplishment of the NWRS mission and to maintain the biological integrity, diversity, and environmental health of the system as called for in the *National Wildlife Refuge System improvement Act of 1997*.

Resource Condition

Healthy habitats are fundamental for self-sustaining populations of fish, wildlife, and plants as well as for functional ecosystems. The Service's goal is to conserve fish and wildlife by protecting and restoring the habitat on which they depend. The National Wildlife Refuge System, with approximately 535 refuges and 37 wetland

management districts encompassing nearly 94 million acres, protects virtually every type of habitat found in the United States for the benefit of fish and wildlife species. Many of these habitats are in degraded condition and must be restored to original function to benefit wildlife and the human communities that surround these lands. They also require a significant amount of annual management in order to produce desired wildlife benefits.

Goal Achievement and Strategies

Management of habitats ranging from preservation to active manipulation of habitats is necessary to maintain the biological integrity, diversity, and environmental health on refuges. We favor management that restores or mimics natural processes. Habitat restoration on Service lands involves the return of altered or degraded habitats to their original or similar condition. These



are one time or infrequently recurring actions and are dominated by three activities: restoring the hydrology of wetlands, reforestation, and grassland reseeding. In FY 2000, the refuge system restored 186,000 acres of habitat important to wildlife. Habitat management or enhancement on Service lands is the alternation or annual management of habitats to improve their value for fish, wildlife, and plants. Management or enhancement activities generally are annual or regularly recurring and are dominated by water level management, grazing, haying, farming forest management, prescribed burning, and invasive plant control. In FY 2000, the refuge system actively managed or enhanced 3.2 million acres of important wildlife habitat (reference performance measure #1).

The Service has organized its habitat conservation strategy on refuges around five basic premises:

- First, a significant portion of refuge habitats must be annually managed to improve their value for fish and wildlife;
- Second, some refuge habitats require permanent restoration of degraded lands to their original or similar condition;
- Third, additional strategically selected refuge lands are needed to support the diversity of the nation's fish, wildlife, and plant resources; and
- Fourth, refuge lands must be regularly monitored: a) to assure that biological integrity, diversity, and envi-

ronmental health are maintained; and b) to determine the effectiveness of management efforts by comparing results to desired outcomes.

A refuge does not exist in isolation. Habitat on many refuges can be threatened by external factors, such as contaminated air and water; altered or depleted water supply; and other land and water uses within the watershed. To maintain a healthy environment for fish and wildlife, refuges must be managed in concert with adjacent lands. The Service will work cooperatively with partners, private landowners, Tribes, local governments, and other federal agencies to sustain healthy habitats on refuge lands. The refuge system strives to be a model and demonstration area for habitat management to help foster broader participation in natural resource stewardship.

Healthy watersheds are necessary to sustain quality habitat on lands in the Refuge System. There is a growing need to identify threats and contaminant issues that may compromise the integrity of refuge lands. To sustain the health and diversity of refuges, Service managers need sound information about the condition of the lands and resources.



The Service will manage habitats through moist-soil management; manipulation of impoundment water levels; prescribed fire; cooperative haying, grazing, and farming. Rather than hold water high in impoundments year-round just for waterfowl, levels are timed to provide habitat for migrant shorebirds or to accommodate fish passage and spawning. Rather than plant tame grasses just for ducks, a full array of native grasses start to become available to help rebuild diversity of both prairie animals and prairie plants. The Service will restore previously drained wetlands, replant native grasslands or forests, protect water rights, resolve contaminant problems, and put in place infrastructure for required habitat management.





The National Wildlife Refuge System has received a clarified mission and priorities in recent legislative direction through the *National Wildlife Refuge System Improvement of 1997*. Shortly thereafter, a national conference was

convened which coalesced a vision for the future of the refuge system printed in 1999 under the title "Fulfilling the Promise". In 2000, Congress in a bi-partisan effort passed the *National Wildlife Refuge System Centennial Act* in acknowledgment of the upcoming centennial of the system in 2003. The Act provides for broadened public understanding and appreciation of these unique natural treasures, expanding partnerships for their care, and strengthening the stewardship and infrastructure of the 535 refuges and thousands of small prairie wetlands that make up the Refuge System. Collectively these developments provide a strong foundation for future improvement to management of lands within the refuge system.

Budgetary resources in FY 2002 to restore and enhance habitats on refuge lands are expected to be the similar to FY 2001. Habitat management activities are also influenced considerably by weather events and expanded fire management capabilities should lead to greater use of prescribed fire on refuges. FY 2002 acres annually managed or enhanced and acres restored could decline in 2002 by 1 to 3% below FY 2001; however, actual accomplishments in 2000 exceeded targets and it is expected that 2002 amounts will be similar to the amount currently projected for 2001.

Benefits Derived

- Refuges are anchors for biodiversity and ecosystem-level conservation and the System is a leader in the preservation and management of unique natural treasures.
- Protecting, restoring, and annually managing or

enhancing lands greatly increases their value for wildlife.

- Refuge System lands are biologically diverse, maintain their integrity, and are environmentally healthy.
- Secure and healthy refuge habitats allow endangered species to recover and reduce the need for future listings.
- A healthy refuge system provides an enduring legacy of healthy fish, wildlife, and plant resources for people to enjoy today and for generations to come.
- Important secondary benefits such as flood abatement, water and air quality improvement, and protection of scenic beauty also accrue to refuges.
- Even more value will be added to the System over time as strategic acquisition of new lands continues to occur.

FY 2000 ANNUAL PERFORMANCE REPORT:

Goal: 2.1.1 By September 30, 2000, meet the identified habitat needs of the Service lands by ensuring that 93,883,301 acres are protected, of which 3,377,260 acres will be enhanced or restored. (Goal discontinued in FY 2001]

Report: Goal Exceeded

One of the FY 2000 performance targets was to protect 93,883,301 acres with the National Wildlife Refuge System (NWRS), by removing or reducing threats to wildlife and habitat integrity. The Service exceeded the target by protecting an additional 79,245 acres above the FY 2000 level.

For the FY 2000 revised final annual performance plan, the target acreage to be enhanced or restored was 3,377,260, which included the acreage contribution of the North American Wetlands Conservation Fund (NAWCF). Subsequently, we determined that the NAWCF actual and target acreage was estimated acreage in the approved NWACF grants. Thus, to correctly compare actual acres enhanced or restored, the NAWCF proposed acres was removed from both the FY 2000 Plan and FY 2000 Actual. Therefore, we adjusted the enhanced/restored target to reflect only the acreage to be completed by the Division of Refuges. Thus, we exceeded the target, 3,270,333, by 17,431 acres. The



actual acreage enhanced/restored by the NAWCF will be reported at a later date.

For FY 2001, this goal will be revised. The enhanced or restored acreage in the NWRS will be split into 3 separate categories; (1) the number of acres of habitat annually managed or enhanced; (2) number of acres of habitat restored during the year, and (3) number of acres enhanced by controlling aquatic and terrestrial invasive species. This realignment will allow more precise monitoring of habitat improvement efforts within the NWRS. In addition, a new annual performance goal has been established to develop standardized methods to measure biological diversity and environmental health on all refuges. New policies are being developed for this effort which is called for in the *National Wildlife Refuge System Improvement of 1997*. A workgroup has been assembled to develop standardized approaches for monitoring environmental health of refuges.

FY 2000 HIGHLIGHTS

Significant Land Acquisition Accomplishments in Fiscal Year 2000

The U.S. Fish and Wildlife Service added fee title or other interests in nearly 325,710 acres of land in Fiscal Year 2000. The number of National Wildlife Refuges increased from 521 in FY 1999 to 530 in FY 2000. Six new units were established as part of the National Wildlife Refuge System in FY 2000 – the John W. and

Louise Seier NWR in Nebraska, Big Oaks NWR in Indiana, Cat Island NWR in Louisiana, Guadalupe-Nipomo Dunes NWR in California, North Dakota Wildlife Management Area in North Dakota, and the Northern Tallgrass Prairie NWR in Minnesota. In addition, four divisions of the Mark Twain NWR in Missouri, Illinois and Iowa were renamed the Port Louisa, Two Rivers, Great River, and Middle Mississippi River National Wildlife Refuges.

John W. and Louise Seier NWR: Established in Rock County, Nebraska, through a donation by the Johnnie Seier, Inc. Trust. The refuge is made up of predominately upland sandhill prairie, and temporary and seasonal wetlands. It provides important habitat for all sandhill species of resident wildlife, as well as nesting habitat and migration resting sites for waterfowl, neotropical birds, shorebirds and wading birds.

North Dakota Waterfowl Management Area: Established to restore and protect critical tallgrass prairie habitat in eastern North Dakota, primarily through the purchase of easements from willing sellers. Native tallgrass prairie is one of the most endangered and fragmented forms of wildlife habitat in North America. Ninety-nine percent of the original prairie is gone in this Region.

Cat Island NWR: Established in West Feliciana Parish, Louisiana with the acquisition of a 632-acre tract from the Louisiana Nature Conservancy. This is



FWS firefighters monitor prescribed burn at Florida Panther NWR - controlled burns are an important tool to promote healthy vegetation benefitting wildlife.

Significant Land Acquisition Accomplishments in Fiscal Year 2000

State	Unit Name	Acres	Date Established
Nebraska	John W. and Louise Seier NWR	2,400	10/26/1999
North Dakota	North Dakota WMA	11,897	02/25/2000
Louisiana	Cat Island NWR	632	05/30/2000
Indiana	Big Oaks NWR	51,000	06/30/2000
California	Guadalupe-Nipomo Dunes NWR	2,553	08/01/2000
Minnesota	Northern Tallgrass Prairie NWR	66	09/15/2000

the first acquisition of a timber company parcel containing 9,500 acres. The remainder of the property will be added as funds become available. The Island is unique in that it has the national champion bald cypress tree located within its boundary and is along an unlevied portion of the Mississippi River.

Big Oaks NWR: Established on the site of the Department of the Army's former Jefferson Proving Ground near Madison, Indiana, through a 25-year real-estate permit with the Army. The refuge provides habitat for 120 species of breeding birds, the federally endangered Indiana bat, and 41 species of fish. It is also home to white-tailed deer, wild turkey, river otters and coyotes. The Indiana Department of Natural Resources has identified 46 rare species of plants on the site.

Guadalupe-Nipomo Dunes NWR: Established through a donation by The Nature Conservancy which received it in a transfer from the California Coastal Conservancy. The purpose of the refuge is to conserve the central California coastal dune and associated wetland habitats and assist in the recovery of native plants and animals that are federally listed as threatened or endangered. More than 86 species of migratory waterfowl and shorebirds use the refuge and surrounding areas, including over a million whimbrels during their spring migration. The western snowy plover, California least tern, California brown

pelican and California red-legged frog are among listed species occurring on the refuge.

Northern Tallgrass Prairie NWR: Established to preserve and restore the northern tallgrass prairie and associated habitat throughout various locations in western Minnesota and northwestern Iowa. The lands are usually the only remaining cover available to grassland-dependent wildlife in a predominantly agricultural area. Eleven species of wildlife and plants found in the project area are federally listed under the Endangered Species Act.

Refuge Habitat Conservation & Restoration Efforts

Merritt Island National Wildlife Refuge - Florida
The multi-phased, multi-agency marsh restoration project at Merritt Island National Wildlife Refuge in Florida to enhance wetland resources continued this year on impoundments created in the 1950's for mosquito control. The results of this effort over the past several years have been excellent. This effort includes enhanced water-wetland management, wetland-estuary reconnection, and complete estuary wetland restoration by dike removal to allow natural hydrological conditions.



Chassahowitzka National Wildlife Refuge - Florida

A section of eroded mangroves was planted with *Spartina alternifolia* on Tarpon Key/Pinellas National Wildlife Refuge last March. This cooperative effort was funded through a U.S. Fish and Wildlife Service/National Audubon Society/Florida Coastal Islands Sanctuaries grant. Over 50 students from Dixie Hollins High School, Tampa, Florida planted 3,000 plants in 45 minutes. Hubbard's Marine donated a pontoon boat to transport the students to the island. Additional participants included Tampa Bay Watch and National Oceanic and Atmospheric Administration.

Imperial NWR - Arizona

On this refuge, U.S. Bureau of Reclamation and Ducks Unlimited continued restoration work on 115 acres of wetlands including planting 18,600 cottonwood and

willow trees. Eight acres were also restored by planting native cottonwoods. A water delivery system was completed to improve 80 acres of wetland habitat.

Goal: 2.1.2 By September 30, 2000, complete 80 percent of contaminated cleanup projects on Service lands. [Goal discontinued in FY 2001]

Report: Goal Met

For the FY 2000 revised annual performance plan, the annual target was to complete 80% (19/24) of contaminated projects. After FY 2000 Appropriations, the target was reduced to 17/22 or 77%, due to program funding reductions. Thus, the revised target, 77%, was achieved. These projects, focus on site investigation, monitoring and cleanup on Service lands, improving the quality of habitats for fish and wildlife.



Performance Measure	1. # of acres annually managed/enhanced in the NWRS. 2. # of acres of refuge habitat restored in the NWRS.
Data Source	All information is collected, reported, and analyzed by the Division of Refuges and Division of Realty.
Data Validation	See Data Verification and Validation, Page 102
Verification	<u>Added acres</u> : Initial data is maintained in Regional Realty Offices and then forwarded to the Washington Office Division of Realty for quality control, final editing, and assembly of final document. <u>Improved/Enhanced /Restored Acres</u> : Reported data are assembled at field stations, then forwarded to Regional Offices for quality control and consistency checks, and then subsequently forwarded to Washington Office for final editing and national roll-up. Regional inspection of field stations also include review of data collection and management efforts. Data is collected and aggregated in field and regional offices. Formal reporting sources include Annual Report by Refuges; Division of Realty- Real Property Management Information System & Annual Report of Lands Under Control of the U.S. Fish and Wildlife Service; and Refuge Comprehensive Accomplishment Report.
Data Limitations	Habitat management activities are influenced by weather conditions, and also upon the continuing commitment of Service partners.
Planned Improvements	See Data Verification and Validation, Page 102
Baseline	FY 1997: 2,386,856 acres improved/enhanced. FY 1997: 95,144 acres refuge habitat restored. FY 1997: 92,874 acres added to refuge system

HABITAT CONSERVATION: A NETWORK OF LAND & WATER

2.2 STEWARDSHIP OF SERVICE FACILITIES

Long -Term Goal 2.2 — By 2005, 23 percent of mission critical water management and public use facilities will be in fair or good condition as measured by the Facilities Condition Index.

Annual Performance Goal 2.2.1 — By September 30, 2002, 5.7 percent of mission critical water management and 8 percent of public use facilities will be in fair or good condition as measured by the Facilities Condition Index above the previous year.

Performance Measures	FY 98 Actual	FY 99 Actual	FY 00 Plan	FY 00 Actual	FY 01 Final Plan	FY 02 Proposed
1. # of facilities with mission critical water management facilities in fair or good condition (Baseline = FY 1999 data: # of water management facilities= 10,159)	----	3,481 *	406 4%	533 5.2%	422 4.1%	582 5.7%
2. # of facilities with mission critical public use facilities in fair or good condition. (Baseline = FY 1999 data: # of public use facilities= 4,289)	----	1,597*	172 4%	179 4.1%	179 4.1%	355 8.35

* FY 1999 actual data not based on the Facility Condition Index.

Goal Purpose

The primary objective of this goal is to improve the condition of fish and wildlife resources and ensure employees and visitors safe use and access by providing critical maintenance on National Wildlife Refuges and National Fish Hatcheries. The focus will be to: (a) identify Servicewide maintenance and rehabilitation needs, (b) establish maintenance and construction priorities based on critical health, safety, natural, and cultural resource projects, (c) reduce the current backlog of maintenance projects by 8.6 percent, (d) reduce pollution on Service lands, and (e) ensure that Service employees and visitors continue to have safe access and use of refuges and hatcheries.

Resource Condition

A wide array of equipment and facilities is necessary to carry out the extensive variety of land management and public use functions on refuges and hatcheries. Adequate maintenance of facilities and equipment is essential to the efficient and effective management of

lands. The management of data related to maintenance is undergoing substantial change within the Department of the Interior. Emphasis is shifting from a tendency for agencies to focus on size of maintenance backlogs to focusing on condition of facilities. This change in approach will require improved data to describe and estimate the replacement value of all equipment and facilities. Data ownership of personal property is available but replacement costs have not been fully analyzed. Data on ownership of real property is available





for buildings but is not comprehensive for many other facilities such as dikes, water control structures, bridges, and fences.



Service infrastructure includes 10,159 mission critical water management facilities and 4,289 mission critical public use facilities. The Service manages more than 5,000 buildings, 2,000 utility systems, about 5,500 miles of public roads, over 10,000 miles of dikes, 23,000 water control structures, 690 dams, over 10,000 miles of fences, 2,500 public use structures such as boardwalks, observation platforms, kiosks, or boat launch sites; 4,000 transportation vehicles such as passenger cars, pickups, heavy trucks, boats, ATVs, and airplanes; about 4,000 items of construction or agricultural equipment such as tractors, mowers, dozers, backhoes, trailers, graders, and forklifts; and thousands of tools, pumps, scientific equipment, optics, etc.

Collectively, the replacement value of these items is estimated at nearly \$7 billion. Industry standards suggest that annual funding of maintenance be 2 to 4% of the replacement value of facilities. Over the past 10 years, Service facilities have received approximately 1% of the replacement value, resulting in a growing list of deferred maintenance projects. Based on a preliminary estimate of Facility Condition Index (cost of deferred maintenance projects as a fraction of the total capitalized value of the facility) the average refuge or hatchery facility must be characterized as in poor condition.

Goal Achievement and Strategies

The National Wildlife Refuge System and the National

Fish Hatchery System intend to apply their maintenance base funds and any increases to the priorities and projects identified through the five-year planning process initiated by the DOI. In so doing they will initially target projects associated with critical human health and safety risks, and secondly to critical resource protection projects.

Budgetary resources in FY 2002 for refuge maintenance will continue funding additional \$19 million in FY 2001 deferred maintenance funds provided in Title VIII of the Appropriations Act and a request for a \$10 million increase in FY 2002 to enhance maintenance capabilities. In addition, the Fisheries program received \$4 million and Law Enforcement received \$2 million for maintenance. The Title VIII funding should allow about 100 projects related to water management and public use to be completed by FY 2002. The Service's strategy is to focus on using about 40% of the \$10 million FY 2002 increase to work to prevent facilities from becoming deferred maintenance needs and about 60% to take corrective action on deferred maintenance projects. Preventive maintenance will occur by adding 33 maintenance staff to field stations who can pay regular attention to overall maintenance needs and take early corrective action to preclude major problems from developing.

The increase request calls for \$1.9 million in salary costs plus \$2.2 million in flexible annual maintenance funds to enable reaction to needs as they arise. An additional \$4 million will allow completion of about 41 deferred maintenance projects for a diversity of projects including water management facilities, roads, repair and replacement of heavy equipment such as tractors and dozers needed to maintain wetland impoundments, and public use facilities. The majority of these 41 projects are either directly or indirectly related to water management and public use management. Finally, an additional \$1.8 million will be devoted to modernization of maintenance efforts through improved data management and conducting condition assessments.

The Service is working to improve management of various databases dealing with maintenance, ownership, inspection, and management of its equipment and facilities:

- An integrated management information system (FacMIS) will increase data sharing and allow linkage of the Maintenance Management System (MMS), which tracks deferred maintenance needs, the Real Property Inventory (RPI), which tracks real property ownership and condition information, and financial tracking.
- Linking the MMS and RPI databases allows the computation of an objective facility condition index (FCI). Using the FCI, which is the cost of deferred maintenance projects as a fraction of the total capitalized value of a facility, the average facility in both the National Fish Hatchery System and the National Wildlife Refuge System must currently be characterized as in poor condition.
- A uniform, comprehensive facility condition assessment process is being implemented whereby real property is inspected every five years to document maintenance deficiencies and repair costs.

Collectively, the above efforts are providing continual improvement of maintenance and real property data and are improving both facility management and appropriation's accountability, with safety and resource protection as high priorities.

Benefits Derived

Among the more noticeable benefits anticipated from getting more field stations' critical water management facilities into good condition is the ability to more fully meet current demands by fish management plans for high-quality fish for recovery and restoration purposes. Better water facilities generally means better water quality and more water. In addition, it means fewer reports of fish loss incidents resulting from failed pumps, deteriorated backup generators, or from broken pipes. Thus, more fish can be available to fulfill production goals, as specified in approved restoration and recovery plans.

FY 2000 ANNUAL PERFORMANCE REPORT:

Goal: 2.2.1 By June 30, 2000, the baseline will be established for the Facilities Condition Index.
[Discontinued Goal]

Report: 2.2.1 Goal Met

The Service successfully met this performance goal by developing a baseline for mission critical water management facilities and mission critical public use facilities. This will provide the foundation for accurately measuring our progress toward the achievement of the long term goal.

Goal: 2.2.2 By September 30, 2000, 4% of mission critical water management and 4% of public use facilities will be in fair or good condition as measured by the Facilities Condition Index.

Report: 2.2.2 Goal Met

The Service successfully met this performance goal. For FY 2000, the Service exceeded its performance target for the number of mission critical water management facilities (533 actual compared to 406 planned) and public use facilities (179 actual compared to 172 planned) that are in fair or good condition.

The refuge system devoted \$3.4 million to the improvement of 333 water management facilities in FY 2000. The majority of projects were to improve capabilities to manage wetland impoundments for wildlife by rehabilitating or replacing levees, water control structures, culverts, canals, pumps, diversion structures, and water supply wells. Maintenance funds totaling \$2.9 million allowed the repair of 141 public use facilities. Projects included repair of visitor buildings, roads, parking areas, boat ramps, trails and boardwalks, and observation towers.

While this goal was met; data reliability is still less than desired. Considerable improvement occurred in FY 2000 to develop a more complete and accurate inventory of property owned by the Service and of estimating replacement costs for these assets. The Maintenance Management System, the database that inventories deferred maintenance needs was converted to a controlled web access system during FY 2000, making data more accessible throughout the organization. Work also continued on FacMIS, a computerized linking of a variety of legacy databases to enable better tracking of maintenance data. Condition assessment coordinators were hired in FY 2000 and are beginning the process of



inspecting all agency facility and equipment assets once every 5 years. This effort will improve accuracy and thoroughness of maintenance cost estimates over time and will enable the Service to better monitor the condition of all facility and equipment assets.



Performance Measure	1. # of facilities with mission critical water management facilities in fair or good condition 2. # of facilities with mission critical public use facilities in fair or good condition
Data Source	Information on replacement values is collected in the Real Property Inventory and information on maintenance costs is assembled in the Maintenance Management System. All data for both data sets is collected at field units throughout the Service.
Data Validation	See Data Verification and Validation, Page 102
Verification	Data for both the Real Property Inventory and the Maintenance Management System is initially assembled by National Wildlife Refuge System and National Fish Hatchery System field stations. Data undergoes quality control review within the Regional office and the National office. Reported data are assembled at field stations, then forwarded to Regional Offices for quality control and consistency checks, and then subsequently forwarded to Washington Office for final editing and national roll-up. Regional inspection of field stations also include review of data collection and management efforts.
Data Limitations	Cost estimates for replacement values can be difficult to estimate; data in field units, not kept current.
Planned Improvements	See Data Verification and Validation, Page 102
Baseline	FY 1999 Baseline: 3,481 critical water management facilities, 1,597 public use facilities

HABITAT CONSERVATION: A NETWORK OF LAND & WATER

2.3 HABITAT CONSERVATION OFF SERVICE LANDS

Long -Term Goal 2.3 — By 2005, improve fish and wildlife populations focusing on trust resources, threatened and endangered species, and species of special concern by enhancing and/or restoring or establishing 550,000 acres of wetlands habitat, restoring 1,000,000 acres of upland habitats, and enhancing and/or restoring 9,800 riparian or stream miles of habitat off-Service land through partnerships and other conservation strategies.

Annual Performance Goal 2.3.1 — By September 30, 2002, improve fish and wildlife populations focusing on trust resources, threatened and endangered species, and species of special concern by enhancing, restoring, or establishing 55,380 acres of wetland habitat, restoring 137,730 acres of upland habitats, and enhancing and/or restoring 1,235 riparian or stream miles of habitat off-Service land through partnerships and other conservation strategies.

Performance Measures	FY 98 Actual	FY 99 Actual	FY 00 Plan	FY 00 Actual	FY 01 Final Plan	FY 02 Proposed
1. # acres of wetlands habitat enhanced or restored. (includes NAWCF acres for FY 2001/2002)	47,384	66,029	47,860	64,726	77,581	55,380
2. # acres of upland habitat enhanced or restored.(includes NAWCF acres for FY 2001/2002)	70,516	58,840	103,235	149,431	200,731	137,730
3. # miles riparian or stream habitat enhanced or restored. (includes NAWCF acres for FY 2001/2002)	913	1,043	620	1,409	1,282	1,235

Workload and other Performance Statistics - - North American Wetlands Conservation Fund

Workload	FY 98 Approved Acres*	FY 99 Approved Acres*	FY 00 Plan Approved Acres*	FY 00 Approved Acres*	FY 01 Approved Acres*	FY 02 Approved Acres*
4. # acres of wetlands habitat enhanced or restored.	7,276	24,870	6,600	29,661	31,097 (Inc. in PM 1)	5,907 (Inc. in PM 1)
5. # acres of upland habitat enhanced or restored.	21,827	74,611	20,300	88,984	93,292 (Inc. in PM 2)	17,722 (Inc. in PM 2)
6. # miles riparian or stream habitat enhanced or restored.	24	82	22	98	103 (Inc. in PM 3)	19 (Inc. in PM 3)

* Note: For FY 1998, 1999, and 2000, the acres shown for Supporting Workload & Performance Statistics 4, 5, and 6 represent approved acres in the NAWCF grants, and do not represent actual acres or miles restored or enhanced. Actual acres and miles enhanced or restored will be reported at a later date. Therefore, this acreage is not included in performance measures 1, 2, and 3, which represent actual acres or miles restored. However, for FY 2001 and 2002, the acres and miles given in Supporting Workload & Performance Statistics 4, 5, and 6 are included in performance measures 1, 2, and 3, and actual acres and miles restored will be reported for FY 2001 and 2002.



Goal Purpose

The primary objective of this annual goal is to enhance and/or restore various important habitats off-Service lands to improve fish and wildlife populations. The focus will be on wetland, upland, riparian, and stream habitats that benefit those trust resources for which the Service has primary responsibility, including threatened and endangered species, migratory birds, anadromous fish, and certain marine mammals.

Resource Condition

Habitat is fundamental for self-sustaining populations of fish, wildlife, and plants as well as for functional ecosystems. The health of fish, wildlife, and plants is greatly affected by the quantity and



quality of their habitat. Declines of wildlife populations have paralleled declines in both the quality and quantity of habitats; surveys indicate that 56% of neotropical migratory bird species and 57% of waterfowl species are in decline. Population declines have resulted from a variety of factors including --- habitat loss, degradation and fragmentation, and competition from non-native species.

Wetlands – Nationally, more than 53% (approximately 100 million acres) of wetlands have been lost since colonial times, and wetland losses continue today. Wetland habitats cover 5% of the surface of the conterminous United States but contain approximately 30% of the flora. The November-December 1997 National Wetlands Newsletter reported that 46% of U.S. threatened and endangered species were wetland-associated. In addition, many of the wetlands still present on the landscape do not function at their full potential due to activities on the surrounding lands, including agricultural and urban development.

The following table includes the number of acres added for protection of migratory bird habitat of wetlands habitat protected the North American Wetlands Conservation Fund and represent estimated habitat conservation acreage included in approved grant projects to federal, state, and local governments, Tribes, and public.

Number of acres added through the North American Wetlands Conservation Fund for protection of migratory bird habitat.

Acres Added*	FY 98 Approved Acres* (actual)	FY 99 Approved Acres* (actual)	FY 00 Plan Approved Acres* (plan)	FY 00 Approved Acres* (actual)	FY 01 Approved Acres* (final plan)	FY 02 Approved Acres* (proposed)
7. # acres of wetlands habitat	11,418	37,253	5,357	32,693	32,224	8,535
8. # acres of upland habitats	34,253	111,759	16,400	98,079	96,671	25,605
9. # acres of riparian habitat	228	745	109	654	644	171

* Note: For FY 1998, 1999, and 2000, the acres added in the NAWCF grants, do not represent actual acres or miles restored or enhanced. Actual acres and miles enhanced or restored will be reported at a later date. However, actual acres and miles restored will be reported for FY 2001 and 2002.



Upland habitats – This critical habitat has been lost or severely degraded through a variety of land use practices. Some portions of the Nation, such as the intensively farmed Midwest and

southern Plains states, have less than 1% of their original native upland vegetation. Approximately 26% of the Nation's forests have been converted to other land uses. Approximately 90% of tall grass prairie in the Midwest and great plains has been destroyed. More than 70% of the Nation's riparian areas have also been converted to other land uses, or degraded by surrounding agricultural and urban activities.

Rivers and lakes – These habitats cover less than 1% of the Earth's surface, but contain 12% of the world's known animal species, including 41% of all known fishes. Aquatic habitats are rapidly being converted to other land uses, or are being degraded by agricultural and urban activities. Loss of aquatic habitats is the primary cause of aquatic species extinctions, ESA listings, and fishery stock declines. Nearly one-third of all fish, two-thirds of all crayfish, and three-fourths of freshwater mussels are at risk of extinction, largely due to habitat loss. Only 2% of the Nation's 3.1 million miles of rivers remain free flowing. More than 75,000 dams six feet or higher and 2.5 million smaller dams block or impede fish passage, blocking more than 600,000 miles of stream habitat. Numerous other obstructions also impede passage, including poorly designed culverts and dikes, unscreened water diversion facilities, and collapsed stream banks.



These ecosystems are important habitats for a large

number of Federal trust species and are important to reducing flooding, decreasing sediment and nutrient loads, and the protection and improvement of the quality and quantity of the nation's waters. With more than 70% of the Nation's lands in non-Federal ownership, most of the opportunities for enhancing and restoring these habitats lie with the private landowner.

Goal Achievement and Strategies

This goal will be achieved by: (1) increasing voluntary habitat restoration opportunities through the North American Waterfowl Management Plan's joint ventures, the Partners for Fish and Wildlife Program, the Coastal Program, and the North American Wetlands Conservation grants, (2) restoring of damaged natural resources and habitat – particularly focusing on the Great Lakes, Missouri River, and Caribbean ecosystem areas, (3) improving and restoring riparian and riverine corridors that will provide fisheries access to spawning and rearing habitats, improve water quality, preclude the need to list species under the ESA, and restore and recover listed aquatic species, (4) providing expanded technical assistance and planning capabilities to Federal and state agencies, communities, and individuals to more effectively resolve environmental issues associated with development projects, permit activities, and hydropower projects, and (5) increasing outreach and education about habitat conservation and enhancing and/or restoring fish and wildlife habitat on private lands.

Benefits Derived

- **Sustainable Fish and Wildlife Populations**
 - Restoration and enhancement of fish and wildlife habitats will increase populations of Federal trust species. Improved habitats and increased populations of Federal trust species will preclude the need to list declining fish, wildlife, and plant species. Sustainable fish and wildlife populations will provide additional opportunities for people to enjoy these resources (e.g., fishing, hunting, and bird watching).
- **Restoration of Healthy Watersheds**
 - Habitat restoration will improve watersheds and associated ecosystem health. Wetlands are critical to the health of our Nation's wildlife populations and



they provide important economic benefits to society. Restoration of drained and impaired wetlands helps improve water quality and reduce the flood-related losses. They act as discharge points when groundwater elevations are high and as recharge areas when groundwater levels are low. They filter excess nutrients and other materials from the water.

– Streams and rivers are the arteries that carry the life blood of the Nation. Their importance both past and present for transportation, water supply, food, recreation, and quality of life cannot be over estimated. In this new century Americans will continue to rely on our Nations's waterways for drinking water, to irrigate cropland, for transportation and commerce, and for recreational activities. Unfortunately many of these systems have been overused, abused or modified so that they no longer can sustain these important functions. Municipalities are increasingly having to expand their use of chemicals in order to purify drinking water, sedimentation is interfering with both transportation and recreational waterway uses, and declining populations of many fish that are resulting in reduced economic opportunities and in increased numbers of fish atar are imperilled. Stream restoration brings back these important biological and economic resources.

– Restoration and enhancement of estuaries and salt marshes will improve these extremely important habitats for shellfish such as scallops, shrimp, crabs, oysters and clams. Approximately two-thirds of the U.S. commercial fish species depend on estuaries and salt marshes for spawning grounds or nurseries.

– Native grassland restorations result in improved

soil quality and productivity, increased water infiltrations and reduced runoff and erosion. Invasive plant species removal from native grasslands benefits fish and wildlife species, as well as improves the economic viability of rangelands throughout the western U.S.

- Improve the Quality of Our Lives

– Habitat restoration projects help bridge the gap between environmental and economic health in our communities throughout the U.S. Habitat restoration projects will save local communities millions of dollars in flood control efforts. Re-establishing deep-rooted native grasses will minimize the loss of topsoil and reduce erosion. Vigorous stands of native grasslands enhance grazing land, improve water quality, and decrease the chances of invasion by exotic plant species.

– Restoration of fish and wildlife habitats will provide enhanced recreational opportunities (e.g., hunting, fishing, nature observation). Studies of these restoration sites will enhance our knowledge, understanding and appreciation of healthy fish and wildlife habitats. Some restoration areas are used as outdoor classrooms where educators instruct schoolchildren, other professionals and the public about the importance of these fish and wildlife habitats and land stewardship.

– Information gathered on the status and trends of various habitats will enable community planners and biologists to make sound environmental decisions. Early coordination during the project planning stages between planners and biologists will provide a better forum to balance development with the environment protections and restoration.



FY 2000 ANNUAL PERFORMANCE REPORT

Goal: 2.3.1 By September 30, 2000, improve fish and wildlife populations focusing on trust resources, threatened and endangered species, and species of special concern by enhancing and/or restoring or creating 47,860 acres of wetlands habitat, restoring 103,235 acres of upland habitats, and enhancing and/or restoring 620 riparian or stream miles of habitat off-Service land through partnerships and other identified conservation strategies.

Report: Goal Exceeded

The Service exceeded all the FY 2000 performance targets for this goal. Working with partners, the Service exceeded the wetlands habitat restoration target by 58 percent, (64,726 actual acres compared to 41,010 planned acres); the uplands restoration habitat target by 80 percent, (149,431 actual acres compared to 83,025 planned acres); and the riparian or stream habitat restoration target by 135 percent, (1,409 actual miles compared to 598 actual miles.)

FY 2000 HIGHLIGHTS

The Partners for Fish and Wildlife program, through proactive, voluntary agreements with private landowners, has been working to restore wetlands, native prairies, riparian areas, in-stream habitats, and other habitats

important to Federal trust species. In FY 2000, the Partners Program helped restore or enhance over 56,000 acres of wetlands on more than 3,600 sites. Approximately 93,000 acres of native grasslands were restored or enhanced. About 390 miles of riparian habitat and 104 miles of in-stream habitat were restored or enhanced. Nearly 200 miles of streams were reopened to fish passage. The following are a few examples of Partners projects from around the country.

Region 1 - Partners staff in California are restoring approximately 3.5 miles of in-stream and riparian habitat along Cherry Creek, in Mendocino County. The work is being completed in phases and includes dam removal, in-stream habitat improvements, and riparian enhancement. The project will improve spawning habitat for salmon and steelhead, and enhance riparian habitat for migratory birds.

Region 2 - During FY 2000, the development of "Schoolyard Projects" was, and will continue to be, a focal point for Region 2. They are committed to assisting as many public and private schools and universities as possible in developing "Outdoor Classrooms." In FY 2000, the Oklahoma Partners program completed 11 schoolyard projects that restored or enhanced 40 acres of fish and wildlife habitat. The schoolchildren and their communities benefit from these outdoor education opportunities.



Small dam on Cherry Creek before removal.



Chery Creek after dam removal.



This class at Creek Elementary School, in Mustang, OK, are investing their wetland's aquatic resources.

Region 3 - The Partners Program in Wisconsin has been actively restoring habitat on private lands for the endangered Karner blue butterfly. In FY 2000, Partners biologists verified that the Karner blue butterfly was using one of these grassland-savanna restoration sites. Karner blues have lost extensive amounts of habitat throughout their range and the Service's restoration activities are focusing on private lands with the greatest restoration potential. In September 2000, the Service's Green Bay Ecological Services Office and Wisconsin Private Lands Office received a Conservation Partner Award from The Nature Conservancy. The award was given in recognition of the Service's guidance and support of Karner blue butterfly habitat restoration and enhancement work on TNC and other private lands in Wisconsin.

Region 4 - In July 2000, the Florida Partners Program formed a partnership with the St. Johns River Water Management District to restore 578 acres of overgrown

scrub on the Buck Lake Conservation Area to viable scrub habitat for the threatened Florida scrub jay and other migratory birds. In the first year of this 3-year project, the partnership removed undesirable trees (i.e., 20-40 feet tall) from 23 acres and thinned pines on another 60 acres. Work was accomplished with minimal soil disturbance to hinder exotic plant establishment, including Brazilian pepper, cogon grass, and Chinese



Trees and other tall vegetation are being removed from this site to restore the area to suitable Florida scrub jay habitat.

tallow tree. The scrub jays do not currently inhabit this scrub unit, however there is one adjacent jay territory.

Region 5 - In Maine, the Partners program enhanced 762 acres of wetlands through the installation of beaver exclosures. An exclosure allows water flow through the beaver dam which prevents excessive flooding and saves the beaver dam. These "beaver-influenced" wetlands provide habitat to Federal trust species including: black duck, American bittern, marsh wren, sedge wren, olive-sided flycatchers, and other species of management concern.



Partners staff in Maine install a beaver exclosure fence and pipes to maintain water levels through a culvert.

Region 6 - Partners biologists in Colorado and Nebraska worked on several projects in FY 2000 to restore wetlands and riparian habitat for the whooping crane and other endangered species. Wetlands and riparian habitat in the San Luis Valley of Colorado are being restored or enhanced. Several Colorado projects were built with Partners assistance to support whooping crane recovery, and least tern and piping plover habitat. In central Nebraska, the Partners Program is restoring about 300 acres of river sandbars, islands, wet meadows, and native grasslands along the Platte River for roosting and foraging whooping cranes, and nesting and feeding least terns and piping plovers. Five projects in the Rainwater Basin area of south-central Nebraska restored or enhanced over 350 acres of shallow water habitat for whooping cranes.



Whooping Crane

Region 7 - In Alaska, the Partners program worked with the Sherman family during their family reunion to restore about 160 feet of eroding shoreline on Big Lake. A spruce tree revetment (embankment support) was installed to stabilize the shoreline. Landowner interest in this project and in the Partners Program has been impressive throughout the Big Lake region which is experiencing increased erosion due to jet ski and boat use. The Alaska Partners staff hope the interest will encourage other landowners to try more environmentally friendly erosion control techniques.



Restoration is a family affair! Sherman family members carry a fiber "log" that will be used to help stabilize the shoreline.

Performance Measures	1. Number acres wetlands habitat enhanced or restored. 2. Number acres upland habitat enhanced or restored. 3. Number miles riparian or stream habitat enhanced or restored.
Data Source	All information is collected, analyzed, reported by the Ecological Services/ Habitat Conservation Program; Fisheries/Fish and Wildlife Management Program; Refuges and Wildlife/Migratory Bird Management Program; and the North American Wetlands Conservation Fund.
Data Validation	See Data Verification and Validation, Page 102
Verification	Fisheries and Habitat Conservation Program Divisions review data for accuracy, consistency, and quality. Divisions conduct Field Station inspections. Reported data are assembled at field stations, then forwarded to Regional Offices for quality control and consistency checks, and then subsequently forwarded to Washington Office for final editing and national roll-up. Regional inspection of field stations also include review of data collection and management efforts.
Data Limitations	Restoration efforts involve multiple entities; possibility exists for double-counting, unless there is close coordination among Service programs.
Planned Improvements	See Data Verification and Validation, Page 102
Baseline	1. FY 1997; 58,300 wetland acres; FY 2000; 47,460. 2. FY 1997; 108,890 upland acres; FY2000; 103,325. 3. FY 1997; 345 miles; FY 2000; 620 miles riparian

MISSION GOAL 3 PUBLIC USE AND ENJOYMENT

The mission goal, Public Use and Enjoyment, recognizes the public benefit that Americans enjoy from experiencing fish, wildlife, and their habitats. The interdependence of the Service, its partners, and the American public with fish, wildlife, and their habitats are the foundation of this mission goal and the guiding factor in the development the long-term and annual performance goals. The intent of this mission goal is to inform and provide opportunities to the public to experience fish and wildlife resources in their natural settings.

The nation's ability to sustain ecosystems, and the natural heritage of fish and wildlife resources within them, will increasingly depend on the public's active participation in the stewardship of these resources. A growing number of our citizens lack the first-hand experience with fish and wildlife resources in their natural settings that past generations enjoyed. The growing diversity of the nation's population introduces many new population groups to this country that also lack first-hand experience with American fish and wildlife resources. These factors and others offer a challenge for the Service to provide environmental information in a manner that the public understands how their well-being is linked to the well-being of fish and wildlife populations and their habitats. The results of a knowledgeable public should be improved conservation of fish and wildlife in habitats throughout the country. For the long-term, the Service will focus on the following two goals:

3.1 Greater Public Use on Service Lands.

The Service plans to continue its tradition of excellence in interpretative programs and exhibits throughout its National Wildlife Refuge System and National Fish Hatchery System.

3.2 Opportunities for Participating in Conservation on Service Lands.

Improved communication and the opportunity to participate in the conservation and use of fish and wildlife resources will provide a balanced approach to conservation of fish and wildlife resources in this country. Private citizens, whose voluntary participation in fish and wildlife protection efforts have laid a foundation on which the Service operates today, have much to contribute to the continuing conservation of fish and wildlife resources.





LINK BUDGETARY RESOURCES TO MISSION GOAL 3 - PUBLIC USE AND ENJOYMENT

The following table provides a crosswalk of total appropriated funds to the third Mission Goal, Public Use and Enjoyment, for FY 2000 Enacted, FY 2001 Enacted, and FY 2002 President's Request.

Budget Activity/Subactivity (\$000)	FY 2000 Enacted		FY 2001 Enacted		FY 2002 President's Budget	
	Total	Mission Goal 3	Total	Mission Goal 3	Total	Mission Goal 3
Ecological Services	186,383	0	209,882	0	198,493	0
Endangered Species	106,072	0	120,947	0	111,814	0
Habitat Conservation	70,449	0	78,290	0	76,209	0
Environmental Contaminants	9,862	0	10,645	0	10,470	0
Refuges and Wildlife	281,571	83,008	326,356	90,007	340,816	92,014
Refuge Operations and Maintenance	258,977	83,008	299,678	90,007	314,664	92,014
Migratory Bird Management	21,598	0	25,684	0	25,159	0
Salton Sea Recovery	996	0	994	0	993	0
Law Enforcement	39,405	0	49,583	0	50,411	0
Fisheries	83,940	13,060	92,029	13,364	92,979	12,527
General Administration	123,244	24,958	128,966	27,074	124,053	25,023
Construction	53,528	0	71,358	0	35,849	0
Land Acquisition	61,938	0	121,188	0	164,401	0
Wildlife Cons. & Appreciation. Fund	797	797	795	795	0	0
National Wildlife Refuge Fund	10,739	0	11,414	0	11,414	0
North American Wetlands Cons. Fund	14,957	0	39,912	0	14,912	0
Cooperative End. Species Cons. Fund	23,000	0	104,694	0	54,694	0
Multinational Species Conservation Fund	2,391	0	3,243	0	3,243	0
Commercial Salmon Fishery	4,625	0	0	0	0	0
Federal Aid in Wildlife Restoration	0	0	49,890	0	0	0
TOTAL APPROPRIATIONS	886,518	121,822	1,259,200	131,239	1,091,265	131,158



PUBLIC USE AND ENJOYMENT

3.1 GREATER PUBLIC USE ON SERVICE LANDS

Long -Term Goal 3.1 — By 2005, compatible, wildlife-dependent recreational visits to National Wildlife Refuges and National Fish Hatcheries have increased by 20% from the 1997 level.

Annual Performance Goal 3.1.1 — By September 30, 2002, hunting, fishing, wildlife observation and photography, and environmental education visits to National Wildlife Refuges and National Fish Hatcheries increased by 2 percent over the previous year.

Performance Measures	FY 98 Actual	FY 99 Actual	FY 00 Plan	FY 00 Actual	FY 01 Final Plan	FY 02 Proposed
1. % increase in hunting, fishing, wildlife observation and photography, and environmental education visits over the prior year (1997 level = 33,206,405)	6%	4%	2%	3%	1%	2%
	35,341,846	36,803,070	37,539,131	37,905,234	38,289,914	39,055,712



Goal Purpose

The National Wildlife Refuge System and National Fish Hatchery System offer the public the opportunity to gain direct experience with the natural world and wildlife management concerns. Visitors to refuges and hatcheries represent a broad range of constituents including

hunters, anglers, wildlife and plant observers, and photographers. The intentions of this goal are to increase public participation and recreational opportunities on Service lands.

Resource Condition

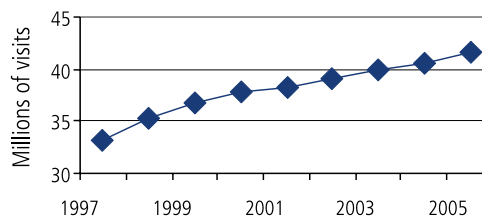
National Wildlife Refuge System

Approximately 98% of the land in the National Wildlife Refuge System is open to the public for wildlife dependent education and recreation. Visitors to refuges contributed more than \$400 million to local economies in 1995 based on the Service's economic evaluation in 1997. The National Wildlife Refuge System dedicates

almost 41% of its operating budget and more than 1,000 staff years support serving people. With 535 refuges and 37 wetland management districts scattered throughout the country, many are located within easy driving distance of most of the nation's human populations. Visitors are encouraged to enjoy wildlife in its natural surroundings and modest facilities are provided to help orient visitors and allow them to enjoy nature at its finest.

In 2000, more than 37 million people visited National Wildlife Refuges. Refuges are places where visitors can observe, learn about, and enjoy plants and animals in natural surroundings. Recently new legislation, the *National Wildlife Refuge System Improvement Act*, directed expanded opportunity for six primary public uses for refuges: wildlife photography, fishing, hunting, wildlife observation, environmental education, and interpretation.

Visits to Refuges and Hatcheries





National Fish Hatchery System

Nearly two million people visit the National Fish Hatchery System annually. National Fish Hatcheries are places where people can heighten their environmental awareness and become informed about fishery management and aquatic ecosystem management. Most hatcheries have visitor centers that provide information on the role of hatcheries and the importance of maintaining a quality environment for fish and other wildlife. Some National Fish Hatcheries provide nature trails, and outdoor laboratories for school groups, environmental organizations, and universities. Additionally, many National Fish Hatcheries have initiated cooperative programs with secondary schools providing instruction in fish biology, aquaculture, fishing, and ecosystem stewardship.

Goal Achievement and Strategies

The Service will achieve the FY 2002 performance of increased visits to refuges and hatcheries through increased outreach with local communities, school groups, and associations. The Service will enhance public use, environmental education, and interpretation services on 39 National Wildlife Refuges. The primary focus will be to enhance hunting, fishing, wildlife observation, wildlife photography, environmental education and outreach.



The National Wildlife Refuge System has received a clarified mission and priorities in recent legislative direction through the *National Wildlife Refuge System Improvement of 1997*. In FY 2000, Congress in a bipartisan effort passed the *National Wildlife Refuge System Centennial Act* in acknowledgment of the upcoming centennial of the National Wildlife Refuge System in 2003. The Act provides for broadened public understanding and appreciation of these unique natural treasures, expanding partnerships for their care, and strengthening the stewardship and infrastructure of the 535 refuges and thousands of small prairie wetlands

that make up the Refuge System. Collectively these developments provide a strong foundation for future improvement to both stewardship of lands within the refuge system and the associated enjoyment of nature by our visitors.

We are working diligently to apply minimum public use standards at all refuges. Adequate signage, orientation materials, and interpretive kiosks help guide visitors and give them an understanding of the refuge's role in natural resource conservation. Outreach efforts are designed to help visitors and the general public how individual land units fit into a larger national picture of natural resource conservation. We engage the public as

Comprehensive Conservation Plans are developed. Our refuge law enforcement program protects and serves both natural resources and our visitors.

Budgetary resources in FY 2002 to increase interpretive, recreational, and educational visits on refuge lands are expected to be the similar to FY 2001. Considerable attention will be being devoted to welcoming visitors to refuges as the National Wildlife Refuge System Centennial in 2003. This is expected to raise awareness about the refuge system and result in the 2% increase in visitation currently projected for 2001 and 2002.

Benefits Derived

Refuges offer visitor centers, auto tour routes, wildlife observation facilities, nature trails, interpretive tours, and outdoor classrooms, and teacher workshops. Along with on and off site education programs these activities help build an understanding and appreciation for wildlife, habitat, and the role management plays in the stewardship of America's resources. More than 50% of refuges offer recreational hunting and fishing. On other refuges, a solitary Wilderness experience is available where visitors can be inspired by experiencing areas completely "untrammelled by man". Approximately 90%

of refuge visitors participate in wildlife-dependent recreational and educational activities. Collectively, our management efforts are intended to assure that visitors find national wildlife refuges and fish hatcheries welcoming, safe, and accessible, with a variety of opportunities to enjoy and appreciate America's fish, wildlife, and plants in their natural environment.

Wildlife experiences on refuges and hatcheries inspire works of art, fine photography, nature writing, and provide precious relaxation and special memories that contribute to the overall quality of life of our country's citizenry. These benefits are a true legacy that extends beyond refuge boundaries as wildlife movements are not constrained by political or land ownership boundaries.

FY 2000 ANNUAL PERFORMANCE REPORT:

Goal: 3.1.1 By September 30, 2000, interpretive, educational, and recreational visits to National Wildlife Refuges and National Fish Hatcheries increased by 2 percent over the previous year.

Report: Goal Met

This goal was met for the National Wildlife Refuge System as total visits increased from 36.8 million in FY 1999 to 37.9 million in FY 2000, a net gain of 3% compared to the goal of 2% growth. During FY 2000, the Service proposed 10 new hunting and 7 new fishing programs on National Wildlife Refuges. The Service now offers 290 public hunting programs and almost 260 public fishing programs at refuges.





FY 2000 HIGHLIGHTS:

The **Alaska Maritime National Wildlife Refuge** hosted an environmental education program for 2,000 students this year in Homer, AK. Other youth camps held included Stewardship Camps in St. Paul, St. George, Unalaska and Sandpoint.

The **Bosque Del Apache National Wildlife Refuge's** Jr. Duck Stamp entries surpassed previous years by 40%, with 1300 entries. The Outreach Specialist visited 45 schools with 213 teachers and 2,655 students. Two staff members participated in Forestry Camp in the Jemez Mountains in June. The Annual Festival of the Cranes continued to be a highly successful event, which attracted about 10,000 visitors.

Cypress Creek National Wildlife Refuge hosted over three thousand youth and educators who participated in environmental education programs on the Refuge highlighting Cache River Wetlands restoration efforts. The National Fishing Week was celebrated on the refuge with special activities including a fishing derby and skills clinics; Illinois Department of Natural Resources and The Nature Conservancy joined Refuge staff to make it a very successful day.

Nashua National Fish Hatchery hosted approximately 5,000 students and adults from the Adopt-A-Salmon Family watershed education program, area schools, civic and scouting groups. The objective of this program is to provide students with a learning experience with a host of watershed-related issues through hands-on experiences with Atlantic salmon fry and parr. Unique conservation education learning experiences are also developed that focus on locally-relevant resource issues.

Performance Measure	Percent increase in interpretive, educational, and recreational visits.
Data Source	FWS owned data. Refuge Management Information System - Public Education and Recreation module. Fishery Information System, Accomplishment module.
Data Validation	See Data Verification and Validation, Page 102
Verification	Annual reports assembled at field stations, forwarded to Regional Offices for quality review and verification. Final information sent to Washington Office. Division of Fish Hatcheries reviews data for accuracy, consistency, and quality. AD-Fisheries certifies data.
Data Limitations	Visits can be impacted by weather patterns or economic trends. National Fish Hatcheries do not currently compile data; therefore, visitation data is subject to estimation error.
Planned Improvements	See Data Verification and Validation, Page 102
Baseline	FY 1997 = 33,206,405 visits

GREATER PUBLIC USE ON SERVICE LANDS

3.2 OPPORTUNITIES FOR PARTICIPATING IN CONSERVATION ON SERVICE LANDS

Long -Term Goal 3.2 — By 2005, increase volunteer participation hours in Service programs by 7%, and refuges and hatcheries have 155 new friends groups above the 1997 levels.

Annual Performance Goal 3.2 — By September 30, 2002, volunteer participation hours in Service programs will be increased by 5% and refuges and hatcheries have 120 new friends groups above the 1997 levels.

Performance Measures	FY 97 Actual	FY 98 Actual	FY 99 Actual	FY 00 Plan	FY 00 Actual	FY 01 Final Plan	FY 02 Proposed
1. % increase in volunteer participation hours from 1997.	----	15%	-4%	5%	<1%	2%	5%
	1,335,738	1,396,000	1,277,207	1,402,524	1,332,875	1,360,000	1,403,000
			*				
2. # new friends groups	63	95	120	161	135	171	183
		(+32)	(+89)	(+98)	(+72)	(+108)	(+120)

* FY1999 actual accomplishment data reflects final adjustments

Goal Purpose

The purpose of this goal is to a) provide opportunities for members of the public who wish to take an active role in the conservation of fish and wildlife through support of Service programs and activities, and b) offer additional public recreational opportunities on refuges and hatcheries through volunteer assistance that would not otherwise be available.

Resource Condition

For nearly 100 years, the Refuge System has tapped into an almost unlimited reservoir of support from individuals, organizations, academia, nonprofit groups, community leaders, and businesses. With the passage of the *Volunteer and Community Partnership Act of 1998*, the Refuge System has legislative authority to vigorously address current barriers to engaging volunteers and community partners in our daily work.

Because the Fish and Wildlife Service is the principal Federal agency responsible for conserving, protecting, and enhancing fish, wildlife, and plants and their habitats, we could not begin to carry out these tremendous responsibilities without the assistance of volunteers and

our friends groups. They accomplish 18-20% of work that we would not accomplish without their efforts. Their efforts save taxpayers more than \$14 million per year.





Volunteers are recruited and trained to assist in a variety of refuge activities including habitat management, education, public use, maintenance, and research. These hands-on experiences provide tremendous benefits to refuges while increasing public understanding and appreciation of wildlife resources and management of wildlife resources. Volunteers and partners also assist in the conduct of many of the migratory bird surveys each year. Approximately 50,000 staff hours are contributed by volunteers in this effort.

Goal Achievement and Strategies

Volunteers are recruited and trained to assist in a variety of refuge activities including habitat management, education, public use, maintenance, and research. These hand-on experiences provide tremendous benefits to refuges while increasing public understanding and appreciation of wildlife resources and management of wildlife resources. Working side-by-side with Service employees, volunteers on every level protect, conserve and restore our nation's fish, wildlife, plants, and habitat. To ensure a constant supply of volunteers the Service must deploy a variety of strategies:

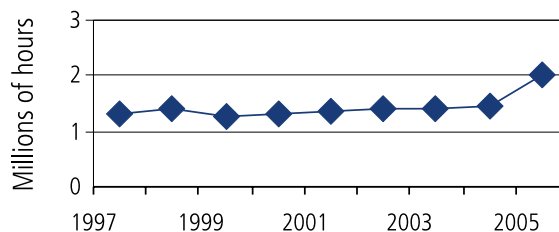
- Implement cooperative agreements with private groups and academic institutions to make information about volunteering and its benefits more readily available to individual citizens and guests. Recruitment will also be conducted on the Service's home page on the Internet (<http://refuges.fws.gov/>), where a volunteer database provides access to information about available volunteer positions.
- Host workshops and training sessions for volunteers

and prospective partners to increase the effectiveness of volunteer partnerships, to strengthen ties with local communities, and to assist in improving existing and initiating new friends organizations.

- Implement the Volunteer and *Community Partnership Enhancement Act of 1998*. This Act will encourage more volunteer recruitment and training thereby resulting in increased public understanding and appreciation of wildlife resources and management of wildlife resources.

Budgetary resources in FY 2002 to increase volunteerism and friends groups on refuge lands are expected to be the similar to FY 2001. However, since the Refuge System Centennial in 2003 is likely to increase public interest in refuges, growth in volunteers and friends organizations is likely to occur. Slowed growth in FY 2000 may suggest that the refuge system may be reaching a saturation point for supporting these individuals and groups. Lack of sufficient staff to provide the encouragement and attention, and the remoteness of may refuges may soon become a much more limiting factor.

Volunteer Participation Hours



Benefits Derived

- Volunteers will develop a greater understanding and appreciation of refuges, hatcheries and other areas through their hands-on experiences, thereby helping protect, conserve, and restore our nation's fish, wildlife, plants, and their habitat.
- Volunteers will enable expansion of the number of field projects, information and education programs,

recreational opportunities, and propagation programs undertaken by the Service.

- Creation of additional friends groups will supplement the Refuge System's interpretation education, biological, and public service programs. These groups supplement the Service's interpretation, education, biological, and public service.

FY 2000 ANNUAL PERFORMANCE REPORT:

Goal: By September 30, 2000, volunteer participation hours in Service programs increased by 5% and refuges and hatcheries have 98 new friends groups from 1997 levels.

Report:

Goal 3.2.1 – Volunteer Participation – Goal Not Met

The Service experienced fewer volunteer hours in FY 2000 than in FY 1997 indicating that the performance goal of 5% growth per year is unrealistically high. The number of volunteers that can be accommodated may be near the saturation point. Lack of staff time to nurture and develop volunteer programs may be the cause of this stabilization. The Refuge System is presently

understaffed by professional resource managers and is unable to redirected current refuge staff time to provide additional support to the volunteer program without adversely impacting resource management responsibilities on Service-lands.

Goal 3.2.1 – New Refuge Friends Groups – Goal Not Met

For FY 2000, the Service is enjoying partnerships with an additional 72 friends groups over the FY 1997 level. However, this level is below the performance target set for FY 2000 of an additional 98 friends groups. The long term goal for adding friends groups are likely overly optimistic. Large increases in number of friends groups are showing signs of diminishing as groups are already in place at larger, more heavily visited refuges. Remaining refuges are less likely to attract sufficient interest to form these officially organized support groups. Further, it is very difficult for smaller refuges, fewer refuge personnel to organize and support these groups since there are considerable administrative tasks associated with managing these groups. Interested individuals at smaller more remote refuges may opt to support refuge field stations by volunteering as an individual rather than establishing an larger support organization.

FY 2000 HIGHLIGHTS - VOLUNTEERS:

Arthur R. Marshall Loxahatchee National Wildlife Refuge - The dedication of 222 volunteers donating 9,984 hours is what made possible the 101 special events on the refuge and an enhanced experience for 140,000 visitors, 4,000 of which participated in special environmental education programs. Volunteers gave off-site programs, led interpreted tours, served as rovers on trails, and helped develop and maintain a new butterfly garden.

Hobe Sound National Wildlife Refuge - The vast majority of refuge outreach was conducted by a cadre of highly talented, passionate volunteers who contributed over 1,700 hours (as compared to the staff's available 152 hours) to reach over 11,000 people on-site and nearly 26,000 off-site. Volunteers led most of the 70 special events on the refuge, donating 8,700 hours to provide visitor services to almost 123,000 people.

Okefenokee National Wildlife Refuge - Volunteers planted over 30 acres of Lingle pine. Volunteers/staff took the Oke Festival to Zoo Atlanta for the second year, where exhibits were visited by more than 5000 people. Several volunteer groups replaced over 4,000-ft of boardwalk. Volunteers run the holiday greeting card contest. Volunteers assist the refuge biologist with bird surveys, wildlife counts and water quality testing. Volunteers maintain the refuge landscaping, assist staff with construction, painting and heavy machinery operation. Volunteers participate in bookstore operations. Volunteers provide guided tours through refuge and assist in environmental education programs.



FY 2000 ANNUAL PERFORMANCE REPORT: Discontinued Goal

Long Term Goal: 3.4 Through 2003, 100% of mitigation fish hatchery production requirements are satisfied related to federal water development projects.

Annual Performance Goal: 3.4.1 By September 30, 2000, 93 percent of mitigation production requirements are satisfied relating to federal water development projects.

Report: Goal Exceeded

The Service measured success in achieving this goal through three performance measures -- the number of fish eggs produced, the number of fish produced and the pounds of fish produced. The Service produced 29.2 million fish eggs, 66.8 million fish and 3.6 million pounds of fish. This resulted in providing 130% of mitigation production requirements for FY 2000.

Fishery Mitigation

In the Southeastern U.S., fishery mitigation is necessary because the Federal dams on some river systems have drastically altered the environmental conditions of the waters below the dams constructed by the U.S. Army Corps of Engineers and Tennessee Valley Authority. The fundamental purpose of fishery mitigation is to compensate for adverse impacts to fishery resources caused by the construction of Federal dams or Federal water development projects. Fisheries mitigation in the Southeast

Region utilizing National Fish Hatcheries consists of stocking trout species (rainbow trout, brook trout, brown trout and lake trout) in waters impacted by Federal dams. In the Southeast Region six mitigation hatcheries stock over 7 million fish annually to support mitigation efforts. Without these hatcheries, these altered environments created as a result of Federal dam construction would be void of any type of fishery. Additionally, the resulting fishery has substantial economic and quality of life benefits. Recreational angling dependent on the six hatcheries generates over \$100 million annually in direct expenditures and over \$200 million in related economic activity.



Performance Measure	1. Percent increase in volunteers participation hours from 1997. 2. Increase in friends groups from 1997.
Data Source	Data is collected in Refuge Management Information System - Refuge Comprehensive Accomplishment Report. Division of Refuges manages the database.
Data Validation	See Data Verification and Validation, Page 102
Verification	Annual reports are assembled at field stations and forwarded to regional offices for quality review and verification. Final information sent to Washington Office
Data Limitations	Activities of some friends groups vary, sometimes causing confusion as to whether an individual group should be counted or not.
Planned Improvements	See Data Verification and Validation, Page 102
Baseline	FY 1997: 1,335,738 volunteer participation hours. FY 1997: 63 friends groups

MISSION GOAL 4 PARTNERSHIPS IN NATURAL RESOURCES

The purpose of this mission goal is to support and strengthen partnerships with Tribal Governments, States, local governments, and others in their efforts to conserve and enjoy fish, wildlife, plants, and habitats. The Service, in response to feedback received during our fall 1999 strategic planning stakeholder and employee consultation sessions, added this fourth mission goal to more fully reflect our commitment to support our partners' efforts in the conservation of fish, wildlife, plants, and their habitats. This mission goal, Partnerships in Natural Resources, encompasses the statutory mandates, and agreements where the Service has responsibility or can assist in the conservation of natural resources. As the Service strives to create a stronger system for maintaining or improving environmental systems essential to the sustainability of fish and wildlife, we know this job cannot be done alone. The intention of this goal is to focus our efforts to support a network of working relationships by building on common interests and values to achieve the greatest possible benefit for the resources.

4.1 Tribes

We understand our trust responsibility to Native American Tribes. The Service is committed to working with Tribes to assist them in the protection and conservation of fish, wildlife, plant, and habitat resources. The Service has a long history of working with Native American governments in managing natural resources. These relationships are expanding, within the Service's available funding, by improving communications and cooperation, providing fish and wildlife management expertise and assistance and respecting the traditional knowledge, experience and perspectives of Native Americans in managing natural resources. We are working to enhance partnerships with the Tribes to address specific resource issues. The long-term and annual goals acknowledge our commitment and support for Tribal partnerships.

4.2 States

The Service has partnered with State governments for many years in the conservation of fish and wildlife populations. State agencies are integral to the successful conservation of American fish and wildlife resources. Through the Sport Fish Restoration and Wildlife Restoration grants to States programs, States have been key contributors in the conservation of important fish and wildlife habitat, restoration of declining migratory bird populations, expanding populations of resident species such as wild turkey, white-tailed deer, pronghorn antelope, and American elk, and the development of wildlife management areas providing opportunities for birdwatching, nature photography, and other outdoor pursuits.





The Service administers a State grants programs in support of sport fish restoration and wildlife restoration activities. The Service maintains a Federal fiduciary responsibility to ensure that Federal grant funds are used consistently with legislative requirements. After the Service awards funds to States, each State has full responsibility and authority to implement funded actions. The Service recognizes that these assistance programs offer unique opportunities to build commonly held understandings about how to reach commonly shared goals for protecting and restoring fish and wildlife habitat throughout the United States. The long-term and annual goals set standards of performance for the Service over the next few years to improve the business operations and internal and external accountability of the grants programs.

4.3 Other Federal Agencies

Among the partners with whom FWS will work closely are other Federal agencies. The Service's responsibilities for threatened and endangered species, migratory birds, some marine mammals and fisheries intersect with or support the work of many other Federal departments. We must work closely with these Federal partners, to help ensure we direct our efforts in a way that complements Federal efforts and supports the achievement of common goals. This new element in our revised strategic plan underscores the importance of strong coordination among Federal partners.

4.4 Local Governments, Industry, and Public Organizations

It is at the local, community, and neighborhood level that natural resource issues often originate and are resolved. The Service engages and assists local leaders and communities in an effort to meet and resolve these challenges. The Service works with stakeholders across the country providing resource information of concern to them. The Service is employing new technologies to make information more accessible and relevant to the public. Public stewardship of fish and wildlife resources should reduce pressure to include habitats only in Federal reserves, and should minimize threats to species causing their listing as threatened or endangered under the *Endangered Species Act*. Public stewardship of natural resources will become increasingly important in this era of declining government budgets. As the public takes a more active role in maintaining its natural resource heritage, Federal dollars can be more effectively used to supplement local efforts to conserve fish and wildlife resources. The Service encourages public stewardship activities by offering a variety of voluntary grants programs for restoration of wetlands and upland habitats, important coastal areas and other conservation efforts.



LINK BUDGETARY RESOURCES TO MISSION GOAL 4 - PARTNERSHIPS IN NATURAL RESOURCES

The following table provides a crosswalk of appropriated and permanently appropriated funds to Mission Goal 4, Partnerships in Natural Resources, for FY 2000 Enacted, FY 2001 Enacted, and FY 2002 President's Request.

Budget Activity/Subactivity (\$000)	FY 2000 Enacted		FY 2001 Enacted		FY 2002 President's Budget	
	Total	Mission Goal 4	Total	Mission Goal 4	Total	Mission Goal 4
Resource Management	714,543	0	806,816	0	781,752	0
Construction	53,528	0	71,358	0	35,849	0
Land Acquisition	61,938	0	121,188	0	164,401	0
Wildlife Cons. & Appreciation Fund	797	0	795	0	0	0
State Wildlife Grants Fund	0	0	49,890	0	0	0
National Wildlife Refuge Fund	10,739	0	11,414	0	11,414	0
North American Wetlands Cons. Fund	14,957	0	39,912	0	14,912	0
State Wildlife Grants Fund	0	0	49,890	0	0	0
Cooperative End. Species Cons. Fund	23,000	0	104,694	0	54,694	0
Multinational Species Conservation Fund	2,391	0	3,243	0	3,243	0
Commercial Salmon Fishery	4,625	0	0	0	0	0
Federal Aid in Wildlife Restoration	0	0	49,890	49,890	0	0
TOTAL APPROPRIATIONS	886,518	0	1,259,200	49,890	1,091,265	0
Federal Aid in Wildlife Restoration	206,705	206,705	214,934	214,934	215,000	215,000
Sport Fish Restoration (Excludes Interest -- NAWCF)	256,317	256,317	248,603	248,603	294,845	294,845



PARTNERSHIPS IN NATURAL RESOURCES

4.1 TRIBAL GOVERNMENT

Long -Term Goal 4.1: Through 2005, improve fish and wildlife populations and their habitats by increasing our annual Service fish and wildlife assistance to Native American Tribes in furtherance of the Native American Policy to 85 training sessions, 2,688 Tribal participants, 210 technical assistance projects, 260 cooperative agreements, and 160 Tribal consultations *.

Annual Performance Goal 4.1 — By September 30, 2002 increase technical assistance to Tribes by providing 17 training sessions, 513 Tribal participants, 42 technical assistance projects, 52 cooperative agreements, and 32 Tribal consultations.

Performance Measures	FY 98 Actual	FY 99 Actual	FY 00 Plan	FY 00 Actual	FY 01 Final Plan	FY 02 Proposed
1. # of training sessions	-----	-----	-----	17	17	17
2. # of Tribal participants (baseline is being established in FY 2001)	-----	-----	-----	-----	486	513
3. # of technical assistance projects	-----	-----	-----	36	42	42
4. # of new or modified cooperative agreements	-----	-----	-----	44 Partners F / W	52 Partners F / W	52 Partners F / W
5. # of Tribal consultations	-----	-----	-----	94	32	32

* The long term goal targets have been adjusted, from those contained in the Fish and Wildlife Service Strategic Plan covering FY 2000 - FY 2005, to reflect FY 2000 actual accomplishment data projected over the five year period. The target numbers shown for each year are annual (not cumulative).

Goal Purpose

The purpose of this goal is to identify areas where both Federal and Tribal conservation efforts can most effectively conserve fish, wildlife, plants, and their habitats.

Importance of the Goal

This goal is important because it demonstrates to Native Americans our willingness and commitment to advancing conservation by working cooperatively with our

Tribal partners. In many instances, the Service's trust species are the same as the animals and plants that are deeply linked in the Native American culture and tradition. Through Memoranda of Agreement (MOA) with Tribes, we have helped enhance and restore listed species across the nation, such as the gray wolf, bald and golden eagles, and Black-footed ferret.

Where the Service provides training and hands-on tech-

nical assistance to Tribes, we can maximize conservation benefits for Tribal lands and for ecosystems overall. We have provided matching funds financial assistance for projects through our administration of the North American Wetlands Conservation Act. By closely communicating and building trust with the Tribes, we are able to develop mutually beneficial resource goals that often collaterally increase Tribes' economic potential, e.g., through tourism.



Goal Achievement and Strategies

We are pursuing a number of strategies to achieve our goal, as described in our 2000-2005 Strategic Plan. For this Annual Plan, we will focus on improving our government to government relations by actively seeking Tribal feedback on our policies, approaches (such as ecosystem management), and training and technical assistance priorities.

We will also expand our efforts to train ourselves to be more culturally sensitive and aware of relevant legal and policy issues that impact Tribes and natural resources and further our government to government relations. We will also explore developing career path training for Tribal natural resource managers on a larger scale.

We will continue and expand on our efforts to develop cooperative agreements for mutually beneficial restoration and enhancement activities and for improved communications that build a closer trust relationship. In

particular, our Liaisons will focus on using the Partners for Fish and Wildlife Program as a vehicle to develop cooperative agreements with Tribes. See definition of "cooperative agreement" under Appendix.

Regarding consultations, in 2000, the vast majority of the consultations we initiated were of a preliminary, scoping nature. Over the next four years, we will work with Tribes on more in depth consultations on important areas of mutual interest uncovered by our scoping consultations. In approximately five years, we will again initiate scoping consultations, as part of a cyclical process to identify and address mutual natural resource issues and identify areas where we can jointly achieve significant species and habitat restoration effects. To help facilitate consultations and communication in general, in 2001, Region 3 has updated its directory of Tribes located within that region, to include email and web site data for the first time.

Benefits Derived

Many Tribes take an integrated, holistic approach to resource management, which complements our ecosystem approach. This approach to resource management will enable more effective management of critical habitat on Tribal lands to ensure selective recovery of threatened and endangered species as well as preservation of varieties of fish, wildlife, and plant species.



FY 2000 ANNUAL PERFORMANCE REPORT:
(Annual Performance Goal 4.1.1 is new for FY 2001;
therefore, FY 2000 annual reporting is not applicable.)



Performance Measure	1. # of training sessions 2. # of Tribal participants 3. # of technical assistance projects for Tribes 4. # of cooperative agreements 5. # of Tribal consultations
Data Source	Regional and National Native American Liaisons will collect data from internal cross-program data sources, using a common data collection methodology. National Liaison will analyze, compile, and report on data.
Data Validation	See Data Verification and Validation, Page 102
Baseline	Baseline is currently being established in FY 2001. Some data exists for FY 2000, as shown on preceding table.
Verification	Data will be reviewed and verified by the Deputy Assistant Regional Directors - External Affairs, through the Regional Liaisons. The Deputy Assistant Director - External Affairs reviews and certifies accuracy and completeness of data, as compiled at national level by the National Liaison. All offices responsible for collecting and aggregating data use consistent procedures for data collection, entry, and reporting.
Data Limitations	Some data collection inconsistencies and data gaps may exist due to staffing variations in various Regions of the Service. The new Performance Planning and Management Data System (see "Planned Improvements") should improve this situation.
Planned Improvements	See Data Verification and Validation, Page 102

PARTNERSHIPS IN NATURAL RESOURCES

4.2 SPORT FISH AND WILDLIFE RESTORATION GRANTS MANAGEMENT

Long-Term Goal 4.2: From 2001 through 2005, the Service will improve grants management through automation for 80% of the States' and territories' grant proposals.

Annual Performance Goal 4.2.1 — By September 30, 2002, improve grant/management processing and accomplishment reporting systems throughout all Service Federal Aid offices.

Performance Measures	FY 1998 Actual	FY 1999 Actual	FY 00 Plan	FY 00 Actual	FY 01 Final Plan	FY 02 Proposed
1. # of Federal Aid staff trained in modern management processing - Federal Assistance Information Management System (FAIMS) Baseline = 125 staff	----	----	----	60	20	20
2.% FAIMS phase 1 implementation	----	----	----	80	95	100

*Note that there are five different training courses for FAIMS at the beginning of FY-2001, and that they cover the specialties of: FAIMS Administration, Contract Administration, Fiscal, FFS Interface, and Grant Specialist areas. They are offered as needed to ensure the integrity of the FAIMS data and operation. During FY2001 all five were offered. Only two, Grant Specialist and Fiscal are planned offerings in FY-2001 as of 3/2001. Courses will be offered on demand in FY 2002.

**Measure number 2 ends with FY 2002. This measure indicates the percentage of completion of the automation processes involved in electronic granting. This measure covers automation of Federal Assistance readiness to use the Department's electronic grants choice.

Goal Purpose

The objective of this goal is to develop a state-of-the-art electronic grants management system to provide efficient, effective delivery and tracking of grants and standardization of documentation for accountability, reporting, and auditing. Automation of grants processes will reduce data entry error and allow faster grant funding, so that States and territories can put the money to work to benefit resources.

Importance of the Goal

We have found that State and territorial agencies are integral to the successful conservation of American fish and wildlife resources. Through the Sport Fish Restoration and the Wildlife Restoration grants, as well as grant programs for coastal wetlands conservation, clean vessel pumpout stations, boating infrastructure, and partners for wildlife, States and territories have been key contributors to fish and wildlife conservation.

These grants have enabled work with important fish and wildlife habitats to restore declining migratory bird populations and develop populations of resident species such as wild turkey, white-tailed deer, pronghorn antelope, and American elk. In addition, these grants have aided in the development of multiple use wildlife management areas, providing opportunities for birdwatching, nature photography, and other outdoor pursuits.

Getting grant funds to the States and territories in a timely manner to fund projects is the first step in fish and wildlife conservation in the Federal Assistance program. Nationwide adoption of a standardized grants management system will greatly increase our efficiency and effectiveness in the processing and accountability of grants. It will also provide a standardized approach, common data sets/files, accurate financial accounting and reporting, and a consistent audit trail for effective grants management and enhanced data security.



Reporting accomplishments to stakeholders and Congress in a timely manner is critical for developing and maintaining program credibility.

Goal Achievement and Strategies

FAIMS

The Service is exploring automated electronic grants processing through the Interior Department's Interagency working group. The Division of Federal Assistance is an active participant in this Interagency process. The Federal Assistance functions in the Regions and Washington Office will employ the Federal Assistance Information Management System (FAIMS) and its interface with the Service's Federal Financial System as the primary system for executing grants. We will develop the necessary links to any automated system the Department selects. Phase One of FAIMS is the full development and implementation of the internal system. This internal system serves as the backbone for the entire grants management process in Federal Assistance, and includes a basis for electronic granting. It ensures consistency and reliability in grants data, financial data, and accomplishment reporting.

Systems Training

Training in FAIMS is important because of system complexity, a need for consistent treatment of data, and system changes and updates. All Federal Assistance staff require training pertaining to their area of FAIMS. Initially 125 individuals will be trained in basic operations, in time all 125 will be trained in their specific area of interest: fiscal, grant information, accomplishment reports. This training will be updated as needed. In FY 2000 we trained 60 Federal Assistance employees

on different aspects of FAIMS operations to enable the system to become operational with the Division. We plan on training at least an additional 20 employees in each of FY2001 and FY 2002

In FY 2001 and FY 2002 Federal Assistance will complete its readiness to process grants electronically, needing only Departmental approvals to start. Prior to Federal Assistance moving to electronic granting it needs to be able to use the common interface currently under development by DOI.

Benefits Realized

In 2000, the Service developed comprehensive corrective actions, with planned completion dates to 2002, that address areas needing improvement. Progress is monitored through the management control corrective action reporting process. Corrective actions cover such areas as grants audit review and resolution, financial reconciliation, the Federal Assistance Information Management System, and grant operations. A fully integrated (linking the Federal Financial System and Federal Assistance Information Management System) became operational in July 2000. This linkage greatly facilitates reconciliation of grant fiscal obligation and expenditure details. FAIMS now provides a uniform method of recording both the fiscal information and the performance of each and every Federal Assistance grant. This affords the Service a standardized approach, common data sets/files, and consistent audit trails for effective grants management. See Section III, Management Issues, below, for additional information on Federal Assistance management controls.



FY 2000 ANNUAL PERFORMANCE REPORT:

Goal: By September 30, 2000, 100 percent of all Federal Aid State grant monies are used consistent with the enabling legislation. [reference FY 2000 Annual Performance Plan 3.3.1, discontinued goal in FY 2001 and beyond]

Report: Goal Met

Our target was to have 56 States and territories eligible to participate in the Federal Grant Program and to have all 56 States and Territories found in compliance, after audit resolution. Based on audits completed, we met these targets.



Performance Measure	1. # of Federal Assistance staff trained in FAIMS. 2. Percentage of completion of Federal Assistance's electronic granting capability (this goal ends in FY 2002).
Data Source	Regional offices collect the primary data and furnish it to the FA Washington office for summarization.
Data Validation	See Data Verification and Validation Section, Page102
Baseline	The baseline of 125 is the total number of employees needing initial training during FY 2000 and FY 2001 and FY 2002
Data Verification	Federal Assistance Washington Office samples and tests the data submitted by all sources as needed. The compiled and summarized data is shared with the regional offices before it is submitted to the Assistant Director-Migratory Birds and State Programs for review, discussion and comment. The Washington Office and Regional Federal Assistance Chiefs certify the data being reported in this goal.
Data Limitations	There may be some disparity in the tabulations due to differences in fiscal years, incomplete activities, and several different locations for data sources which could impact timing and reporting. Further, if full implementation of FAMIS is delayed, there could be a negative impact on this initiative.
Planned Improvements	See Data Verification and Validation Section, Page102



PARTNERSHIPS IN NATURAL RESOURCES

4.3 PARTNERSHIP IN ACCOUNTABILITY

Long -Term Goal 4.3: From FY 2001-2005, the Service will have in place processes and procedures to ensure accuracy, consistency, and integrity in all its Federal Aid internal and external financial programs.

Annual Performance Goal 4.3.1 — Through September 30, 2001 the Service will establish a State grants and administrative costs audit program to ensure accountability and financial integrity of all Federal Assistance program expenditures for State Wildlife and Sport Fish Restoration Programs.

Performance Measures	FY 1998 Actual	FY 1999 Actual	FY 00 Plan	FY 00 Actual	FY 01 Final Plan	FY 02 Proposed
1.% of all draft audit reports due that are delivered to States within 60 days of completion of the audit (%=delivered/due)	---	---	---	0 (0/9)	22% (2/9)	30% (4/13)

2. Resolution of Audit Findings with external stakeholders

2a. % of Corrective Action Plans(CAP) written within 120 days of completion of the audit (%= completed/due)	---	---	---	0 (0/9)	22% (2/9)	38% (5/13)
2b. % audit policy chapters published (%=published/due)	---	---	---	0	66% (4/6)	100% (6/6)
2c. % resolution of audit findings completed within 180 days of issuing the CAP. *				10%	25%	60%

3. Internal Administrative Audit Resolutions **

3a. % resolution of internal administrative audit findings	---	---	---	---	In process	100%
--	-----	-----	-----	-----	------------	------

Notes:

Performance Measure 2a. There were 9 audits completed in FY 2000, there were no CAPs produced within 120 days. In FY 2001, again 9 audits will be completed, but we expect an improvement in the number of CAPs produced within 120 days to two. In FY 2002 there are 13 audits scheduled and we expect another improvement in the number of CAPS written within 120 days, to 5, or 38%. For 2c. The measure in this goal shows the actual resolution of audit findings in a manner consistent with the CAP within 180 days of being issued. This measure indicates what was resolved in a timely manner regardless of when the CAP was issued.

* Due to two factors: 1) the range of potential audit findings being largely unknown until completion of any given audit, and 2) the differences experienced in findings ranging from a simple (signature on a time sheet) to an extremely complex (needing a major change in the State accounting system) it is impossible to be exact in projecting these measures. The measure shall remain "% resolution of audit finding within 180 days..."

**Federal Assistance program internal audit of administrative fund expenditures is scheduled in FY 2003 covering the period of FY 2001 and FY 2002. There was an internal audit covering FY 1998 and FY 1999 performed in FY 2001.

Goal Purpose

The objective of this goal is to establish, maintain, and implement consistent standards, operating procedures, and regularly scheduled internal reviews and assessments of program operations.

Importance of the Goal

Because we maintain a Federal fiduciary responsibility to ensure that use of Federal grant funds is consistent with legislative requirements, the Service must provide for the conduct of an objective internal audit of the State grants accountability including financial and project performance. Further, we believe that as stewards of the public trust, the Service must also provide for the conduct of an objective audit of the Service use of administrative funds in the administration of the Federal Assistance grants programs.



Removing errors and inconsistencies in our financial systems and our use of these systems is critical in meeting our fiduciary responsibility for grants' management as well as ensuring responsible use of public funds. As part of recent reviews of the Federal Assistance programs, we discovered a lack of uniformity in the application and interpretation of Federal Assistance standards guidance at field locations. During 1999, we successfully initiated the first cycle audit of the State grant activity. Further, in FY 2000, the Service initiated the first internal administrative review audit of the Federal Assistance operations including funds accountability. This audit was performed in FY 2001.

Goal Achievement and Strategies

The Service will use a variety of strategies focusing on the two objectives for this goal. Critical to the success of these strategies will be consistency in communication of Federal Assistance policies and guidance among Service Federal Assistance staff and cooperation with partners in the delivery of the grant's program.

- Developing criteria and requirements for the conduct of objective State program audits.

- Promoting a work environment that fosters internal program assessments and evaluation of program delivery by the Federal Assistance staff.
- Analysis and utilization of audit and program assessment findings as means to improve Federal Assistance program delivery and strengthen internal administrative practices.

The auditors prepare a draft audit report and deliver it to the State at the Exit Conference. This measure involves having that report drafted and deliverable within 60 days of the end of the on-site portion of the audit. This an important measure both for the States and Federal Assistance in that it provides for timely discussion of audit finding prior to issuance of a final audit report and development of a CAP.

The Service generally completes 8-12 audits per year, Reportable audit findings typically range from 10-20 findings per audit or 80-240 findings per years. Once the findings are issued the State and the Federal Assistance office will develop a Corrective Action Plan (CAP). The Service's measure of success involves early identification of audit findings and resolving all issues on the CAP within 180 days of it being issued. The importance of issuing the policy chapters is in setting clear policy and guidance on conducting and resolving audits.





Benefits Derived

Audit, evaluation and assessment provide important information for decision makers to assess the contribution programs are making to the results we want to achieve in the administration of the Federal Assistance program. Evaluation helps to determine or identify factors affecting performance and highlight opportunities to improve. Evaluations also avoid an incorrect assessment of program performance. Audit resolution is a critical measure on audit functionality and attending to program needs. Steady improvement in this area benefits the Service as well as all grantees.

FY 2000 ANNUAL PERFORMANCE REPORT:

(Annual Performance Goal 4.3.1 is new for FY 2001; therefore, FY 2000 annual reporting is not applicable.)



Performance Measure	1. % of all draft audit reports will be available to States within 60 days of completion of the audit exit conference. 2. % of resolution of audit findings will occur within 180 days of issuing corrective action plan. (Ends FY 2001) 3. % Internal Administrative fund audit resolution (Begins FY 2002)
Data Source	Results of a financial improvement initiatives (expanded oversight of States programs by regional offices during non-audit years) are reviewed by FA Washington Office and coordinated with Regional Offices and audit contractors, as needed.
Data Validation	See Data Verification and Validation Section, Page 102
Verification	The compiled data along with appropriate analyses will be provided to the Assistant Director, Migratory Birds and States Programs by the Chief in the Washington Office of Federal Assistance for review.
Data Limitations	The timing of the availability of the data may hamper various analyses and summaries because reports for audits are sometimes 30-60 days late and some audit reports may be held up due to unusual events such as States special legislative sessions and/or States reorganizations that impact the flow of needed financial data for audit reports.
Baseline	0% of all draft audit reports within 60 days of completion of audit; 0 % of audit resolution within 180 days of issuing CAP. 2.a Two of nine issued in a timely manner. 2.b Four of six in FY 2001, and the remaining two in FY 2002. 2.c. Two of nine in FY 2000.
Planned Improvements	See Data Verification and Validation Section, Page 102

PARTNERSHIPS IN NATURAL RESOURCES

4.3 PARTNERSHIPS IN ACCOUNTABILITY

Long -Term Goal 4.3: By 2005, the Service will have in place processes and procedures to ensure accuracy, consistency, and integrity in all its Federal Aid internal and external financial programs.

Annual Performance Goal 4.3.2 — By September 30, 2001, the Service will require Service staff to take training courses in basic grants management, audit preparation management, and audit resolution, and offer these training courses to State staff, using existing government grant management certification training courses or design new courses.

Performance Measures	FY 98 Actual	FY 99 Actual	FY 00 Plan	FY 00 Actual	FY 01 Final Plan	FY 02 Proposed
1. # of State and Service staff completing basic grants management courses	---	---	---	98	40	40
2a # of Service staff completing additional grants management training	---	---	---	58	25	7
2b. # of State staff completing additional grants management training	-----	---	---	28	60	30

Goal Purpose

The objective of this goal is to use Federal Aid Training Program courses, Federal Aid Regional Office workshops and training, and other management certification training courses for State and Regional/Washington Office Federal Aid staff who are responsible for grants management. The purpose of this training is to improve grant management efficiency, promote consistency, and reduce audit findings of projects supported by *Federal Aid in Wildlife and Sport Fish Restoration Acts* funding.

Importance of the Goal

Since 1986, the Defense Contract Audit Agency, the Service's contract auditor, has completed 62 audits of State wildlife resource agencies (some agencies have more than one division handling Federal Aid). These audits have revealed a significant number of common problems and issues. Among the more pressing is the

need to provide consistent, pertinent training to all State staff and Service staff who have grant management responsibilities.

Goal Achievement and Strategies

The Service will use existing government grant management certification courses or design and test additional courses intended to provide State and Service Federal Aid employees with a common background knowledge and understanding to manage grants, document/approve disbursements and ensure that grant files are completed accurately and kept up-to-date for annual review/audits.

Benefits Derived

Effective training programs will promote consistent interpretation and application of regulations, policies, and processes in grants programs. With effective training programs in place, there will be a decrease in the



amount of time required to audit each resource agency. Better understanding and application of rules and policies will reduce audit findings and make the Service's grant programs more efficient and effective. The cost savings thus derived will be distributed back to States

for their fish and wildlife conservation programs. The training will also help ensure that the quality of grant project files Service wide will meet the same high standards across the country.



Performance Measure	<ol style="list-style-type: none"> 1. # of State and Service staff completing basic grants management course. 2. # of Service staff completing additional grants management training. 3. # of State staff completing additional grants management training.
Data Source	Primary data collection is completed by the Regional Offices, NCTC, and private contractors. Data is reviewed, analyzed, and compiled at FA Washington Office.
Data Validation	See Data Verification and Validation, Page 102
Verification	The FA Washington Office compiles the data; reviews, analyzes and summarizes it to reflect the results of initiatives and provide final package to the Assistant Director, External Affairs, for approval and certification.
Data Limitations	The limited availability of instructors for the various courses may delay the planned training. Further, currently the courses generally fill up the first day they are announced, which is indicative of the need for more courses.
Planned Improvements	See Data Verification and Validation, Page 102
Baseline	98 State/Service staff complete basic training; 58 Service staff complete additional training; 28 State staff complete additional training

Section III

Additional Annual Performance Plan Information

III.1 Customer Service

Virtually everyone who lives in or visits our country experiences the results of our work whether it is enjoying the sight of a flock of geese or experiencing a restored wetland or fishing in a lake. We work hard to manage and protect natural resources for current and future generations. We are interested in learning what our customers think we are doing and what areas need improvement. By "customers," we include both internal customers (our employees in various ranks and offices throughout the nation and our volunteers) and external customers (stakeholders, other agencies, Congress, the public). Customer feedback is vital information for a learning organization that seeks continuous improvement.

For example, we actively sought advice from our stakeholders to help us set the long-term goals that became the cornerstones of our first Strategic Plan in 1997. We held 14 listening conferences across the country for stakeholders and employees and received over 1,000 responses to our survey. In 1999, we again actively sought feedback from our customers as we engaged in our review and updating of our 2000 - 2005 Strategic Plan. We listened and made major revisions to the Strategic Plan. We developed a new mission goal

directed at strengthening our partnerships with Tribes, States, and territories.

We are currently developing a customer satisfaction baseline during FY 2001. This baseline will include a summary of our fall 2000 inventory of customer service

activities across the agency, results from the Department's customer service training needs survey, results from our internal survey on personnel services, and results from the American Customer Satisfaction Index (ACSI), surveying visitors to our refuges. Over 36 million people visit our national wildlife refuges each year. The ACSI contractor has conducted random digit telephone surveys of 200 recent visitors.

In addition to establishing a baseline, these initial survey results will be analyzed and used to develop customer service-related goals and measures. We hope to have sufficient information to be able to

modify our FY 2002 annual performance plan to include customer service performance goals and measures. Further, we anticipate revising our 2000-2005 Strategic Plan to include new long-term goals related to improving our customer service activities.





We are active participants in the Department's Customer Service Forum and worked with the Department in shaping its Customer Service Policy and Customer Service Excellence Award program, among other collaborative efforts. We will appropriately revise and implement the Departmental customer service programs for the Service to help further instill a customer service ethic within our agency. We are committed to listening to the public and continuously improving our performance to meet our mission.

III.2 Crosscutting Issues

The Fish and Wildlife Service is responsible for the protection and conservation of the nation's fish and wildlife resources, recognizes the importance of partnerships with others in order to fulfill this mission. It is through a collaborative approach to conservation that the Fish and Wildlife Service can realize the accomplishment of the strategic plan's long-term performance goals outlined in this document. Virtually, all of the results that we strive to achieve require the concerted and coordinated efforts of two or more agencies. Our long-term performance goals create a structure to involve more people and partnerships in shaping natural resource management. This dialogue can begin with the development of joint or common performance goals with other federal agencies concerned with natural resource management issues. Although the Fish and Wildlife Service plays an important role in conservation

and protection of fish and wildlife resources, we recognize that no single government agency or collection of agencies can accomplish this task alone.

During the past three years, we have and will continue to make progress in the coordination of cross-agency efforts to ensure a more effective and efficient method for conserving and protecting natural resources. Examples of ongoing efforts include:

- **South Florida Everglades**

Restoring the ecological integrity of fish and wildlife resources in the South Florida Everglades is a top National priority. The South Florida Ecosystem Restoration Task Force was established to provide leadership and coordination among federal agencies involved in meeting this natural resource challenge. As part of the Task Force, the Service engages in on-the-ground restoration activities. The Service manages 16 National Wildlife Refuges within the South Florida Ecosystem. Some of the other federal agencies participating in the combined restoration efforts are the National Park Service, National Marine Fisheries Service, Department of Defense, U.S. Coast Guard, Federal Aviation Agency, and U. S. Forest Service.

Recently enacted legislation directed the Army Corps of Engineers to coordinate the efforts of the

Comprehensive Everglades Restoration Plan (CERP), which is the most ambitious ecosystem-related project ever proposed. With a total cost of nearly \$8 billion, the Corps proposes to restore the south Florida ecosystem, provide for the urban and agricultural water supply needs of the growing south Florida population, and maintain or enhance the levels of flood protection for local residents and businesses. The Fish and Wildlife Service, National Park Service, and the U.S. Geological Survey have crucial roles in the implementation of CERP, particularly during the feasibility and general design phases, and their associated *National Environmental Protection Act* review processes. In addition to the Service's participation in the interagency project development process, the Service will jointly prepare a series of independent assessments, as part of the *Fish and Wildlife Coordination Act* and ESA/Section 7 determinations.

- **Northwest Forest Plan**

In 1994, the Northwest Forest Plan was initiated and represents a comprehensive and cooperative approach to managing forest in the Pacific Northwest region. The Forest Plan provides economic and

employment assistance to communities impacted by changing forest management practices, and for significant long-term conservation and management benefits of key species on federal lands, such as the northern spotted owl, marbled murrelet, grizzly bear, and gray wolf. In 1995, the Fish and Wildlife Service, National Marine Fisheries Service, Bureau of Land Management, and U.S. Forest Service signed an interagency memorandum implementing streamlined consultation for forest health projects.

- **Invasive Species**

Invasive species are among the most significant domestic and international threats to fish and wildlife. Only habitat destruction has a greater impact on ecosystems and the fish and wildlife they sustain. Several pieces of legislation were passed to address this threat. The National Invasive Species Act was passed in 1996 amending the *Nonindigenous Aquatic Nuisance Prevention and Control Act of 1990*. The 1990 Act established the Aquatic Nuisance Species (ANS) Task Force to direct ANS activities annually (<http://www.invasivespecies.gov/>). The Task Force is co-chaired by the U.S. Fish and Wildlife Service and the National Oceanic and Atmospheric Administration. Other members include the National Marine Fisheries Service, Environmental Protection Agency, Department of Agriculture, the U.S. Coast Guard, the U.S. State Department, and the Army Corps of Engineers.

The National Invasive Species Council indicates that entry of invasive species is generally detected by federal agency staff (the Animal and Plant Health Inspection Service for plants and insects; U.S. customs and the Environmental Protection Agency for any living organism that are intended as pesticides and potentially for organisms having certain consumer and industrial uses; the U.S. Fish and Wildlife Service for wildlife and fish; the U.S. Coast Guard for ballast water; U.S. Customs for general shipments; and the U.S. Postal Service for shipments by mail), state eradication boards, and state or local agency scientists. The Fish and Wildlife Service, participating as a member of the National Invasive Species Council, is committed to the prevention and control



of invasive species on all Service-managed lands and waters.

- **Recovery of Threatened and Endangered Species**

The *Endangered Species Act of 1973*, one of the most comprehensive wildlife conservation laws in the world, demands a collaborative effort from a broad spectrum of partners in order to implement the Act's complex provisions. The law is administered by the U.S. Fish and Wildlife Service and National Marine Fisheries Service. Both agencies work with other federal agencies to plan or modify federal projects so they will have minimal impact on listed species and their habitat. Under the Act, all federal agencies are required to protect species and protect their habitat. Federal agencies must utilize their authorities to conserve listed species and make sure that their actions do not jeopardize the continued existence of listed species.

- **Wetlands Working Group**

In FY 1999, the Administration formed a White House Wetlands Working Group tasked with determining the contributions that Federal agencies were making to the quantity and quality of wetlands in the United States. The Fish and Wildlife Service was one of many Federal agencies, including Army Corp. of Engineers, Bureau of Land Management, Bureau of Reclamation, and Forest Service that participated this national effort. Federal Agencies will jointly report wetlands conservation activities beginning in FY 2000.

- **Protection of Marine Mammals**

The Service is currently working with the National Marine Fisheries Service and Alaska Native Organizations on an amendment package for the *Marine Mammals Protection Act* (MMPA). Following reauthorization of the MMPA, the Service will establish cooperative management agreements with the appropriate Alaska Native Organizations to determine harvest guidelines.

- **Tribal Wetland and Waterfowl Enhancement**

Long-term management and protection of waterfowl populations and wetland habitat throughout the

Great Lakes Region have been a continuing, high-priority, natural resource concern. To address this issue, the Circle of Flight program was created in 1991, consisting of reservations and inter-tribal organizations, federal agencies, state and local governments, and private organizations. Some of the key federal partners include the Fish and Wildlife Service, Federal Energy Regulatory Commission, U.S. Department of Agriculture, Bureau of Indian Affairs, and Environmental Protection Agency. To date, we have provided technical assistance to 26 reservations for waterfowl and wetland enhancement projects.

III.3 Management Issues

The key management issues identified by the Office of the Inspector General (OIG) include:

Maintenance

The Service has been actively engaged in improving data documentation in its Maintenance Management System (MMS). The MMS database was amended in 1999 to include several additional fields relating to cost estimating and again in 2000 to continue refinements. Data call memoranda and discussions with Regional counterparts on MMS data reflect that Regional Offices are accountable for ensuring that data are complete and accurate. A new cost estimating guide specific to the types of facilities encountered in Fish and Wildlife Service operations was developed in FY 2000 and is now available to enhance consistency of repair and replacement cost estimates.

An updated real property inventory database, completed early in FY 2000, now provides a single nationwide database on real property holdings that for the first time includes estimated replacement values of all real property items. This allows calculation of a Facility Condition Index, a non-subjective gauge for assessing the condition of all FWS facilities. A Facility Management Information System (FacMIS) user group within the Service developed and implemented systems and procedures to better manage facility maintenance related data. Data standardization and methods of linking information from existing stand-alone systems within the FWS are now being implemented. The FacMIS website that links various maintenance related

databases became operational in November 2000; additional development is underway to add additional databases to the FacMIS system by the end of FY 2001.

Consistent with Departmental guidelines on condition assessments, we are now implementing a condition assessment verification process that has been approved by an executive level FacMIS steering committee. New condition assessment guidelines were approved in February 2000, and Maintenance Management System and Real Property Inventory databases have been amended since that time to fully incorporate the new guidelines. Seven regional and three national positions have been added to increase attention to improved condition assessments and documentation of maintenance needs. The Service's plan to implement facility condition assessments was approved in writing by the Department on June 20, 2000.

The update of the Maintenance Management System Handbook, including incorporation of new procedures described above, was initiated in August 2000, and an updated draft is projected to be complete by April 1, 2001. A refuge Maintenance Management System database is now posted on the FWS internal intranet so that project needs can be updated throughout the year. This database includes all maintenance projects for refuges and all construction projects for the entire agency.

A pilot evaluation of Maximo, a commercial maintenance management system software, will be conducted in the FWS in 2001 and 2002. This pilot evaluation will involve a number of changes in business practices to enable enhanced monitoring of maintenance needs and activities. The pilot evaluation will be completed on 5-10 field stations. A Servicewide decision on implementation will be made near the end of FY 2002. This management improvement supports the Department of the Interior's facility maintenance goal.

Managing an Expanding Land Base

Predicting the future operation and maintenance costs associated with management of newly added lands was identified as a management challenge in the January 2001 GAO report, "Major Management Challenges and Program Risks." Prior to the audit, the Service conduct-

ed an analysis of funding needs associated with new land acquisition projects but did not forecast operation and maintenance costs of transfers or donated lands. Since that time, the Service has implemented the following actions.

1) Each annual Budget Justification beginning with FY 2001 now includes a table that displays the anticipated amount of new land that will be added during the year either by purchase, easement, transfer, or donation. This table also lists the amount of operation and maintenance costs expected to be needed for proper management of these lands and the amount that has been requested in the current FY budget.

2) The Refuge Operating Needs System, an inventory of unmet operating needs on refuge lands, has been amended to direct regional offices to forecast operations needs associated with all new lands projected through the end of the budget year for which Congress is deliberating budgets.

3) The Refuge Maintenance Management System, which inventories unmet maintenance needs, has been amended to allow data collection by way of Internet access. This will enable the collection of deferred maintenance data throughout the year which should improve the ability to collect timely information about maintenance projects for new lands. Specific methods of how this data will be collected for new refuge acquisitions remain to be devised.

Actions 1 through 3, above, will dramatically improve the availability of operation and maintenance information for new refuge lands. There remain a number of challenges; however, as scope, location, and timing of land acquisition actions are extremely difficult to project. The FWS is continuing to review its business practices to seek mechanisms for refining the forecasting of cost estimates for operation and maintenance needs for new lands.

In the same GAO report, GAO referred to an Office of Inspector General 1998 audit that covered land acquisi-

tion activities of the Service. In response to the OIG audit, the Service clarified and revised appraisal policies in May 1999, to specifically address the OIG concerns. The revised appraisal policies: clarified some confusing appraisal terms (rejected appraisals, accepted appraisals, approved appraisals); specified when two acceptable appraisals were required on the same property; created a firm expiration date for statements of just compensation; and clarified when appraisals should be re-validated or updated.

Accountability and Control Over Artwork and Artifacts

The Service published national policy, guidance and standards in FY 1998 that address the accountability and management of museum property, and developed a software package for field stations to use in accessioning and cataloging collections. Work on accounting for and inventorying collections continues. In 1998, we revised a Museum Property Plan that identifies management objectives and includes a schedule for completing work required by law, regulations, and Departmental standards. We completed an initial national inventory of materials and human remains covered by the *Native American Graves Protection and Repatriation Act of 1990*. For FY 2000, Service offices reported modest progress in cataloging and inventorying collections. Specific accomplishments included the inventory of materials related to the Civilian Conservation Corps era during the 1930's and fossil collections on loan to museums and universities. Overall, we have identified approximately 220 non-Federal institutions that maintain agency collections, and we are negotiating cooperative agreements with some of these facilities to maintain collections. Work performed by the Service to improve accountability of artwork and artifacts supports the Department of the Interior's goal to preserve, protect and provide access to cultural and natural museum collections.

Federal Aid Management Controls

In 2000, the Service developed comprehensive corrective actions, with planned completion dates to 2002, that address areas needing improvement. Progress is monitored through the management control corrective action reporting process. Corrective actions cover such



areas as grants audit review and resolution, financial reconciliation, the Federal Aid Information Management System, and grant operations. In addition, a new Chief, Division of Federal Aid, was hired and a contractor issued recommendations to improve Federal Aid's organizational effectiveness; a Director's Order established an audit resolution process that improves Regional Office and Washington Office coordination; and manual chapters that address grants audits were initiated.

In addition, the interface between the Federal Financial System (FFS) and Federal Aid Information Management System (FAIMS) became operational in July 2000. Numerous FAIMS sub-program codes to facilitate reconciliation with FFS were created which improve the documentation of grant activities and institute flexible cumulative summary reporting capabilities. This interface greatly facilitates reconciliation of grant fiscal obligation and expenditure details.

On-line instructions are being updated with task-oriented documentation and new components are being designed, such as the FFS Interface, a sophisticated Lands Record component, and a component that alerts Regional Office Managers about grant processing status. Eventually, all components will be explained in the context of how to use FAIMS to administer grants rather than how it functions.

FAIMS now provides a uniform method of recording both the fiscal information and the performance of each and every Federal Aid grant. Evolving grant programs can be accommodated in this software system which, by design, can be easily audited.

III.4 Data Validation and Verification

The Fish and Wildlife Service is committed to ensuring that those who use FWS' reported performance information to make decisions can do so with the confidence that our data are reliable and valid. Over the last few years, the Service has made progress in developing the essential processes that support data verification methods used by the four major program areas in determining data quality. In that regard, the Service has standardized data definitions, identified data sources, and determined data reliability and validity for all goals and measures.

Data Validity: The goals directly measure the results that the organization hopes to achieve in the delivery of the core components of the mission. Data collected is relevant and presents an accurate picture of the performance of the organization toward achieving the goals. Performance data for goals are obtained by existing data collection processes and are supported by program information management systems. To a large degree, the Service must rely on the quality assurance/quality controls in place at the primary data source to ensure data accuracy.

Planned Improvements: The Service is taking steps to improve its data quality and management. The Service is developing a performance management database system (System) to manage the Service's business system based on the performance goals and measures reported throughout all Regions and programs of the Fish and Wildlife Service. The System will serve as a planning and a reporting system. In a planning capacity, the System will track the setting of performance goals and performance measure targets throughout the budget planning cycle (Secretarial, OMB, Congressional submission, and Appropriations). Washington Program and Regional Offices will coordinate setting of goal and measure targets based on funding estimates.

Once the final performance goal and measure targets are determined, the System will serve as a reporting system. Performance data will be entered quarterly or annually, as appropriate. The System will contain common reporting data definitions will ensure consistency

in data reporting by various offices. Data will be entered at the field level, aggregated at the Regional level, and finally aggregated at the National level. Validation and verification checks will be designed into the System. The development of the Service's System will be compatible with the DOI initiative to improve data quality. This initiative supports a more unified approach in the effort to validate and verify performance data. A unique data validation and verification matrix has been developed and is currently being tested for reliability.

The Service System will make various reports at a Regional and National levels available for Service managers to more efficiently and effectively manage their programs. Existing data reporting systems will be linked to the System to ensure single data entry whenever possible. The System will ensure complete accuracy and reliability of the performance goals and measures entered into the Annual Performance Plan and Report. The System should be available for prototype testing in the fall of 2002.

III.5 Program Evaluations

Fishery Resources Strategic Plan

The U.S. Fish and Wildlife Service is developing a strategic plan to guide fish conservation from FY 2002 - 2006. The plan will integrate habitat protection, enhancement and restoration tools and identify the needed scientific and technical capabilities to improve habitats, spawning stocks, and over-harvest problems. Implementing this plan will expand successes like the lake trout and striped bass to restore additional aquatic species and their associated recreation, commercial, and aesthetic benefits.

Within the context of the broader Fisheries Strategic Plan, the Service is developing a component strategic plan for the National Fish Hatchery System (NFHS). This plan will focus Service hatchery efforts to better fulfill its responsibilities for conserving aquatic resources. The Alignment, Appropriateness, and Adequacy (3As) Evaluation is one of the cornerstones that will anchor that strategic plan. Other nationwide efforts that the Service will draw from are the Hatchery Project Report

being prepared by the Sport Fishing and Boating Partnership Council, the 1999 - 2000 audit conducted by the General Accounting Office, and the products of eight internal Fish and Wildlife Service work groups. In addition, there are several regional developments that will help the overall strategic planning process, including the recent biological opinions of the National Marine Fisheries Service in the Pacific Northwest, the Artificial Production Review prepared by the Northwest Power Planning Council, and the work of the Hatchery Scientific Review Group initiated by the Senate Appropriations Committee. Input from other stakeholders will also be integrated into the strategic plan.

The NFHS initiated an extensive 3As self-evaluation of its production programs in March 1998. The purpose of the evaluation was to determine (1) the extent to which production programs carried out by the NFHS were aligned with the six Fisheries Program Priorities that were established in 1997, (2) whether the production programs were appropriate to meet fishery management goals and objectives, and (3) whether the programs were adequately supported by scientific planning, monitoring, and evaluation, as well as staffing and funding, to conduct the program responsibly. The evaluation also

included analyses of the overall numbers and species of fish produced. Ultimately, the results of the evaluation will help the NFHS focus the optimum proportion of its resources on priority programs.

III.6 Capital Assets/Capital Programming

Capital Asset Plans and Justifications (Exhibit 300B in OMB Circular A-11) are required for major capital acquisitions, which are defined by the Department of the Interior for any construction project that involves construction costs in excess of \$10 million or are of high visibility and importance. As such, plans were prepared for seawall rehabilitation at Tern Island NWR, Hawaii, and construction of a fourth dormitory at the National Conservation Training Center, West Virginia.

In addition, the Service is required to prepare Capital Asset Plans and Justifications for the five largest projects in terms of total project cost, regardless of the fiscal year of appropriation (i.e., including prior year funded projects.) Thus, Capital Asset Plans and Justifications are included for the following seven projects:



CAPITAL ASSET PLANS AND JUSTIFICATION

Station, State	Project Description (a)	FY 2002 Request	Total Project Cost (nearest thousand dollars)
Clark R. Bavin NFW Forensics Lab, OR	Forensics Laboratory Expansion	0	23,950,000
Alaska Maritime NWR, AK	Marine Center Headquarters and Visitor Facility	0	18,369,000 (b)
National Conservation Training Center, WV	Fourth Dormitory and City Water Connection to Shepherdstown, WV	0	12,722,000
Tern Island NWR Pacific/Remote Islands NWR Complex, HI	Rehabilitate Seawall	0	11,881,000
Klamath Basin Complex, OR	Water Supply and Management	1,700,000	10,000,000
Chincoteague NWR, VA	Herbert H. Bateman Educational and Administrative Center	2,900,000	9,792,000 (c)
Bear River MBR, UT	Headquarters and Education Center Complex	0	7,980,000 (d)
National Headquarters	Federal Aid Information Management System	1,500,000	12,700,000
Total		6,100,000	107,394,000

(a) These projects support Annual Performance Goal 2.2.1. (By September 30, 2002, about 5.7 percent of mission critical water management and 8 percent of public use facilities will be in fair or good condition as measured by the Facilities Condition Index above the previous year.) in the FY 2002 Annual Performance Plan.

(b) The total project cost to the Service for this combined headquarters and visitor center for both the Alaska Maritime NWR and the Katchemak National Estuarine Research and Reserve (NOAA) is \$8.76 million.

(c) Includes state, private, and other sector contributions of \$2.4 million.

(d) Includes \$1.5 million in private contributions.

III.7 Use of Non-Federal Parties in Preparing this Annual Performance Plan

The Service's Annual Performance Plan was prepared in conformance with Section 220.7 of OMB circular A-11. Preparation of the Annual Performance Plan involved Service employees in all regions and at every level of the organization. The Service's Annual Work Guidance directly reflects the goals and performance the Service intends to achieve in annual increments toward successfully completing its long term strategic goals.

III.8 Waivers for Managerial Accountability and Flexibility

The Service is requesting no waivers of administrative procedural requirements and controls.



Appendix I

At-a-Glance View of 2000 Performance

1. SUSTAINABILITY OF FISH AND WILDLIFE POPULATIONS

FY 2000 Annual Performance Goal	Target
<p>1.1.1 By September 30, 2000, about 2 percent of regional migratory bird populations of management concern (which adequate population information is available) demonstrate improvements in their populations status because of management actions that have either increased their numbers or, in some cases, reduced the number of conflicts due to overabundance. <i>(Goal continues into 2001)</i></p>	<p>2 % of regional migratory bird populations of management concern with improved status.(5/250 populations)</p>
<p>1.1.2 By September 30, 2000, about 6 percent of regional migratory bird populations that are of management concern will have baseline information available for establishing reliable population levels, and monitoring programs will be initiated or continued for those species. <i>(Goal continues into 2001)</i></p>	<p>6% of regional migratory bird populations of management concern that will have baseline information (9/150 populations)</p>
<p>1.2.1 By September 30, 2000, 37 percent (197/532) of endangered and threatened species populations listed a decade or more are stabilized or improved and 15 species in decline are precluded from the need for listing under the Endangered Species Act. <i>(Goal continues into 2001)</i></p>	<p>37% (197/532) of species listed under the ESA as endangered or threatened a decade or more are either stable or improving.</p> <p>15 species approved for removal from candidacy</p>
<p>1.3.1 By September 30, 2000, baselines for interjurisdictional fish populations have been established. <i>(Goal continues into 2001)</i></p>	<p>Baselines for interjurisdictional fish populations have been established.</p>
<p>1.4.1 Through September 30, 2000, 100 percent of marine mammal populations, over which the Service has jurisdiction, will be at sustainable population levels or protected under conservation agreements. <i>(Goal continues into 2001)</i></p>	<p>4 marine mammal populations at sustainable levels or protected under conservation agreements</p>
<p>1.5.1 By September 30, 2000, 20 percent of transborder species of international concern, over which the Service has jurisdiction, will benefit from improved conservation efforts. <i>(Goal does not continue into 2001)</i></p>	<p>75 transborder species of international concern, over which the Service has jurisdiction, will benefit from improved conservation efforts</p>
<p>1.5.2 By September 30, 2000, 25 priority species of international concern will benefit from improved conservation efforts. <i>(Goal continues into 2001)</i></p>	<p>25 priority international species benefitting from improved conservation efforts</p> <p>Establish a baseline for priority international species</p>



Actual	Comment
2% of regional migratory bird populations of management concern with improved status. (5/250 populations)	Goal Met. This measure continues into FY 2001.
6% of regional migratory bird populations of management concern that will have baseline information (9/150 populations)	Goal Met. This measure continues into FY 2001.
54% (309/532) of species listed under the ESA as endangered or threatened a decade or more are either stable or improving.	Goal Met. This measure continues into FY 2001.
19 species approved for removal from candidacy	Goal Met. This measure continues into FY 2001.
Baselines for interjurisdictional fish populations were not established.	Goal Not Met. This measure continues into FY 2001.
4 marine mammal populations at sustainable levels or protected under conservation agreements	Goal Met. This measure continues into FY 2001.
75 transborder species of international concern, over which the Service has jurisdiction, benefit from improved conservation efforts	Goal Met. This measure does not continue into FY 2001.
25 priority international species benefitting from improved conservation efforts	Goal Met. This measure continues into FY 2001.
Baseline established for priority international species	Goal Met. This measure does not continue into FY 2001

At-a-Glance View of 2000 Performance (continued)

2. HABITAT CONSERVATION ON SERVICE LANDS

FY 2000 Annual Performance Goal	Target
<p>2.1.1 By September 30, 2000, meet the identified habitat needs of the Service lands by ensuring that 93,883,300 acres are protected, of which 3,377,260 acres will be enhanced or restored. <i>(Goal does not continue into 2001)</i></p>	<p>93,883,301 acres managed by the Service</p> <p>3,270,333 acres enhanced and/or restored in the National Wildlife Refuge System</p>
<p>2.1.1 Goal target change: For the FY 2000 President's Budget, the target acreage to be enhanced or restored was 3,377,260, which included the acreage contribution of the NAWCF. Subsequently, we determined that the NAWCF actual and target acreage was estimated acreage in the approved NAWCF grants. Therefore, we adjusted the enhanced/restored target to reflect only the acreage to be completed by the Division of Refuges. Thus, we exceeded the target, 3,270,333 by 29, 413 acres. The actual acreage enhanced/restored by the NAWCF will be reported at a later date.</p>	
<p>2.1.2 By September 30, 2000, complete 80 percent of contaminated cleanup projects on Service lands. <i>(Goal does not continue into 2001)</i></p>	<p>17/22=77% of contaminated cleanup projects completed on Service lands</p>
<p>2.2.1 By June 30, 2000, a baseline will be established for the Facilities Condition Index. <i>(Goal does not continue into 2001)</i></p>	<p>Establish a baseline for the Facility Condition Index.</p>
<p>2.2.2 By September 30, 2000, 4% of mission critical water management and public use facilities will be in fair or good condition as measured by the Facilities Condition Index. <i>(Goal continues into 2001)</i></p>	<p>a. 406 or 4% of mission critical water management facilities in fair or good condition</p> <p>b. 172 or 4% of public use facilities in fair or good condition</p>
<p>2.3.1 By September 30, 2000, improve fish and wildlife populations focusing on trust resources, threatened and endangered species, and species of special concern by enhancing and/or restoring or creating 47,860 acres of wetlands habitat, restoring 103,235 acres of upland habitats, and enhancing and/or restoring 620 riparian or stream miles of habitat off-Service land through partnerships and other identified conservation strategies. <i>(Goal continues into 2001)</i></p>	<p>47,860 acres of wetlands habitat enhanced and/or restored or created</p> <p>103,235 acres of upland habitat enhanced and/or restored</p> <p>620 riparian or stream habitat enhanced and/or restored</p>



Actual	Comment
93,962,546 acres managed by the Service	Goal Met. This measure does not continue into FY 2001
3,287,764 acres enhanced and/or restored in the National Wildlife Refuge System	Goal Met. This measure does not continue into FY 2001
17/22=77% of contaminated cleanup projects completed on Service lands	Goal Met. This measure does not continue into FY 2001
Baseline established for the Facility Condition Index.	Goal Met. This measure does not continue into FY 2001
a. 533 or 5% of mission critical water management facilities and in fair or good condition b. 179 or 4% of public use facilities in fair or good condition	Goal Met. This measure continues into FY 2001
64,726 acres of wetlands habitat enhanced and/or restored or created	Goal Met. This measure continues into FY 2001
149,431 acres of upland habitat enhanced and/or restored	Goal Met. This measure continues into FY 2001
1,409 riparian or stream habitat enhanced and/or restored	Goal Met. This measure continues into FY 2001

At-a-Glance View of 2000 Performance (continued)

3. GREATER PUBLIC USE ON SERVICE LANDS

FY 2000 Annual Performance Goal	Target
<p>3.1.1 By September 30, 2000, interpretive, educational, and recreational visits to National Wildlife Refuges and National Fish Hatcheries increased by 2 percent over the previous year. <i>(Goal continues into 2001)</i></p>	<p>2% increase in interpretive, educational, and recreational visits (37.5 million visits)</p>
<p>3.2.1 By September 30, 2000, volunteer participation hours in Service programs increased by 5% and refuges and hatcheries have 98 new friends groups from 1997 levels. <i>(Goal continues into 2001)</i></p>	<p>5% increase in volunteer participation hours</p> <p>98 new friends groups from 1997</p>
<p>3.3.1 By September 30, 2000, 100 percent of all Federal Aid state grant monies are used consistent with the enabling legislation. <i>(Goal does not continue into 2001)</i></p>	<p>56 states and territories eligible to participate in the Federal Grant Program</p> <p>56 states and territories found in compliance after audit resolution</p>
<p>3.4.1 By September 30, 2000, 93% of mitigation hatchery production requirements are satisfied relating to federal water development projects. <i>(Goal does not continue into 2001)</i></p>	<p>93% of mitigation production requirements are satisfied</p>



Actual	Comment
3% increase in interpretive, educational, and recreational visits (37.9 million visits)	Goal Met. This measure continues into FY 2001
<1% decrease in volunteer participation hours	Goal Not Met. This measure continues into FY 2001
72 new friends groups from 1997	Goal Not Met. This measure continues into FY 2001
56 states and territories eligible to participate in the Federal Grant Program	Goal Met. This measure does not continue into FY 2001
56 states and territories found in compliance after audit resolution	Goal Met. This measure does not continue into FY 2001
93% of mitigation production requirements are satisfied	Goal Met. This measure does not continue into FY 2001

Appendix II

At-a-Glance View of FY 2001 Goals

MISSION GOAL I – SUSTAINABILITY OF FISH AND WILDLIFE POPULATIONS *

Long-Term Goal	FY 2001 Annual Performance Goal
<p>1.1 By 2005, 12 percent of migratory bird populations demonstrate improvements in their population status. <i>(Goal continues into 2002)</i></p>	<p>1.1.1 By September 30, 2001, 4 percent (10/250) of migratory bird populations of management concern demonstrate improvements in their populations status over the previous year. <i>(Goal continues into 2002)</i></p>
	<p>1.1.2 By September 30, 2001, about 9 percent (13/150) of regional migratory bird populations that are of management concern will have baseline information available for establishing reliable population levels, and monitoring programs will be initiated or continued for those species. <i>(Goal continues into 2002)</i></p>
<p>1.2 By 2005, 404 species listed under the Endangered Species Act as threatened or endangered a decade or more are either stable or improving, 15 species are delisted due to recovery, and listing of 12 species at risk is made unnecessary due to conservation agreements. <i>(Goal continues into 2002)</i></p>	<p>1.2.1 By September 30, 2001, 328 species listed under the Endangered Species Act as threatened or endangered a decade or more are either stable or improving, 3 species are delisted due to recovery, and listing of 3 species at risk is made unnecessary due to conservation agreements. <i>(Goal continues into 2002)</i></p>
<p>1.2.1 Goal Change: FY 2001 planned/enacted performance measure targets were adjusted to correct inconsistencies in reported Endangered Species data. These inconsistencies were detected in a recent Office of Inspector General (OIG) audit (July - September 2000). Changes were made based on recommendations by the OIG audit team.</p>	
<p>1.3 By 2005, 12 depressed interjurisdictional native fish populations are restored to self-sustaining or, where appropriate, harvestable levels (based on applicable management plans.) <i>(Goal continues into 2002)</i></p>	<p>1.3.1 By September 30, 2001, 2 depressed interjurisdictional native fish populations are restored to self-sustaining or, where appropriate, harvestable levels (based on applicable management plans.) <i>(Goal continues into 2002)</i></p>
<p>1.4 By 2005, 3 marine mammal stocks will have current censuses available to maintain populations at optimum sustainable levels; harvest guidelines for all marine mammal stocks will be in place, through cooperative management agreements, for continued subsistence uses. <i>(Goal continues into 2002)</i></p>	<p>1.4.1 By September 30, 2001, current censuses for 2 of marine mammal stocks and voluntary harvest guidelines for 2 of marine mammal stocks will be available. <i>(Goal continues into 2002)</i></p>
<p>1.5 By 2005, 40 priority species of international concern will be conserved. <i>(Goal continues into 2002)</i></p>	<p>1.5.1 By September 30, 2001, 25 species of international concern will benefit from improved conservation efforts. <i>(Goal continues into 2002)</i></p>

*Based on FY 2001 Enacted Appropriations

MISSION GOAL 1 – SUSTAINABILITY OF FISH AND WILDLIFE POPULATIONS *

Long-Term Goal	FY 2001 Annual Performance Goal
<p>1.6 By 2005, the Service will prevent importation and expansion, or reduce the range (or population density) of aquatic and terrestrial invasive species on and off Service lands by controlling them on 13,450 acres off Service lands and 850,000 acres within the National Wildlife Refuge System, conducting risk assessments on 20 high-risk invasive species for possible amendment of the injurious wildlife list, and developing 5 additional cooperative prevention and/or control programs for aquatic invasive species (coordinated through the ANS Task Force.) <i>(Goal continues into 2002)</i></p>	<p>1.6.1 By September 30, 2001, the Service will control aquatic and terrestrial invasive species on 170,000 acres of the National Wildlife Refuge System. <i>(Goal continues into 2001)</i></p>
	<p>1.6.2 By September 30, 2001, the Service will control aquatic and terrestrial invasive species on 2,690 acres off Service lands. <i>(Goal continues into 2002)</i></p>
	<p>1.6.3 By September 30, 2001, the Service will conduct risk assessments on 4 high-risk invasive species being intentionally imported into the U.S. <i>(Goal continues into 2002)</i></p>
	<p>1.6.4 By September 30, 2001, the Service will cooperatively develop two prevention and/or control programs for aquatic invasive species. <i>(Goal does not continue into 2002)</i></p>

MISSION GOAL 2 – HABITAT CONSERVATION: A NETWORK OF LANDS AND WATERS *

<p>2.1 By 2005, meet the identified habitat needs of Service lands by supporting fish and wildlife populations objective through the restoration of 850,000 acres, and annual management and/or enhancement of 3.2 million acres of refuge habitat. <i>(Goal continues into 2002. previous language supporting additions of lands to the refuge system has been discontinued.)</i></p>	<p>2.1.1 By September 30, 2001 meet the identified habitat needs of the Service lands by annually managing or enhancing about 3.2 million acres of refuge habitat, and restoring 104,500 acres of refuge habitat. <i>(Goal continues into 2002)</i></p>
	<p>2.1.2 By September 30, 2001 complete development of standardized protocols to monitor the biological integrity, diversity, and environmental health of the Refuge System habitats. <i>(Goal does not continue into 2002)</i></p>
<p>2.2 By 2005, 23 percent of mission critical water management and public use facilities will be in fair or good condition as measured by the Facilities Condition Index. <i>(Goal continues into 2002)</i></p>	<p>2.2.1 By, September 30, 2001, 4% of mission critical water management and 4% of public use facilities will be in fair or good condition as measured by the Facilities Condition Index. <i>(Goal continues into 2002)</i></p>
<p>2.3 By 2005, improve fish and wildlife populations focusing on trust resources, threatened and endangered species, and species of special concern by enhancing and/or restoring or creating 550,000 acres of wetlands habitat, restoring 1,000,000 acres of upland habitats, and enhancing and/or restoring 9,800 riparian or stream miles of habitat off-Service land through partnerships and other identified conservation strategies. <i>(Goal continues into 2002)</i></p>	<p>2.3.1 By September 30, 2001, improve fish and wildlife populations focusing on trust resources, threatened and endangered species, and species of special concern by enhancing and/or restoring or creating 77,581 acres of wetlands habitat, restoring 200,731 acres of upland habitats, and enhancing and/or restoring 1,282 riparian or stream miles of habitat off-Service land through partnerships and other identified conservation strategies. <i>(Goal continues into 2002)</i></p>

At-a-Glance View of 2001 Performance (continued)

MISSION GOAL 3 - GREATER PUBLIC USE ON SERVICE LANDS *

Long-Term Goal	FY 2001 Annual Performance Goal
<p>3.1 By 2005, compatible, wildlife recreational visits to National Wildlife Refuges and National Fish Hatcheries have increased by 20% from the 1997 level. (Goal continues into 2002)</p>	<p>3.1.1 By September 30, 2001, hunting, fishing, wildlife observation and photographic education visits to National Wildlife Refuges and National Fish Hatcheries increased by one percent over the previous year. (Goal continues into 2002)</p>
<p>3.2 By 2005, volunteer participation hours in Service programs increased by 7% and refuges and hatcheries have 155 new friends groups from the 1997 levels. (Goal continues into 2001)</p>	<p>3.2.1 By September 30, 2001, volunteer participation hours in Service programs increased by 2% and refuges and hatcheries have 108 new friends groups from 1997 levels. (Goal continues into 2002)</p>

MISSION GOAL 4 - PARTNERSHIPS IN NATURAL RESOURCES *

<p>4.1 By 2005, improve fish and wildlife populations and their habitats by increasing the annual Service fish and wildlife assistance to Native American Tribes in furtherance of the Native American Policy to 85 training sessions, 2,688 tribal participants, 210 technical assistance projects, 260 new cooperative agreement, and 160 tribal consultations. (Goal continues into 2002)</p>	<p>4.1.1 By September 30, 2001, increase technical assistance to tribes by providing for: 17 training sessions, 486 Tribal participants, 42 technical assistance projects for Tribes, 78 new cooperative agreements, and 32 tribal consultations. (Goal continues into 2002)</p>
<p>4.2 By 2005, the Service will improve grants management through automation for 80% of the state's and territories' grant proposals.(Goal continues into 2002)</p>	<p>4.2.1 By September 30, 2001, improve grant/management processing and accomplishment reporting systems throughout all Service Federal Aid offices. (Goal continues into 2002)</p> <ol style="list-style-type: none"> 1.# of Federal Aid staff trained in modern management processing–Federal Assistance Information Management System (FAIMS) 2. % FAIMS phase 1 implementation
<p>4.3 By 2005, the Service will have in place processes and procedures to ensure accuracy, consistency, and integrity in all its Federal Aid internal and external financial programs. (Goal continues into 2002)</p>	<p>4.3.1 By September 30, 2001, the Service will establish a State grants and administrative costs audit program to ensure accountability and financial integrity of all Federal Assistance program expenditures for State Wildlife and Sport Fish Restoration Programs.</p> <ol style="list-style-type: none"> 1. % of all draft audit reports due to that are delivered to States within 60 days of completion of the audit (%=delivered/due) 2.% Corrective Action Plans (CAP) written within 120 days of completion of the audit (%=completed/due) 3. % audit policy chapters published (%=published/due) 4. %resolution of audit findings completed within 180 days of issuing the CAP. 5. % resolution of internal administrative audit findings.
<p>4.3 By 2005, the Service will have in place processes and procedures to ensure accuracy, consistency, and integrity in all its Federal Aid internal and external financial programs. (Goal continues into 2002)</p>	<p>4.3.2 By September 30, 2001,the Service will require Service staff to take training courses in basic grants management, audit preparation management, and audit resolution, and offer these training courses to State staff, using existing government grant management certification training courses or design new courses. (Goal continues into 2002)</p> <ol style="list-style-type: none"> 1. # of State and Service staff completing basic grants management courses 2. # of Service staff completing additional grants management training 3. # of State staff completing additional grants management training

*Based on FY 2001 Enacted Appropriations

Appendix III

FY 2002 Annual Performance Goals/Measures Terms (includes strategic goal numbers)

A

Adequate Population Information: Information on the status or trends of bird populations or habitats, gathered over a period of years, that has sufficient credibility to serve as a basis for undertaking management actions. [1.1]

Approved for removal (candidate species): A candidate removal form that has been signed by the Director. [1.2]

Approved for removal (proposed species): A notice of withdrawal of the proposed listing rule has been published in the Federal Register. [1.2]

Approved management plan: A plan approved by the responsible management authority. [1.3]

B

Baseline Monitoring Programs: Long-term surveys designed to provide information on population status and trends of migratory birds. [1.1]

C

Conservation Plan: A document that identifies issues associated with a migratory bird species or population, or a group of species or populations, in a defined geographic area, and lists the strategies and tasks that must be accomplished to resolve the issues. [1.1]

Candidate: Species for which the Service has sufficient information on biological vulnerability and threats to propose them for listing and which has been approved by the Director for adding to the Service's Candidate list. [1.2]

Candidate Conservation Agreements: Formal agreements between the Service and one or more parties to address the conservation needs of proposed or candidate species or other nonlisted species before they become listed as endangered or threatened. Participants voluntarily commit to implementing specific actions that will remove or reduce the threats to these species. [1.2]

Conservation Agreements: Agreements entered into between the Service (on behalf of the U.S. Government) and Alaska Native Organizations and/or state and foreign governments which describe methods of enhancing conservation efforts of a marine mammal stock, outline responsibilities of each party in achieving stated goals, and define limitations of the agreement with respect to existing governmental and tribal legislation. Conservation agreements may be used to achieve reductions in human-caused mortality of marine mammals or to protect special areas (critical habitats) such as breeding, resting, and feeding areas from unnecessary human disturbance. [1.4]

Conserve (Species): To use all methods and procedures necessary to bring any species of international concern to the point at which such methods and procedures are no longer necessary. Such methods and procedures include but are not limited to all activities associated with scientific resources management such as research, census, law enforcement, habitat acquisition and maintenance. [1.5]

Conservation (Habitat): The management of natural resources to prevent loss or waste. Management actions may include preservation, restoration, and enhancement. [2.1]

D

Depressed interjurisdictional fish population: A population that is below its management goal as specified in an approved management plan. [1.3]

Deferred Maintenance Cost: The total cost to repair maintenance deficiencies identified in the Maintenance Management System. These costs may be aggregated at either the individual property level, at the field station level, or in other combinations. [2.2]

Deferred Maintenance: Maintenance that was not completed on schedule. [2.2]

Delist: A process for removing a listed species from the lists of threatened and endangered species due to recovery, extinction, change in taxonomy, or new information. Delisting requires a formal rulemaking procedure, including publication in the Federal Register. [1.2]

Downlist: A process for changing a species' status from endangered to threatened due to a reduction in threats or improved status of the species. Downlisting requires a formal rulemaking procedure, including publication in the Federal Register. [1.2]

E

Endangered: In danger of extinction throughout all or a significant portion of its range. [1.2]

Enhanced: Areas where the quality of the habitat, which were previously destroyed, converted, or degraded (in whole or in part), has been improved for one or more species. Enhancement generally refers to an effort of lower intensity than restoration. [1.2]

Enhancement: The act of heightening or intensifying qualities, powers, values etc.; improve something already of good quality. [2.1]

F

Facility Condition Index (FCI): The ratio of accumulated deferred maintenance to the current replacement value as measured by the Maintenance Management System database and the Real Property Inventory. A ratio of less than 5% indicates a "good" condition, a

ratio between 5% and 10% indicates a "fair" condition, and a ratio greater than 10% indicates a "poor" condition. FCI is an indicator of the depleted value of a bureau's constructed assets. In other words, the FCI illustrates the percentage of capital amount that a bureau would have to spend to eliminate the deferred maintenance. [2.2]

Facility: An individual item or group of similar items of real property valued at \$5,000 or more and documented in the Real Property Inventory. [2.2]

Field Station: An individual unit of the National Wildlife Refuge System, the National Fish Hatchery System, or other field unit managed by the U.S. Fish and Wildlife Service. [2.2]

Final Rule: A rule published in the Federal Register finalizing a previously proposed change in status of a species (list, delist, or downlist). [1.2]

G: NONE

H

Habitat Conservation Planning (HCP): Authorized in section 10(a)(1)(B) of the Endangered Species Act of 1973, as amended, the Habitat Conservation Planning process provided species protection and habitat conservation within the context of non-federal development and land use activities. Through development of a HCP, private landowners minimize and mitigate, to the maximum extent practicable, the incidental take of listed species associated with their actions (proposed, candidate species, and other non-listed species may also be included if requested by the applicant). In return, the Service issues an incidental take permit as long as the action will not "appreciably reduce the likelihood of the survival and recovery of the species in the wild." HCPs also provide a process that promotes negotiated solutions to endangered species conflicts while furthering conservation of listed and non-listed species. [1.2]

Habitat Enhancement: Improving habitat through alteration, treatment, or other land management of existing habitat to increase habitat value for one or more species without bringing the habitat to a fully

restored or naturally occurring condition. [2.1]

Habitat Restoration: Returning the quantity and quality of habitat to some previous condition, often, some desirable historic baseline considered suitable and sufficient to support healthy and self-sustaining populations of fish and wildlife. [2.1]

I

Improved: Species whose numbers have increased since the last assessment and/or whose threats to their continued existence have lessened since the last assessment. This includes species that have reached stability following the last assessment. [1.2]

Interjurisdictional: Jointly managed by two or more states or national or tribal governments because of the scope of a population's geographic distribution or migration. [1.3]

Interjurisdictional fish population: [1.3]

- (a) A management unit, specified in an approved management plan, that at a minimum, consists of a reproductively isolated interjurisdictional fish stock.
- (b) Populations that are managed by two or more states, nations, or native American tribal governments because of geographic distribution or migratory patterns of those populations.

Instream: Waters within the confined width and depth of a flowing watercourse; at or below bank-full conditions; flows are not impeded by over-bank obstructions or flood plain vegetation. [2.3]

Instream Restoration: The manipulation of the physical, chemical, or biological characteristics of a site with the goal of returning full functions to former or degraded instream aquatic habitats. Example: Returning meanders and sustainable profile to a channelized stream. [2.3]

Instream Enhancement: The manipulation of the physical, chemical, or biological characteristics of an instream aquatic site (undisturbed or degraded) to change specific function(s) present. Example: Placement

of structures in a stream channel to increase habitat diversity - spawning logs, lunger structures, etc. [2.3]

Interpretive, educational, and recreational visits: Such visits include the six primary (wildlife dependent) uses for refuges: wildlife photography, fishing, hunting, wildlife observation, environmental education, and interpretation. [3.1]

Invasive species: An alien species whose introduction does or is likely to cause economic or environmental harm or harm to human health. [1.6]

J

Joint Ventures: Federal, state and local governments, corporations and small business, hunters and environmentalists, and communities and private landowners working together to make a difference. [2.1]

K: NONE

L

Listed: Listed as threatened or endangered under the ESA. [1.2]

M

Management Action: An activity directed specifically at a target population or habitat and which is designed to bring about a desired change in the status of that population or habitat. [1.1]

Migratory Bird: Any of the more than 830 species of birds protected by the Migratory Bird Treaty Act, as listed in 50 CFR 10.12. [1.1]

Migratory Species: Species that move substantial distances to satisfy one or more biological needs, most often to reproduce or escape intolerable cyclic environmental conditions. [1.1]

Monitoring: The systematic and comprehensive gathering of data to track trends in bird habitats or populations. [1.1]

Marine Mammal: Any mammal which: (a) is morphologically adapted to the marine environment (including

sea otters and members of the orders: Sirenia, Pinnepedia, and Cetacea), or (b) primarily inhabits the marine environment (such as the polar bear); and, includes any part of any such marine mammal, including its raw, dressed, or dyed fur or skin. For the purposes of the FWS, marine mammals are: Northern sea otters, Pacific walrus, polar bears, and manatees. [1.4]

Management: The process of organizing or regulating. [2.1]

Mission Critical Water Management Facility: Any water management facility under maintenance codes in the 400 series as documented in the Real Property Inventory and not slated for disposal or demolition. Non-critical property items that are excess to program needs will be slated for disposal or demolition and will not be included in calculations of facility condition indices. [2.2]

Mission Critical Public Use Facility: Any public use facility under maintenance codes identified below as documented in the Real Property Inventory and not slated for disposal or demolition. Non-critical property items that are excess to program needs will be slated for disposal or demolition and will not be included in calculations of facility condition indices. [2.2]

- 101 Office Buildings
- 102 Visitor Centers
- 320 Public Use Paved Roads
- 322 Paved Parking Areas
- 323 Other Parking Areas
- 324 Public Use Gravel Roads
- 328 Public Use (Foot) Trails/Boardwalks
- 329 Service Owned Vehicle Bridges
- 556 Signs
- 557 Historical Structures
- 558 Boat Launching Ramps
- 559 Beaches

N

National Wildlife Refuge System: Consists of National Wildlife, Waterfowl Production Areas, and Coordination Areas as listed in the Division of Realty's Annual Report of Lands Under the Control of the U.S. Fish and Wildlife Service. [2.1]

Native Species: With respect to a particular ecosystem, a species that, other than as a result of an introduction, has always been there or arrived via "non-man caused" introduction (natural migration) [1.3]

Nonlisted: For purposes of GPRA reporting only, non-listed (sometimes referred to as "unlisted") species are defined as those species that do not have official Endangered Species Program status (species that are not endangered, threatened, proposed, or candidate species). For purposes other than GPRA reporting, non-listed species generally include proposed and candidate species. [1.2]

O

Overabundant Population: A migratory bird population near to or exceeding the ecological or social carrying capacity of its habitat, and thus causing biological, social, or economic problems. [1.1]

P

Population Monitoring: Assessments of the characteristics of populations to ascertain their status and establish trends related to their abundance, condition, distribution, or other characteristics. [1.1]

Population: A group of marine mammals of the same species or smaller taxa in a common spatial arrangement that interbreed when mature. [1.4]

Populations of Management Concern: Those populations of migratory birds for which management actions are needed to prevent further population declines, or other problems (such as overabundance) that may lead to additional biological, social, or economic problems. Species can be identified through a variety of surveys conducted by both the Service and other agencies. Nongame species of management concern have been identified primarily through the breeding bird survey that is managed by the Biological Research Division of the USGS. [1.1]

Proposed: Species for which a proposed listing rule has been published in the Federal Register. [1.2]

Proposed rule: A rule published in the Federal

Register proposing a change in status of a species (list, delist, or downlist). [1.2]

Precluded from listing under ESA: Not resulting in a listing as threatened or endangered. [1.2]

Protected: Habitat where one or more threats have been removed or reduced through acquisition, easement, dedication, deed restriction, or some other means of protection (may include areas that are restored and/or enhanced). [1.2]

Protected: Once a population is identified as a "Strategic Stock" or "Depleted," which (a) is a marine mammal stock for which the level of direct human-caused mortality exceeds the potential biological removal; (b) has been identified as declining and is likely to be listed as a threatened species under the Endangered Species Act of 1973 (ESA) within the foreseeable future; or (c) which is already listed as a threatened or endangered species under the ESA, or is designated as depleted under this Act, the FWS can regulate human caused mortality. [1.4]

Protection: The act of keeping safe, defending, or guarding. [2.1]

Q: NONE

R

Regional Migratory Bird Populations of

Management Concern: A population delimited by ecological or administrative boundaries of varying scales (e.g., physiographic regions, watersheds, states, and Flyways) and which represents a recognizable unit for management actions or for estimating status or trends. Breeding Bird Surveys are the primary source for this information that is available from the Biological Research Division of the USGS. [1.1]

Restored: Areas where the quality of the habitat, previously destroyed, converted, or degraded (in whole or in part), has been improved for one or more species. Restoration generally refers to an effort of higher intensity than enhancement. [1.2]

Restored Habitat: Returned to a previous, normal condition or use as defined in an approved management plan. [1.3]

Restoration Population: The act of bringing back or attempting to bring back to the original state by rebuilding, repairing, etc. [2.1]

Note: The word restoration includes both reestablishment and rehabilitation.

Reestablishment: The act of establishing again.

Rehabilitation: The act of restoring effectiveness.

Replacement Value: The estimated cost to completely replace an item of real property as identified in the Real Property Inventory. [2.2]

Riparian: A landscape position - lands contiguous to perennial or intermittent streams, channels and rivers. Riparian areas may include upland, wetland, and riparian plant communities. Riparian plant communities are affected by surface or subsurface hydrology of the adjacent water source. Riparian plant communities have one or both of the following characteristics: 1) distinctively different vegetative species than adjacent area, and 2) species similar to adjacent areas but exhibiting more vigorous or robust growth forms. [2.3]

Riparian Enhancement: The manipulation of the physical, chemical, or biological characteristics of a riparian site (undisturbed or degraded) to change specific function(s) or the seral stage present. Example: cutting or shearing existing native woody riparian vegetation to stimulate rapid growth of an earlier, successional plant community for the benefit of a particular federal trust species. [2.3]

Riparian Restoration: The manipulation of the physical, chemical, or biological characteristics of a site with the goal of returning full functions to former or degraded native riparian habitat.

Example: Removal of invasive plant species to allow reestablishment of original native plant community; fencing a riparian area to exclude livestock to allow native riparian vegetation to reestablish; replanting native vegetation into crop land to reestablish likely

original riparian plant community. [2.3]

S

Species: Includes any subspecies of fish or wildlife or plants, and any distinct population segment of any species of vertebrate fish or wildlife which interbreeds when mature. [1.2]

Species populations: Species, subspecies, or distinct population segments (see "Species" definition). [1.2]

Sustainable population level: With respect to any population, the number of animals which will result in the maximum productivity of the population or the species, keeping in mind the carrying capacity of the habitat and health of the ecosystem of which they form a constituent element. [1.4]

Species of International Concern: Those species covered under an international mandate or protocol of priority interest to the American people that are in need of conservation efforts. [1.5]

Service Lands: Those lands and holdings identified in the Division of Realty's Annual Report of Lands under the control of the U.S. Fish and Wildlife Service. These lands consist of the National Wildlife Refuge System, National Fish Hatchery System, and administrative sites. This report is published annually and lists by category all the holdings of the U.S. Fish and Wildlife Service as of September 30 of a given year. [2.1]

Stabilized: Species whose numbers have remained relatively stable since the previous assessment and whose threats have remained relatively constant in the wild since the last assessment. [1.2]

Support Groups: Support groups are any groups that are formed for the purpose of supporting the refuge or hatchery established through a written document signed by the project leader. Support groups can include friends groups, Audubon Refuge Keeper Groups, and cooperating and sponsoring groups. [3.2]

T

Technical Assistance: Service-provided expertise and

programmatic information to tribal representatives to facilitate the development, enhancement, and management of tribal natural resources.[4.1.]

Threatened: Likely to become endangered within the foreseeable future throughout all or a significant portion of its range. [1.2]

U

Upland: Land or an area of land lying above the level where water flows or where flooding occurs. [2.3]

Upland Restoration: The manipulation of the physical, chemical, or biological characteristics of a site with the goal of returning full functions to former or degraded native upland plant communities. Example: Planting native vegetation into crop land to reestablish likely original plant community [2.3]

Upland Enhancement: The manipulation of the physical, chemical, or biological characteristics of an upland site (undisturbed or degraded) to change specific function(s) or the seral stage present. Example: Implementing grazing management to improve quality of existing native rangeland. [2.3]

V

Volunteers: Volunteers include individuals or groups, providing not-for-fee services to a refuge or hatchery to assist with the accomplishment of the Service's goals and objectives. Volunteers can include individuals operating under an individual agreement or organized groups such as scouts, church, or youth groups, and corporate groups, as long as the group operates under a signed agreement. Others volunteers may include community service workers, detention center or other similar types work crews (agreements with the agency), clubs and other partners, and the friends group. [3.2]

W

Wetland: From Cowardin et al. 1979. Classification of Wetlands and Deepwater Habitats of the United States. - "Wetlands are lands transitional between terrestrial and aquatic systems where the water table is usually at or near the surface or the land is covered by shallow water. For purposes of this classification, wetlands

must have one or more of the following three attributes: (1) at least periodically the land supports predominantly hydrophytes; (2) the substrate is predominantly undrained hydric soils; and (3) the substrate is nonsoil and is saturated with water or covered by shallow water at some time during the growing season of each year.” By definition wetlands include areas meeting specific criteria included in the 1987 Corps of Engineers Wetlands Delineation Manual, as well as in the USDA - NRCS’s National Food Security Act Manual. [2.3]

Wetland Restoration: The manipulation of the physical, chemical, or biological characteristics of a site with the goal of returning full functions to former or degraded wetland. For the purpose of tracking net-gains in wetland acres, restoration is divided into: [2.3]

Wetland Re-establishment: The manipulation of the physical, chemical, or biological characteristics of a site with the goal of returning full functions to former wetland. Re-establishment results in a gain in wetland acres. [2.3]

Former Wetland: An area that once was wetland but has been modified to the point it no longer meets the technical criteria for wetlands. The area is considered to be upland. Former wetlands include by definition Prior Converted Croplands (PC). In addition, formerly vegetated shallow coastal open water areas are also considered to be “former wetlands”. When they were converted from wetland marshes to open water areas the conversion was considered to result in a loss of wetland acreage both by the FWS Wetlands Status and Trends criteria and NRCS’s National Resources Inventory. [2.3]

Wetland Rehabilitation: The manipulation of the physical, chemical, or biological characteristics of a site with the goal of returning full functions to degraded wetland. Rehabilitation results in a gain in wetland function but does not result in a gain in wetland acres. [2.3]

Degraded Wetland: A wetland with one or more functions reduced, impaired, or damaged due to human activity. When determining whether or not a

wetland is degraded, consider: physical alteration, including the conversion of a wetland from one system (e.g., estuarine or marine) to a different system; chemical contamination; and biological alteration, including the significant presence of non-indigenous invasive species. [2.3]

Wetland Establishment: The manipulation of the physical, chemical, or biological characteristics present to support and maintain a wetland that did not previously exist on the site. Establishment results in a gain in wetland acres. [2.3]

Wetland Enhancement: The manipulation of the physical, chemical, or biological characteristics of a wetland (undisturbed or degraded) site to change specific function(s) or the seral stage present. Enhancement results in a change in wetland function(s), but does not result in a gain in wetland acres. [2.3]

X, Y, & Z: NONE

Index of Common GPRA Terms

Goal Category, this optional classification exists only to provide a common way of grouping the major themes of an organization.

Mission Goal is a classification identifying outcome oriented goals that define how an organization will carry out its mission.

Long-Term Goals are the “general performance goals and objectives” identified in the *Government Performance and Results Act*. They define the intended result, effect, or consequence for what the organization does. They provide a measurable indication of future success by providing target levels of performance and a time frame for accomplishment. Long-term goals should focus on outcomes rather than outputs (products and services).

Annual Goal is a one-year increment of the long-term goal. It contains a targeted level of performance to be achieved for a particular year. It is to be expressed in an objective, quantifiable, and measurable form. OMB approval of an alternative form of evaluating the success of a program is required if the annual goal cannot be expressed in an objective or quantifiable manner.

GPRA Program Activity is described as the consolidation, aggregation or disaggregation of program activities that are covered or described by a set of performance goals, provided that any aggregation or consolidation does not omit or minimize the significance of any program constituting a major agency function or operation.

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DEPARTMENT OF THE INTERIOR
