

Annual Performance Plan 2001

Annual Performance Report 1999

Fish and Wildlife Service



DEPARTMENT OF THE INTERIOR

Fish and Wildlife Service
Annual Performance Plan FY 2001
Annual Performance Report FY 1999

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As we enter a new century, Fish and Wildlife Service programs are more vital than ever to our Nation's ability to sustain economic growth and quality of life. The reality of the last century brings us a continued awareness that the effects of human activity on natural systems are not only visible, they are observable over time. In the past 130 years, about 15 percent of the world's forests disappeared; Atlantic Coast fishery populations are less than 1 percent of historic levels and on the West Coast 214 salmon and steelhead stocks are at risk of extinction; over 53 percent of the nation's wetlands have been lost; over 1 thousand species have been listed as threatened or endangered; and over 40 percent of the nation's rivers, streams, lakes and estuaries are too polluted for fishing, swimming, or other uses. The pressures on natural resources are myriad.

Progress is being made in meeting these challenges. In response to the values the public places on conservation of the environment and natural resources, the U.S. Fish and Wildlife Service is entrusted with the protection, conservation and recovery of threatened and endangered species, migratory birds, some marine mammals and some fisheries and their essential habitats. Together with our partners, we are restoring degraded wetlands and forested areas, stabilizing threatened and endangered populations, sustaining migratory bird populations, and arresting the decline of depleted fish stocks. The Service is adapting the way we do business to tackle the challenges of wildlife conservation, habitat preservation, and community interactions at a landscape level. Shifting to a more collaborative approach in finding common values to guide community action in conservation is providing the best solutions to the long-term health and viability of the resource.

This comprehensive conservation approach is directed by our Strategic and Annual Performance Plans defining a set of outcomes to guide and gauge organizational performance. Our four principal outcome goals in concert with our fourteen strategic goals focus the Service's efforts and resources toward increased collaboration across programmatic and interagency boundaries. We have actively engaged stakeholders, partners and employees in the development of common goals and in setting the future direction of the Service. As a result of our most recent meetings, and the past years experience managing and measuring program performance, we have revised our Strategic Plan for FY 2001 - FY 2005 to strengthen our commitment to our partners in natural resource conservation; to heighten action in the prevention and control of invasive species, and to meet the challenges in better managing our grants programs.

We are pleased to share our strategic decisions and expectations for performance through the FY 2001 Annual Performance Plan. The FY 2001 Annual Performance Plan is our first opportunity to refocus our efforts and resources in delivery of the revised FWS Strategic Plan.

This document also provides an opportunity to report on our FY 1999 performance. In 1999, we provided a tremendous service to the public that made their lives richer by safeguarding those wild places for their enjoyment today and in the future. I am proud to report that the Service exceeded or met over 85 percent of its goals for FY 1999.

Successfully Meeting FY 1999 Challenges

A year ago, I challenged the Fish and Wildlife Service to move forward in the delivery of three principal outcomes – sustainability of fish and wildlife populations; protection and conservation of important habitats particularly by strengthening the National Wildlife Refuge System; and promoting and enhancing public uses on lands administered by the Service. These are enduring mission goals. Every activity we undertake, from restoring a wetland to building nesting cover for migratory birds, is focused on providing these three outcomes; they are the reason we are in business.

National Wildlife Refuge System

On behalf of the public, we are privileged to manage the National Wildlife Refuge System providing a life-line for millions of migratory birds; open spaces for elk, pronghorn, and caribou; and wild niches for the rare and endangered. During FY 1999, Service employees managed over 500 refuges providing 36 million visitors with opportunities to enjoy and share in wildlife experiences. We proposed 15 new hunting and fishing programs on 11 refuges, increasing the total to 290 public hunting programs and 260 public fishing programs. Over 6 million visitors used the wildlife observation and photography blinds and 14 million enjoyed refuge nature trails. The National Wildlife Refuge System restored or improved over 3.2 million acres of habitat to benefit wildlife and human communities that surround these lands.

Sustainability of Species

We are entrusted with the responsibility of assuring protection and recovery for threatened or endangered fish, wildlife, and plant species. It is important to remember that often the condition of individual species serves as indicators in measuring the overall health of our environment. In FY 1999, we successfully stabilized 20 percent of threatened or endangered species listed a decade or more; while aggressively pursuing conservation measures to permit removal of 7 candidate species thus avoiding the need to list. One of the most remarkable events of 1999 was the announcement that the peregrine falcon had recovered sufficiently to be removed from the endangered species list. The Peregrine Fund, the Raptor Center, the Santa Cruz Predatory Bird Research Group, states, and volunteers worked with the Service over the last two decades to successfully breed and release peregrines into the wild. These efforts have been instrumental in the success of the peregrine. Many more species followed the peregrine on the road to recovery during 1999 – including our national symbol, the bald eagle, the Aleutian Canada goose, and the Tinian monarch, a tiny flycatcher found on the island of Tinian.

Partnerships in Habitat Conservation

Protecting native ecosystems and practicing sustainable land stewardship should protect the wildlife and plant species that depend on them for survival. Working with partners on private lands, over 72 thousand acres of wetlands and 136 thousand acres of uplands were restored in FY 1999. Through voluntary and non-regulatory partners projects in Montana's Blackfoot Valley, Centennial Valley, Graves Creek, and Yellowstone River, and Wyoming's Wind River basin are leveraging Service funding at a four to one ratio through the North American Wetlands Conservation program. All partners recognize that targeting native trout for restoration is in reality using an indicator species approach to ecosystem management. Habitat conservation plans provide a useful conservation tool for communities and private landowners so that development can proceed while promoting the conservation of Federally-listed, proposed, and candidate species. In FY 1999 the Service completed 20 habitat conservation plans covering 14.2 million acres, restoring 2.1 million acres or 90 percent of the total planned restoration target. The Service actively engages and supports tribal efforts to improve or enhance fish, wildlife, and habitat on tribal lands. By supporting Bizhibayaash (Circle of Flight) Partnership Program of the Bureau of Indian Affairs, the Service assists tribes to improve migratory bird populations by enhancing or restoring important habitat areas on tribal lands.

However, we were not successful in achieving all our goals. On some goals, we now realize that the expectations were unreasonably high. This was particularly true for our plan to increase volunteer hours on National Wildlife Refuges. Although the number of volunteers increased, the number of hours contributed by volunteers from the 1998 levels decreased. Often economic conditions, climate, and availability of paying jobs have an impact on volunteer recruitment. On other goals, performance did not match expectations. With this initial performance report, those expectations are being re-evaluated and necessary corrections will be made.

I invite you to read this FY 2001 Annual Performance Plan and FY 1999 Annual Performance Report, because I believe you will find that the Fish and Wildlife Service has made and will continue to make a significant contribution in the conservation of fish, wildlife, and habitat for the benefit of the American public. We constantly seek innovative measures and creative approaches to ensure that all Americans can experience the joys of wildlife and wild places. The Service is determined to build on the great strides we have made during 1999.

Jamie Rappaport Clark

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 Service's Annual Performance Plan and 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 & Wildlife Populations**

Conserve, protect, restore, and enhance fish, wildlife, and plant populations entrusted to our care.

- **Habitat Conservation - A Network of Lands & 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 & 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, and plants and habitats.

About This Document

This document presents the Fish and Wildlife Service's combined Annual Performance Plan for FY 2001 and the Annual Performance Report for FY 1999. This will be our third Annual Performance Plan presented to the Congress and the public and our first 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 2001 performance goals, the strategies and resources necessary to accomplish them, and the report of our accountability in delivery for each of the respective FY 1999 annual performance goals.

The annual performance goals for FY 2001 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 strate-

gic 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 1999 annual performance goals being reported are identified in the Fish and Wildlife Service Strategic Plan submitted to Congress in September 1997. FY 1999 performance goal targets were adjusted in February 1998 to reflect the impacts of enacted appropriations on performance targets for that year.

Section I

Introduction and Overview

THE SERVICE'S 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 SERVICE HAS THE PRIVILEGE OF BEING THE PRIMARY FEDERAL AGENCY RESPONSIBLE FOR THE PROTECTION, CONSERVATION, AND RENEWAL OF FISH, WILDLIFE, PLANTS AND THEIR HABITATS.

Because fish, wildlife, and plant resources know no boundaries nor land ownership patterns, the conservation of those resources can only be accomplished through partnership efforts with other Federal agencies, state, local, and tribal governments, international and private organizations, and individuals.

The Service manages nearly 93 million acres across the United States, encompassing a network of 521 refuges of the National Wildlife Refuge System (NWRS) and 66 National Fish Hatcheries System (NFHS). The National Wildlife Refuge System, the National Fish Hatchery System, along with the fish, wildlife, and plants that these systems protect and conserve, enrich people in a great variety of ways. Service land provides recreational opportunities to approximately 36 million visitors annually and generates \$401.1 million in sales to regional economies. Recreational fishing annually contributes more than \$38 billion to national and regional economies. The Service FY 2001 President's Budget will provide \$1.7 billion in support of Service programs and state grants' programs. The Service employs approximately 8,600 individuals and more than 28,000 volunteers at facilities across the country.

FWS STRATEGIC MANAGEMENT

Four mission goals drive the Fish and Wildlife Service's Annual Performance Plan (APP) 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 – *Sustainability of Fish and Wildlife Populations, Habitat Conservation-- A Network of Lands and Waters, Public Use and Enjoyment, and Partnerships in Natural Resources* – are intended to facilitate new working relationships and the development of crosscutting policy efforts to strengthen the effectiveness of the Service as a whole, and the public we serve. The 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 conserva-

tion at home and abroad; native fisheries restoration – improving fish passage in major waterways; 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 interaction and balance of people, lands and waters, and fish and wildlife.



Within Mission Goal Three, the Service directs activities on 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 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.

LINK WITH PRIORITIES & INITIATIVES

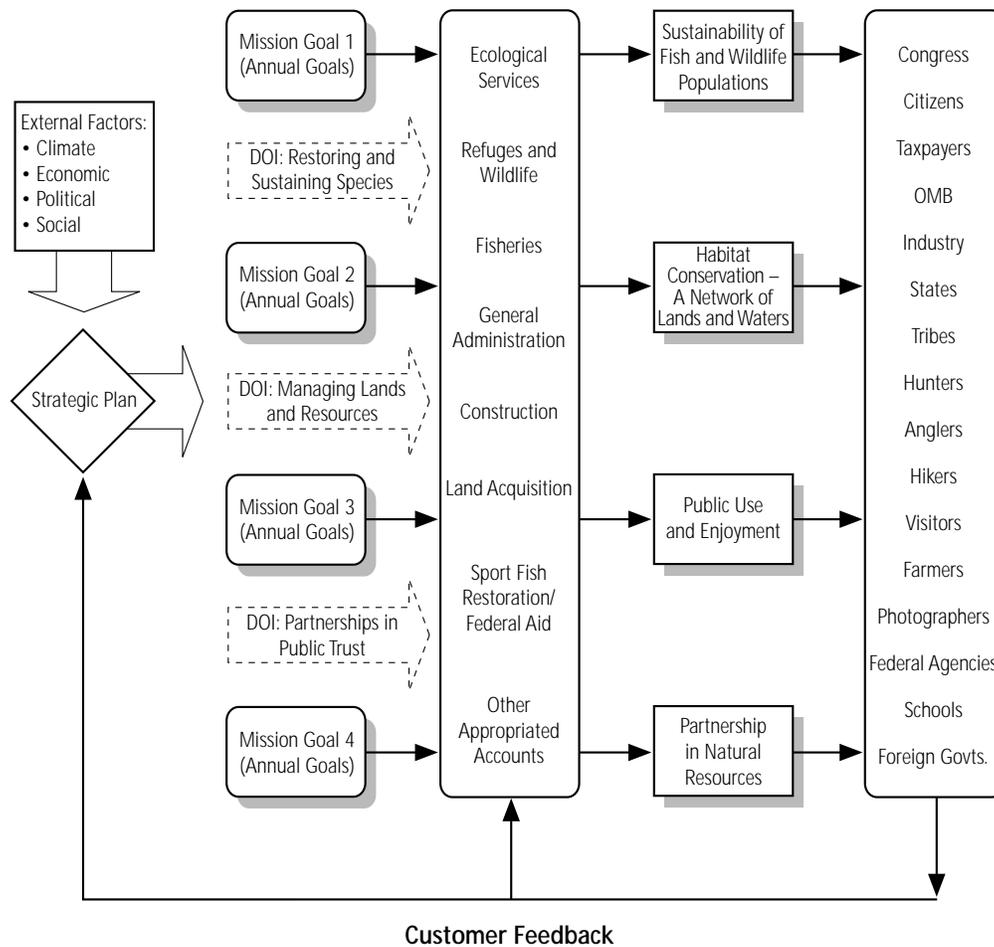
The FY 2001 APP includes our priorities and initiatives, which are discussed in greater detail in the Fish and Wildlife Service's Budget. These priorities and initiatives serve as touchstones to gauge the performance of our most critical programs. The priorities and initiatives provide a second level 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 following flowchart 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 direction of a

Strategic Planning + Resources (Programs) = Outcomes → Customers



more integrated organization. The FY 2001 APP is the product of efforts to establish a more effective strategic planning and performance management process within the Service. The iterative strategic planning and performance management approach, shown above, 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 2001 APP presents the Service's goals and measures, and identifies the strategies and resources needed to achieve them, consistent with the updated

Strategic Plan and the Service's budget proposal. 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 resources to better accomplish the mission of the organization. The FY 2001 APP is the product of efforts to establish a more effective strategic planning and performance management process. 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

In January 1999, the Service began a review and update of its Strategic Plan. The annual performance goals presented for FY 2001 support the Service's updated Strategic Plan covering FY 2001 through 2005. The updated Strategic Plan will be available in summer 2000; however, revisions to the strategic goals are reflected in this annual performance plan. In some cases, we are proposing refinement in how we measure our success, in others, we are recommending a new mission goal reflecting our commitment to our partners, and additional new long-term goals. The changes being proposed reflect substantial recommendations provided by our stakeholders and employees during our fall 1999 consultation process.



FY 2001 Goals At A Glance

I. SUSTAINABILITY OF FISH AND WILDLIFE POPULATIONS

Long-term Goals	Performance Targets	
	FY 2001	FY 2005
1.1 By 2005, 20% (50) of migratory bird populations demonstrate improvements in their population status.	<ul style="list-style-type: none"> a. 4% (10) migratory bird populations b. 4 monitoring programs c. 2 mig. bird plans completed 	<ul style="list-style-type: none"> a. 20% (50) of migratory bird populations
1.2 By 2005, 40% (315) endangered and threatened species populations listed a decade or more are stabilized or improved and 60 candidate or proposed species are precluded from the need for listing under the <i>Endangered Species Act</i>	<ul style="list-style-type: none"> a. 37% (210) E&T populations b. 20 candidate species 	<ul style="list-style-type: none"> a. 40% (315) E&T populations b. 60 candidate species
1.3 By 2005, 12 depressed interjurisdictional native fish populations are restored to self-sustaining or, where appropriate, harvestable levels.	<ul style="list-style-type: none"> a. 3 fish populations 	<ul style="list-style-type: none"> a. 12 fish populations
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.	<ul style="list-style-type: none"> a. 2 marine mammal stocks current censuses. b. 2 marine mammal stocks voluntary harvest guidelines. 	<ul style="list-style-type: none"> a. 3 marine mammal stocks current censuses b. 3 marine mammal stocks voluntary harvest guidelines.
1.5 By 2005, 40 priority species of international concern will be conserved.	<ul style="list-style-type: none"> a. 28 priority species 	<ul style="list-style-type: none"> a. 40 priority species
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).	<ul style="list-style-type: none"> a. 170,000 NWRS acres controlled. b. 2,690 acres controlled c. 4 risk assessments. d. 2 prevention and/or control programs developed. 	<ul style="list-style-type: none"> a. 850,000 NWRS acres controlled b. 13,450 acres controlled c. 20 risk assessments. d. 5 prevention and/or control programs developed.

FY 2001 Goals At A Glance

II. HABITAT CONSERVATION: A NETWORK OF LANDS AND WATERS

Long-term Goals	Performance Targets	
	FY 2001	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 600,000 acres, and annual management/enhancement of 3.2 million acres of habitats, and the addition of 1.275 million acres within Refuge boundaries.</p>	<p>a. restore 137,000 acres</p> <p>b. 3.2 million acres are managed or enhanced annually.</p> <p>c. add 255,000 acres to Refuge System over previous year.</p> <p>d. develop standardized methods to measure biological diversity and environmental health.</p>	<p>a. 600,000 acres restored.</p> <p>b. 3.2 million acres are managed or enhanced annually.</p> <p>c. Add 1.275 million acres within Refuge boundaries</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>1999 Baseline = 3,481 critical water management facilities 1,597 critical public use facilities</p>	<p>a. 422 water management facilities in fair or good condition</p> <p>b. 179 public use facilities in fair or good condition</p>	<p>a. 2,287 water management facilities in fair or good condition</p> <p>b. 969 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 410,000 acres of wetlands habitat, restoring 644,000 acres of upland habitats, and enhancing and/or restoring 6,950 riparian or stream miles of habitat off-Service lands through partnerships and other identified conservation strategies.</p>	<p>a. 48,414 acres wetland enhanced or restored</p> <p>b. 104,964 acres upland enhanced or restored</p> <p>c. 711 miles riparian or stream miles restored</p> <p>d. 5,625 acres of wetlands protected (NAWCF)</p> <p>e. 17,220 acres upland habitat protected (NAWCF)</p> <p>f. 109 acres riparian habitat protected (NAWCF)</p>	<p>a. 410,000 acres wetland enhanced or restored.</p> <p>b. 644,000 acres upland enhanced or restored</p> <p>c. 6,950 miles riparian or stream miles restored</p> <p>d. 31,082 acres of wetlands protected (NAWCF)</p> <p>e. 95,151 acres upland habitat protected (NAWCF)</p> <p>f. 114 acres riparian habitat protected (NAWCF)</p>

III. GREATER PUBLIC USE ON SERVICE LANDS

Long-term Goals	Performance Targets	
	FY 2001	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. 38.3 million visits	a. 41.4 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% (69,200) increase in volunteer hours b. 108 new friends groups	a. 7% (93,500) increase in volunteer hours b. 155 new friends groups

IV. PARTNERSHIP IN NATURAL RESOURCES

Long-term Goals	Performance Targets	
	FY 2001	FY 2005
4.1 By September 30, 2005, increase technical assistance to tribes by providing for: 8 training sessions, 75 tribal participants, 20 technical assistance projects for tribes, 10 new cooperative agreements, and 18 tribal consultations.	a. 4 training sessions b. 50 tribal participants c. 10 tech. asst. projects for tribes d. 5 new coop. agreements e. 12 tribal consultations	a. 8 training sessions b. 75 tribal participants c. 20 tech. asst. projects for tribes d. 10 new coop. agreements e. 18 tribal consultations
4.2: By 2005, the Service will improve grants management through automation for 80% of the states' and territories' grant proposals.	a. 20 Federal Aid staff trained b. 5 days reduction in grants processing time from current level	Improve grants management through automation for 80% of states' and territories' grant proposals
4.3: By 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. 10% reduction in audit costs from current amount b. 100% of draft reports will be available to states within 60 days of completion of the audit. c. 100% of resolution of audit findings will occur within 180 days of report d. 40 states and Service staff will complete basic grants management course.	Systems and processes to assure accuracy, consistency, and integrity in all Federal Aid internal and external financial programs will be in place

Section II

Description of Mission Goals and Annual Performance Goals

THIS SECTION PRESENTS THE FY 2001 ANNUAL PERFORMANCE PLAN AND FY 1999 PERFORMANCE REPORT, WHICH SUMMARIZE THE ACTIVITIES, PERFORMANCE, AND RESOURCES OF THE FISH AND WILDLIFE SERVICE.

The plan is presented in the context of the four mission goals and fourteen long-term goals. Twenty one "outcome" annual goals, developed to deliver the mission and long-term goals, provide the year's performance targets, strategies and means, and identify any additional resource requirements necessary to succeed. FY 2001 annual goals and indicators reflect performance expected from total budgetary resources available for implementing the Annual Performance Plan.

The strategic management approach of the Service crosscuts the traditional functional programs of the organization. This strategic approach integrates the

cross program natural resource disciplines toward the achievement of a common goal. Because the Service's budget and finance systems are programmatically aligned, the resources necessary to deliver the strategic and annual goals cannot be easily derived. We have provided what we hope to be a useful aid to easily translate programmatic funding contributions to the strategic and annual goals. From this crosswalk of budgetary resources presented in the current budget and finance structure to the *four mission goals [GPRA program activities]*, you may discern the annual financial resources attributed.

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 recognizes 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*. 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 *Endangered Species Act*. 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 focuses 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*.¹ 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



¹ Potential Biological Removal (PBR), a management term set by 1994 amendments to the Marine Mammal Protection Act, to define the removal rate beyond which a marine mammal stock would be impeded from recovery and reaching or maintaining its optimal sustainable population level.

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 (IAS) 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 *Nonindigenous 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 I - SUSTAINABILITY OF FISH AND WILDLIFE POPULATIONS

The following table provides a crosswalk of total appropriated funds to the first Mission Goal Sustainability of Fish and Wildlife Populations for FY 1999 Enacted Appropriations, FY 2000 Enacted Appropriation, and FY 2001 President's Request.

Budget Activity/ Subactivity (\$000)	FY 1999 Enacted Appropriations		FY 2000 Enacted Appropriations		FY 2001 President's Budget	
	Total	Mission Goal I	Total	Mission Goal I	Total	Mission Goal I
Ecological Services	183,908	110,817	189,739	108,282	199,192	115,244
Endangered Species	110,817	110,817	108,282	108,282	115,320	115,244
Habitat Conservation	63,753	0	71,452	0	73,558	0
Environmental Contaminants	9,338	0	10,005	0	10,314	0
Refuges and Wildlife	257,360	59,034	283,853	63,612	304,805	69,635
Refuge Operations and Maintenance	238,235	38,909	262,055	41,814	281,966	46,815
Migratory Bird Management	19,125	19,125	21,798	21,798	22,839	22,824
Law Enforcement	36,943	36,943	39,405	39,405	52,029	51,995
Fisheries	73,562	44,228	85,271	47,025	82,650	42,159
General Administration	109,363	48,411	116,275	54,095	123,262	59,030
Construction	88,065	0	53,528	0	44,231	0
Land Acquisition	47,792	0	51,763	0	111,632	0
Wildlife Cons. & Appreciation. Fund	800	0	797	0	800	0
State Non-Game Wildlife Grants Fund	0	0	0	0	100,000	0
National Wildlife Refuge Fund	10,779	0	10,739	0	10,000	0
North American Wetlands Cons. Fund	15,000	0	14,957	0	30,000	0
Cooperative End. Species Cons. Fund	14,000	14,000	23,000	23,000	65,000	65,000
Multinational Species Conservation Fund	2,000	2,400	2,391	2,391	3,000	3,000
Commercial Salmon Fishery	0	0	4,625	4,625	0	0
TOTAL APPROPRIATIONS	838,438	314,433	876,343	342,435	1,126,601	406,064



SUSTAINABILITY OF FISH AND WILDLIFE POPULATIONS

1.1 MIGRATORY BIRD CONSERVATION

Long -Term Goal 1.1 – Through 2005, 20 percent of migratory bird populations demonstrate improvements in their population status.

Annual Performance Goal 1.1.1 — By September 30, 2001, 4 percent of migratory bird populations of management concern demonstrate improvements in their population status over the previous year.

Performance Measures	FY 97 Actual	FY 98 Actual	FY 99 Plan	FY 99 Actual	FY 00 Plan	FY 01 Proposed
1. % of migratory birds of management concern with reliable baseline information improved status	0	.8% 1 population	2% 5 populations	2% 5 populations	2% 5 populations	4% 10 populations

Note: Performance is measured against the baseline of the total number of regional migratory bird populations of management concern that have adequate population information. 1997 Baseline = 250 migratory birds of management concern with reliable baseline information.

Goal Purpose

The principal objective of the two annual goals (1.1.1, 1.1.2) is to improve the status of migratory bird populations that have evidenced decline or other problems, including over abundance. These annual goals 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 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

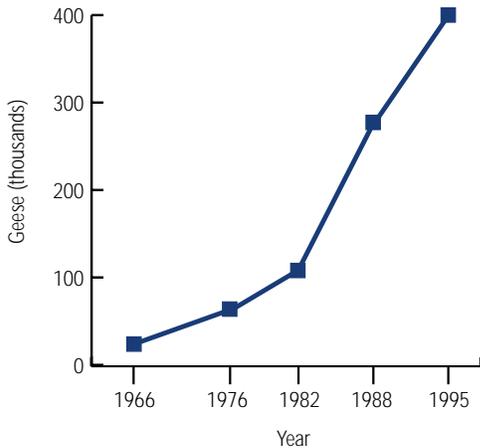
Many migratory bird populations are currently at-risk due to a variety of factors that have caused significant declines in numbers, while other populations have outstripped the ability of key landscapes to support the burden of excessive population growth. Broad-scale national programs -- such as the 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.

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.

The population of mid-continent lesser snow geese has increased in the last 30 years from an estimated 900,000 birds to over 4,000,000 birds and continues to grow at an annual rate of 5%. Central and western Arctic nesting areas now each contain more than 500,000 breeding birds. Mid-continent lesser snow 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.

NUMBER OF NESTING LESSER SNOW GEESE IN CENTRAL ARCTIC, 1965-1995.

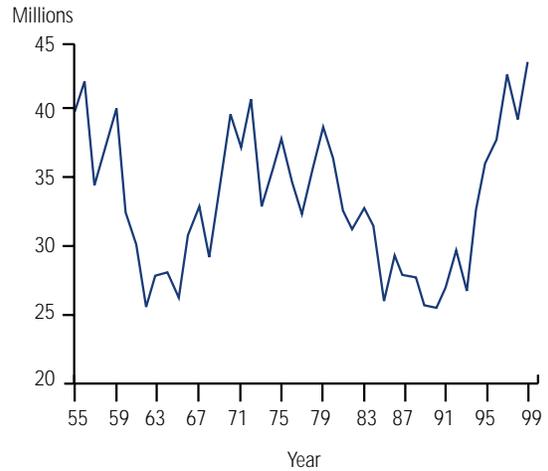


Unpublished data courtesy of R. Kerbes.

Waterfowl Populations

During the late 1970's through the early 1990's, 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 1999, the estimate for total ducks in the traditional survey area was 43.4 million birds, the largest population size estimated since operational surveys began in 1955. This is an increase of 11% over that of 1998 and 32% higher than the 1955-98 average. However, within this

TOTAL DUCKS



overall positive report, some species, pintail and scaup did experience lower than average numbers. The status of American black duck was 34% below the most recent 10 year average. Over 80% 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. Twelve of the 29 populations reported appear to have increased by 10% over last year, 4 appear to have decreased by 10%, and 9 appear to have changed little.

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.



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).



Goal Achievement – Strategies

Of the 400 regional migratory bird populations of management concern, only 250 of those populations have reliable baseline information and on-going monitoring programs. Further, the Service recognizes 124 species as “Nongame Birds of Management Concern,” meaning without immediate attention, these species will be future candidates for listing under the ESA. Some populations, such as Mid-continent snow geese, are increasing faster than their habitats can support them. Over abundance of populations can result in massive destruction of ecosystems and significant economic losses on agricultural lands.

Accomplishment of our long-term goal, improvement in the population status for 20% of the migratory birds, will depend on having the resources necessary to measure current status and trends for populations of man-

agement concern. We plan monitoring and assessment activities addressing migratory bird populations delineation, distribution and abundance, and identification and integration of important migratory bird habitats in landscape planning efforts and acquisition opportunities for FY 2001. Additional resources will result in improvement in the status of two additional populations.

A significant strategic factor in the successful conservation of regional migratory bird populations involves enforcing laws enacted by the Congress for the protection of migratory birds. Fish and Wildlife Service law enforcement agents work with state and local agencies and private groups to reduce human impacts on the breeding activities of rare ground-nesting (protection of beach areas) shore birds, such as piping plovers and least terns. Deterrent efforts focus on 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.

Successful accomplishment of our annual performance goal for FY 2001 assumes an additional \$6.6 million.



Benefits Realized

- increased recreational opportunities resulting from improved migratory bird populations (hunting, wildlife viewing, environmental education).
- 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 1999 ANNUAL PERFORMANCE REPORT

Long Term Goal

Through 2003, 20% of regional migratory bird populations demonstrate improvements in their population status, because of management actions that have either increased their numbers or, in some cases, reduced the number of conflicts due to overabundance.

Annual Performance Goal

By September 30, 1999, an increase of 2% 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 management actions that have either increased their numbers or, in some cases, reduced the number of conflicts due to overabundance.

Report: Goal Met

Five populations of Cerulean Warblers were improved in FY 1999. The breeding range of the Cerulean Warbler, a forest-nesting neotropical migrant, encompasses parts of 5 FWS Administrative Regions (2, 3, 4, 5, and 6). The CERulean Warbler Atlas Project (CEWAP), initiated in 1997 by the Cornell Laboratory of Ornithology with a grant from the Service, has been expanded to include the entire breeding range of the species. Relying on the volunteer contributions of interested and knowledgeable citizens, CEWAP will help determine the number of breeding pairs and productivity, describe nesting habitat, and identify potential threats to the population and its habitat. We will use results from CEWAP to develop conservation guidelines for this species. CEWAP Website: <http://birdsource.cornell.edu/cewap/>

Performance Measure	Number of regional migratory birds of management concern with improved populations status.
Data Source	All information is collected, analyzed, and reported by the Migratory Bird Management Office. Information includes: Breeding Bird Survey, Waterfowl Survey, and Christmas Bird Count
Baseline	FY 1997; Regional migratory birds of management concern = 250.
Verification	Senior biologists evaluate all breeding bird surveys using generally accepted statistical procedures.
Data Limitations	External source—Breeding Bird Survey data provided by U.S. Geological Survey-Biological Research Division. In addition, volunteers are used to collect bird data.



FY 1999 HIGHLIGHTS

Protection of Migratory Birds

The Service began working with the telecommunications industry to identify the reasons why an estimated four million birds are currently being killed every year in North America in collisions with communications towers. As demand for new towers grows, and technological changes require even taller towers, bird deaths at these sites are an increasing problem that could threaten the health of some migratory bird populations. The Service co-hosted a groundbreaking, first-of-its-kind workshop this August at Cornell University, Ithaca, NY, to examine the growing problem of fatal bird collisions with communications towers. The workshop brought together experts from across the country to discuss the problem and begin forging a course of action in partnership with industry.



Overabundant species

During FY 1999, the Service provided States struggling to cope with growing resident populations of Canada geese in urban and suburban communities with greater flexibility to implement population management actions. The Service streamlined the existing permit process to give state wildlife agencies the opportunity to design their own management programs to control specific populations without having to seek a separate permit from the Service for each action.



Snow geese continue to threaten breeding grounds

Exploding populations of migratory "white" geese are threatening to overwhelm the arctic breeding grounds on which dozens of migratory bird species depend. Populations have more than sextupled since the 1960s, resulting in far more geese than the fragile arctic tundra, with its short growing season, can support. After extensive consultation with the Canadian government and a rulemaking process that generated hundreds of public comments, the Service published two rules that allowed 24 Midwestern and Southern states to take conservation measures aimed at reducing the population of mid-continent light geese.



SUSTAINABILITY OF FISH AND WILDLIFE POPULATIONS

1.1.2 MIGRATORY BIRD CONSERVATION

Annual Performance Goal 1.1.2 — By September 30, 2001, an additional 3 percent of 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 97 Actual	FY 98 Actual	FY 99 Plan	FY 99 Actual	FY 00 Plan	FY 01 Proposed
1. # of baseline monitoring programs initiated for migratory bird populations of management concerns.	0	0	4	4	3	4
2. % regional migratory bird populations of management concern with reliable baseline information & ongoing monitoring program	250	250	250	250	250	258 [+8 or +3% populations]
3. # of migratory bird conservation plans completed	—	—	—	—	—	2

Note: performance is measured against the baseline [400] the total number of migratory bird populations of management concern.

Goal Purpose & Resource Condition: Explained under goal 1.1.1

Goal Achievement & Strategies

The Service lacks reliable information on status and distribution for the majority of migratory bird species. Thirty percent of all the 836 species of migratory birds have essentially no population data. 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.

Strategies will focus on three principle 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 experi-

encing 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 is 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 populations 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 nongame birds. There are 6 cate-

gories 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 which 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 the field stations, conservation, 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 the population. The status report can contain several indicators which might include recent surveys, monitoring reports, or other periodic investigations that are considered reliable.

Performance Measure	Percent increase in baseline monitoring programs initiated for regional migratory bird populations of management concern. Number of migratory bird conservation plans completed. Number of migratory bird conservation plan tasks completed.
Data Source	All information is collected, analyzed, and reported by the Migratory Bird Management Office. Information includes: Breeding Bird Survey, Waterfowl Survey, and Christmas Bird Count
Baseline	Reliable 1997 baseline data for 250 regional mig. bird populations of the total 400 reg. mig. bird populations of management concern.
Verification	Senior biologists evaluate all breeding bird surveys using generally accepted statistical procedures.
Data Limitations	External source—Breeding Bird Survey data provided by U.S. Geological Survey-Biological Research Division. In addition, volunteers are used to collect bird data.

SUSTAINABILITY OF FISH AND WILDLIFE POPULATIONS

1.2 IMPERILED SPECIES

Long -Term Goal 1.2 – Through 2005, 40 percent or 315 of endangered and threatened species populations listed a decade or more are stabilized or improved and 60 candidates or proposed species are precluded from the need for listing under the *Endangered Species Act*.

Annual Performance Goal 1.2.1 — By September 30, 2001, 37 percent or 210 of endangered and threatened species populations listed a decade or more are stabilized or improved and 20 candidates or proposed species are precluded from the need for listing under the *Endangered Species Act*.

Performance Measures	FY 97 Actual	FY 98 Actual	FY 99 Plan	FY 99 Actual	FY 00 Plan	FY 01 Proposed
1. % listed species populations listed a decade or more are improving and/or stable.	—	—	12.6 [63 of 499]	20% [99 of 499]	37% [197 of 532]	37% [210 of 568]
2. # species approved for removal from candidate or proposed status. [Baseline]	11	17	10	7	15 [261]	20

Workload and Other Performance Statistics

a. # species approved for removal from candidate or proposed status as a result of conservation agreements precluding the need to list.	7	5	8	5	10	12
b. # species included in proposed rules to delist/downlist published in the Federal Register.	0	1	12	6	8	10
c. # species included in final rules to delist or downlist.	0	0	3	2	7	17
d. # total acres protected, restored or enhanced under Habitat Conservation Plans.	—	2,000,000	2,500,000	2,105,472	3,000,000	3,500,000
e. # listed & unlisted candidate species covered by those Habitat Conservation Plans.	—	200	250	257	325	350

The Service, in the Department of the Interior, and the National Marine Fisheries Service, in the Department of Commerce, share responsibility for administration of the *Endangered Species Act*. Generally, the National Marine Fisheries deals with those species occurring in marine environments and anadromous fish, while the 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 Purpose

Protecting endangered and threatened species and restoring them to a secure status in the wild is the primary goal of the endangered species program of the Service. The responsibilities and strategies of the endangered species program include:



- Listing, reclassifying, and delisting species under the *ESA*
- Providing biological opinions through consultations with Federal agencies on their activities that may affect listed species
- Overseeing recovery activities for listed species
- Providing for the protection of important habitat
- Providing grants to states to assist with their endangered species conservation efforts.

The Service FY 2000 performance target will be achieved with the addition of budgetary resources of \$29.2 million, of which \$23 million was provided in cooperative endangered species grants to states, over the FY 1999 enacted level. Additional resources are necessary to meet the goal of stabilizing or improving 37% or 197 endangered or threatened species populations listed a decade or more and precluding the need to list 10 species whose populations are in decline.



The Service's FY 2001 performance target assumes additional budgetary resources of \$43.3 million over the FY 2000 enacted level, necessary to meet the goal of stabilizing or improving 37% or 210 endangered/threatened species popula-

tions listed a decade or more and precluding the need to list 15 species whose populations are in decline. Approximately 97% of the increase will be provided to

Status of the Threatened and Endangered Species and Candidate Species

As of December 31, 1999 there were 53 species proposed for listing and 1,205 species listed as threatened or endangered. The Service anticipates adding 35 species to the list in FY 2000.

The Service published the Annual Notice of Review of all candidate species for possible listing in the Federal Register for 2000. The notice identified 258 candidates for possible addition to the lists of endangered and threatened wildlife and plants

states through the cooperative endangered species conservation fund grants program.

Goal Achievement & Strategies

The FY 2001 annual goal will focus strategies on increasing technical assistance to municipal and county governments in the development of large area, multiple species habitat conservation plans. There are presently over 200 habitat conservation plans in development. In addition, there are over 240 habitat conservation plans in effect. These broad scale, multi-species and multi-partner efforts require intensive Service involvement in compliance monitoring to assure that the terms of the plans are implemented and effective in the protection and conservation of the endangered and threatened species.



The Service will increase consultation strategies assisting other Federal agencies to minimize the adverse impacts of Federal actions on listed, proposed and candidate species and designated critical habitat. These strategies will involve expanded use of programmatic consultation (i.e. EPA's pesticide registration program);

and opportunities to streamline the section 7 consultation and approval process by allowing other Federal agencies to set sideboards for broad classes of actions; and for those individual projects that fit within the sideboards granting expedited approval.

The FY 2001 annual goal will also focus strategies on precluding or removing the need to list species as threatened or endangered under the ESA. The Service will collaboratively work with Tribes, States, Territories, other Federal agencies, and the private sector to identify species that may need conservation and plan and implement conservation measures.

Candidate Conservation

The Service will work with its partners to develop and implement Candidate Conservation Agreements. The earlier species conservation begins, the more efficient and effective it will be, and the more likely the need to list will be removed. By removing the need to list, early conservation can maintain land use and development flexibility for landowners. In addition, by beginning conservation before a species and its habitat are critically imperiled, it is more likely that simpler, more cost-effective conservation options will still be available and that conservation will be successful.

Protecting Endangered Species

The Service's law enforcement program plays an increasingly important role in the agency's overall effort to protect and recover endangered species.

Strategies for 2001 will focus on providing greater participation in the development of habitat conservation

plans and reviewing, evaluating, and monitoring incidental take permits to ensure compatibility with current laws and permittees 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 efforts will include increased patrols 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.

Benefits Realized

Implementation of this goal will provide two specific benefits both to the resource and the public.

- Protection of candidate species in a timely fashion. This strategy will help to prevent the need for listing, and conserve habitat on which species depend thereby minimizing the regulatory burden on the public.
- Recovery for species and ensuring their continued existence. In addition, fulfilling this goal contributes to environmental rehabilitation by restoring listed species to a status in which they more nearly play their historic roles within ecosystems. Recovering species to the point where protection under the *ESA* is no longer needed and delisting can occur is the ultimate goal. Results are documented in a biennial report to Congress.





FY 1999 ANNUAL PERFORMANCE REPORT

Long Term Goal

Through 2003, 40 percent or 315 of endangered and threatened species populations listed a decade or more are stabilized or improved and 60 candidates or proposed species are precluded from the need for listing under the *Endangered Species Act*.

Annual Performance Goal

By September 30, 1999, 13% of endangered and threatened species populations listed a decade or more are stabilized or improved and 10 species in decline are precluded from the need for listing under the *Endangered Species Act*.

Report: Goal Exceeded

Part 1. The Service exceeded expectations in meeting their principle performance target for the FY 1999 annual goal 1.2. By September 30, 1999 the Service had stabilized or improved 19.8% or 99 threatened or endangered species listed a decade or more.

FY 1999 HIGHLIGHTS

Peregrine Recovery

One of the most remarkable events of 1999 was the announcement that the peregrine falcon had graduated from the list of endangered and threatened species. The Peregrine Fund, the Raptor Center, the Santa Cruz Predatory Bird Research Group, states and many volunteers worked with the Fish and Wildlife Service over the last two decades to successfully breed and release peregrines into the wild. Once near extinction, their numbers have reached 1,593 breeding pairs, inhabiting skyscrapers, bridges, and cliffs in 40 states.



Tinian Monarch Flycatcher

The proposal to delist the Tinian monarch, a tiny flycatcher found only on the island of Tinian in Commonwealth of the Northern Marianas Islands, came as non-native forests grew back on the island. If the proposal is finalized, this will be the fourth Pacific bird species removed from the protection of the *Endangered Species Act* due to its recovery.

Aleutian Canada Goose

The proposed delisting of the Aleutian Canada Goose is an Endangered Species success story unlike any other. The bird's recovery is a result not of a single action or recovery effort, but of a suite of recovery efforts by a network of dedicated individuals. The eradication of introduced foxes from nesting islands in the Aleutians, implementation of hunting restrictions and development of sanctuaries on the geese' wintering grounds in California, Oregon, and Washington paved the way for recovery.

Bald Eagle

On the eve of Independence Day weekend, President Clinton marked the culmination of a three-decade effort to protect and recover the majestic bald eagle by announcing a proposal to remove it from the list of threatened and endangered species. The bald eagle once ranged throughout every state in the Union except Hawaii.

When America adopted the bird as its national symbol in 1782, as many as 100,000 nesting bald eagles lived in the continental United States, excluding Alaska. By 1963, only 417 nesting pairs were found in the lower 48. Today, due to recovery efforts, this number has risen to an estimated 5,748 nesting pairs.



Part 2. Goal Not Met.

The Service did not meet expectations of the second performance target of annual goal 1.2 for FY 1999. The Service actions precluded the need to list 7 species in decline. The number of candidate species is very large, and all of these species require conservation actions. In funding conservation actions for candidate species (including developing agreements with landowners), we often distribute the money to implement actions for a large number of high priority species, rather than concentrating our funding on a few species. This is often necessary to thwart significant declines and even extinction. More funding will be concentrated on species in order to preclude the need to list when we can without risking significant declines or extinctions of other species.

Performance Measure	Percent of listed species populations listed a decade or more are improving/stable. Number of species approved for removal from candidate or proposed status.
Data Source	Division of Ecological Services
Baseline	Ratio of improved/stable listed species on the list 10 years or more to total total number of listed species. 1997: 11 species approved for removal from candidate or proposed
Verification	Compiled data from all Regions are reviewed by the Washington Office staff, and data discrepancies are resolved with the Regional and field office staff. Also, FWS internal reports and Recovery Report to Congress are used to verify data.
Data Limitations	Inherent subjectivity of assessing status with limited information and cost of attaining accurate information for a large number of species.



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, 2001, three depressed interjurisdictional native fish populations are restored to self-sustaining or, where appropriate, harvestable levels (based on applicable management plans).

Performance Measures	FY 97 Actual	FY 98 Actual	FY 99 Plan	FY 99 Actual	FY 00 Plan	FY 01 Proposed
1. # depressed inter-jurisdictional fish populations restored	1	0	0	0	0	3



Goal Purpose

This goal focuses on restoring declining interjurisdictional fish populations.

Resource Condition

Many native fish populations are declining, or are at historic low levels, due to habitat degradation, inadequate fish passage, overfishing, introductions of non-indigenous species, poor land management practices or urbanization. Resource perturbations have decimated many interjurisdictional fishery populations.

- Populations of sturgeon, river herring, shad, and salmon have plummeted along the Atlantic Coast. Atlantic salmon populations are currently less than 1% of historic levels. Before declining Atlantic striped bass populations were restored, depressed fisheries cost an estimated 7,500 jobs and \$200 million between 1974 and 1980.

- On the West Coast, 214 salmon and steelhead stocks are at risk of extinction and more than 100 salmon and steelhead stocks have already been extirpated from once productive waters. The Pacific salmon in Washington, Oregon, and California, valued at \$200 million in 1980, dropped to only \$120 million in 1990, and is well below that today.

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

Further, interjurisdictional fish species support critical recreational and commercial fisheries. In 1996, 35 million anglers spent \$15.4 billion on fishing trips, \$19.2 billion on equipment and \$3.8 billion on licenses, stamps, tags and other items. Interjurisdictional fish support a vast commercial fishery.

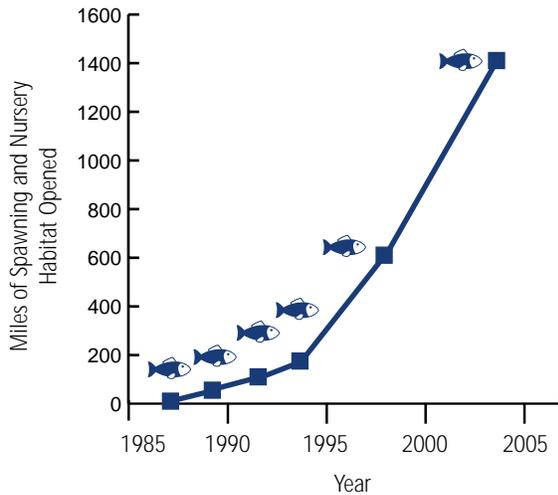
Goal Achievement & Strategies

The Service will incorporate a number of strategies to achieve the FY 2001 annual goal; including increased emphasis and resources directed toward:

- Expanding fishery propagation supporting restoration and recovery of native fish,

- Restoring habitat and improving fish passage in rivers and streams, and
- Implementation of Federal subsistence Fisheries Management in Alaska.

Fish Passage



Chesapeake Bay Program-fish passage improvement. As of 1994, 160 river miles of nursery and spawning grounds have been reopened. Five year goal of 582 total miles.

Resource Requirements

Accomplishment of the FY 2001 performance goal assumes increased resources of \$9.5 million over the FY 2000 level, not counting the reduction of \$11.7 million for the Lower Snake River Program, which will continue to be delivered by the Service but funded by the Bonneville Power Administration on a reimbursable basis. Programs providing strategic operational support to the delivery of the goal include:

- Law enforcement efforts to deter illegal take and commercial trade of native fish stocks including, freshwater mussels, paddlefish, and sturgeon.
- Alaska Subsistence Fisheries assuring ample subsis-

tence fishing opportunities for rural residents in Alaska through a coordinated program administration, resource harvest assessment and monitoring, and enforcement of fisheries harvest seasons and limits.

- Hatchery operations supporting restoration of paddlefish, pallid sturgeons, and striped bass in the Lower Mississippi River Basin and in shore waters of the Gulf of Mexico.
- Propagation of native aquatic species at four National Fish Hatcheries to preserve biological diversity of wild and captive fish.

The National Fish Hatchery System plays a critical role in stabilizing and restoring depressed populations of inter-jurisdictional fish species, particularly along the coasts of the nation, in its major rivers, and in the Great Lakes. In 1998, the National Fish Hatchery System produced more than 107 million anadromous fish to aid restoration efforts throughout the Atlantic, Gulf and Pacific coasts. The System is committed to restoring populations of depleted inland and Great Lakes fisheries producing 57 million fish in 1998. Based on previous workload statistics, the Service is anticipating a decrease of 11% in anadromous fish hatchery propagation programs in FY 2000 and 2001. Production is expected to decline further as the Service shifts emphasis from mitigation to restoration and recovery, which requires more rigorous scientific and quality control, including planning, genetics, fish health, and evaluation.

In FY 2001, where stocks are identified as declining, Service fisheries' professionals will determine limiting factors in an effort to reverse the decline of the populations. We will conduct comprehensive population assessment activities on imperiled stocks and enjoin partners to develop appropriate management plans for restoration of the population.



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 offers 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 1999 ANNUAL PERFORMANCE REPORT

Long Term Goal

Through 2003, 100% of stable interjurisdictional fish populations remain at or above current levels, and 3% of depressed populations are restored to self-sustaining or, where appropriate, harvestable levels.

Annual Performance Goal

By September 30, 1999, baselines for interjurisdictional fish populations are established.

Report: Goal Not Met

The 1999 target was to establish a baseline for measuring success in maintaining and/or improving interjurisdictional fish populations. The goal target was not met. The Service re-evaluated the goal and found the goal too broad in scope. A revised goal has been recommended that focuses Service efforts over the five-year period on restoration of depressed native fish populations. Completion date revised to 9/30/2000.

Performance Measure	Number of depressed interjurisdictional fish populations restored.
Data Source	Fisheries Program - Fisheries Field Stations enter data into Accomplishment module-Fishery Information System.
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.

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, 2001, current censuses for 2 of marine mammal stocks and voluntary harvest guidelines for 2 of marine mammal stocks will be available.

Performance Measures	FY 97 Actual	FY 98 Actual	FY 99 Plan	FY 99 Actual	FY 00 Plan	FY 01 Proposed
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	0	0	1	2	1	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	1	2	2	2	2	2
				[1]		
				[1]		

Goal Purpose

The purpose of this goal is to manage the Northern Sea Otter in Alaska and Washington State, and the polar bear and Pacific walrus in Alaska. The Service is responsible for the recovery of two endangered marine mammal species, the Southern sea otter and the West Indian manatee. Efforts to recover these two species are captured in annual performance goal 1.2 - Imperiled Species.

Resource Condition



Northern Sea Otters

Sea otters in Alaska are currently estimated to be within their optimum sustainable population level range. They are not listed as depleted or considered

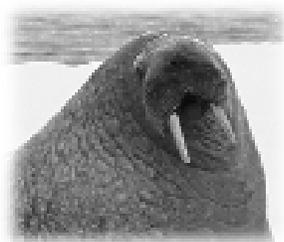
strategic stocks under the *Marine Mammal Protection Act (MMPA)*, or as threatened or endangered under the ESA. Sea otters currently occupy much of their former range and are continuing to expand their distribution in Southeast Alaska. Impacts resulting from the *Exxon Valdez* oil spill may have resulted 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. Based on available data, sea otter populations in Alaska are not likely to be significantly affected due to commercial fishery interactions (<10%). The Potential Biological Removal (PBR) calculated for the stock is 10,000 sea otters annually. Sea otters have declined dramatically around three island groups in the Aleutians; however, their status in the region is unknown.



Polar Bear

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 or 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 stock appears to have increased during the past 27 years despite a substantial annual harvest.



Pacific walrus

Despite an inability to determine precisely the bounds of optimum sustainable populations (OSP) as currently defined, the Pacific walrus population in Alaska

is believed to be 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 PBR rate of 7,533. It is not listed as depleted or strategic under the *MMPA*, or threatened or endangered under the *ESA*.

Goal Achievement & Strategies

Success in achieving the FY 2001 annual performance goal depends on the completion of high priority marine mammal population's studies in the Bering Sea. These studies focus on Pacific walrus that occur throughout the U.S. and Russian waters of the Bering Sea and sea otter populations in the Aleutian Islands. Given the expense of these studies due to the remote locations, the studies will be pursued cooperatively with the U.S. Geological Service - Biological Research Division, native partners, universities and other non-governmental organizations. Resources available to accomplish the annual goal total

\$2.4 million. No additional resources are requested in the FY2001 to accomplish this performance goal.

Protection of marine mammals through enforcement of the *Marine Mammal Protection Act* is an important element in meeting our performance of this conservation goal. The Service's law enforcement program 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. Through a concerted strategy to build cooperation and increase outreach and education programs with Alaska Native organizations, voluntary compliance with Federal subsistence regulations will be greatly enhanced. Assistance efforts are underway to help local native villages develop and implement policies and ordinances aimed at self-regulating their subsistence hunting activities. Off of the coast of California, Service law enforcement officers will continue to monitor sea otter/fisherman interactions in the sea otter management zones and increase efforts to improve cooperation among all interested parties.

Benefits Derived

Accurate data on the population size for each of our species will enable the Service to monitor the population with respect to their respective optimum sustainable population levels (OSP). Both the information on population size and the presence of voluntary harvest guidelines substantiate the subsistence harvest needs and levels, thereby providing for subsistence harvest within OSP. Furthermore, voluntary harvest guidelines can be used to help rebuild depressed stocks.



FY 1999 ANNUAL PERFORMANCE REPORT

Long Term Goal

Through 2003, 100% of marine mammal populations, over which the Service jurisdiction, will be at sustainable population levels or protected under conservation agreements.

Annual Performance Goal

Through September 30, 1999, 100% of marine mammal populations over which the Service has jurisdiction will be at sustainable population levels or protected under conservation agreements.

Report: Goal Met.

The Service met the 1999 performance target to assure that 100% of marine mammal populations under Service jurisdiction (4 populations) were at sustainable populations levels or protected under conservation agreements.

Performance Measure	Percent marine mammal stocks with current censuses. Percent 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.
Baseline	1997: 6 population stocks.
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 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.



SUSTAINABILITY OF FISH AND WILDLIFE POPULATIONS

1.5 SPECIES OF INTERNATIONAL CONCERN

Long -Term Goal 1.5 – Through 2005, 40 priority species of international concern will be conserved.

Annual Performance Goal 1.5.1 — By September 30, 2001, 28 priority species of international concern will benefit from improved conservation efforts.

Performance Measures	FY 97 Actual	FY 98 Actual	FY 99 Plan	FY 99 Actual	FY 00 Plan	FY 01 Proposed
1. # of priority international species conserved	—	15	22	22	25	28

Goal Purpose

The primary objective of this annual goal is to help conserve priority species of international concern through improved conservation efforts. Conservation of wildlife recognizes the fact that geophysical boundaries have no meaning for wildlife and that for conservation to succeed it must go beyond man-made borders.

Resource Condition

The current status of priority species of international concern ranges from stable to highly endangered or nearing extinction. The international programs attempt to conserve remaining populations of endangered species and prevent stable populations from declining. However, efforts to conserve these species effectively vary due to species distribution, population growth, and related threats, as well as the level of cooperation from partner countries.



Goal Achievement & Strategies

The Service will be focusing on three strategies in delivery of the 2001 annual performance goal. Resource requirements to assure full performance of this strategy assumes an additional \$5.196 million.

1. Increase capacity for International Wildlife Trade regulation, particularly in the areas of CITES implementation. As new species are added to the CITES Appendices, implementation programs are needed to ensure that trade is biologically sustainable, based on the best available scientific and management information. It is anticipated that potential listings for species such as medicinal plants and marine species will pose unique implementation challenges. Additional resources will allow the Service to develop mechanisms, in consultation with industry, the States, and Tribes, to ensure that trade in these species is sustainable. The Service will focus efforts on development of innovative and practical procedures to address new and current listings and improve CITES implementation.

An essential element of the improving the conservation status of international species is wildlife protection through enhanced law enforcement efforts. As the world's largest importer and exporter of wildlife, the U.S. must assume responsibility to monitor and interdict illegal wildlife trade. Inspection of wild animals and plants at U.S. ports of entry, as part of U.S.

CITES responsibilities, is expected to increase -- particularly in the area of marine species. The law enforcement component of this multi-pronged strategy for conservation of international transborder species is essential to the delivery of this performance goal.

2. The Service will focus efforts on key critical areas where increased efforts potentially will have the greatest impact on wildlife conservation. Focus areas will include countries with high biological diversity and high incidence of illegal wildlife trade. The Service will strengthen domestic and international partnerships that promote on-the-ground migratory bird conservation, habitat management, and training for natural resource managers and the public.

Enhanced efforts will include building international partnerships with Mexico, and seven countries in Central American and South American for neotropical migratory bird conservation. These areas constitute as much as 50% of the bird populations during the non-breeding season. New efforts will help key migratory bird species such as the osprey, thereby contributing to meeting our goal for migratory bird conservation (long-term goal 1.1). This will be accomplished through such efforts as expanding training and monitoring efforts in Mexico for Raptors, developing a hot-line reporting system to record major reported threats to species overwintering in identified countries, and establishing partner site programs that link important reserves in Latin America and the Caribbean with sites in the U.S. for management of shared migratory species. The additional \$1.3 million requested in FY 2001 to accomplish this goal is essential for the successful delivery of this very important strategic component of the international effort.



3. The Service will control and prevent the importation of invasive animal and plant species. Many of them are exotic pets, live food, and aquarium fish. The U.S. is the largest wildlife importer and exporter with a responsibility to improve the monitoring and regulation of this trade. FY 2001 performance will focus on: a) scientific risk analysis to identify species considered safe for import into the U.S. as well as those representing low risk and those that should not be imported, b) outreach and partnership efforts with industry, non-government organizations and the general public, c) technical assistance, outreach and training to CITES partner countries. An additional \$500,000 is required to meet this goal.



Performance Measure	Number of priority international species conserved
Data Source	FWS - International Affairs Division Annual reports from grantees.
Baseline	1997: 15 international species
Verification	Grants issued 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.



FY 1999 ANNUAL PERFORMANCE REPORT

Long -Term Goal

Through 2003, 40% of transborder species over which the Service has jurisdiction will have improved conservation status or be included under a conservation project; and conservation projects for 40 additional priority species of international concern will be initiated.

Annual Performance Goals

1.5.1 By September 30, 1999, 19% of transborder species over which the Service has jurisdiction will benefit from improved conservation efforts.

1.5.2 By September 30, 1999, 22 priority species of international concern will benefit from improved conservation efforts.

Report: Goal Met.

1.5.1. During 1999, the Service assured that 19% of transborder species benefitted from conservation efforts. Approximately 76 transborder species benefitted from Service international conservation efforts.

Goal Met.

1.5.2. Through the Services international conservation program 22 priority species benefitted from improved conservation efforts.

FY 1999 HIGHLIGHTS

Protecting the African Elephant

The African Elephant Conservation Fund is one of the Service's most long standing international grant programs. In its nine years of activity, it has made a difference for elephants in the 37 African countries that the world's largest land mammal calls home. Tigers, rhinos, and Asian elephants are also benefitting from funding mechanisms that focus project dollars on these species. In 1998, legislation initiated a new program to help protect Asian elephants. This year, the inaugural year of the Asian Elephant Conservation Fund, activities are underway to gather data on human-elephant conflicts in Bukit Barisan Selatan National Park, Lampung Province,

Sumatra, Indonesia.

Much work remains to be done to help support declining Asian elephant populations and mediate human/elephant conflicts. Information gained from this project will help park managers



decide how best to manage crop loss caused by the elephants, as well as implement survey and monitoring techniques for elephant management plans and train forestry guards.

Wild Tiger Survival

Most Americans are aware that tigers are vanishing from the wild, and that the next hundred years may find the only remaining tigers in zoos. To help protect wild tigers and encourage their survival into the next millennium, the Rhinoceros and Tiger Conservation Fund is supporting a project on one of the most endangered of the five living tiger subspecies. The South China tiger makes its home in southern and central China, but is in immediate danger of becoming extinct in the wild due to deforestation and poaching. Populations have declined from an estimated 4,000 in 1949 to approximately 20-30 in 1998. The Rhinoceros and Tiger Conservation Fund is providing critical assistance to determine the existence and present distribution of the South China tiger and its prey in the wild, information that otherwise would not be available but is central to the protection of this subspecies.



Working with Russia

A little closer to home, the Service has a long history of collaboration with Russia to protect shared species. The Service continues to exchange scientific data and techniques with biologists from Kamchatka and Sakhalin in an effort to conserve wild salmon populations. The information is particularly critical now, since it may assist in the restoration of salmon populations in the Pacific Northwest. Vital scientific abstracts in both English and Russian were cooperatively prepared by salmon managers in both countries, and were distributed to interested biologists. The Service's support of the Russian nature reserve system almost doubled in 1999 as new funding helped support 16 nature reserves and 5 national parks in Russia. Small grants provided basic equipment necessary to combat poaching and maintain habitat for sturgeon, cranes, snow leopards, and other species. Without such assistance, Russian reserve managers could not have conducted even the minimal conservation activities required for these rare species.

Swainson's Hawk

Throughout the United States, the return of favorite birds from southern wintering grounds is an eagerly awaited annual event. Yet hazards along the way often jeopardize their safe return. The Winged Ambassadors program helps safeguard species such as the osprey and Swainson's hawk. During the winter of 1995 to 1996, 20,000 Swainson's hawks died in Argentina. Subsequent research linked a pesticide to the deaths. Winged Ambassadors provided emergency funding to three Argentine conservation agencies to conduct an education campaign to stop pesticide misuse. Since that time, only 200 birds have perished, but Winged Ambassadors continues its support of Argentina's efforts to monitor pesticide use and conserve wildlife in agro-ecosystems. Essentially, Winged Ambassadors is helping to ensure the annual return of these birds to the United States.





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, 2001, 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, 2001, 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, 2001, 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, 2001, the Service will cooperatively develop two prevention and/or control programs for aquatic invasive species.

Performance Measures	FY 97 Actual	FY 98 Actual	FY 99 Actual	FY 00 Plan	FY 01 Proposed
1.6.1 # of acres of the National Wildlife Refuge System enhanced by controlling aquatic and terrestrial invasive species.	165,000	143,000	135,000	170,000	170,000
1.6.2 # of acres off Service lands where invasive species have been controlled.	—	—	—	—	2,690
1.6.3 # of risk assessments conducted on high risk invasive species.	0	0	0	0	4
1.6.4 # of prevention and/or control programs developed.	2	0	0	1	2

Goal Purpose

The purpose of this goal is to prevent introductions and control invasive species that severely impact fish and wildlife resources in the United States. This activity is a high priority for the U.S. Fish and Wildlife Service as we expand our efforts to conserve and protect our nation's native fish and wildlife habitats.

Resource Condition

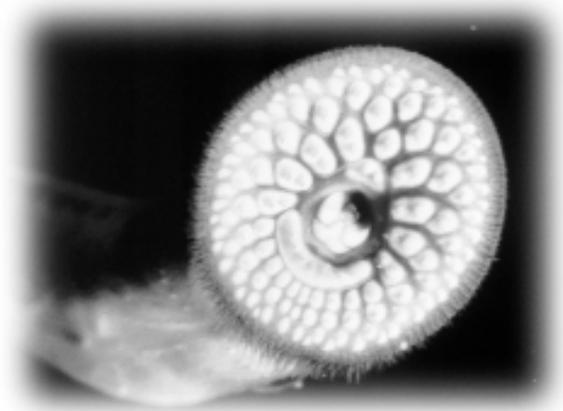
Invasive species are among the most significant domestic and international threats to fish and wildlife populations, and the scope of the problems is only now becoming known by the scientific community and the public. Only direct habitat destruction has a greater impact on ecosystems and the fish and wildlife populations they sustain. More than 30,000 non-native species now occur in the U.S. and are estimated to cost the Nation over \$123 billion per year.



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. Great Lakes water users spend tens of millions of dollars on zebra mussel control every year. Affected municipalities and industries, using large volumes of Great Lakes water, expend approximately \$360,000 per year on zebra mussel control; small municipalities average \$20,000. Nuclear power plants average an additional \$825,000 of additional costs per year for zebra mussel control. 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 of microscopic plants and animals, affects the aquatic food web and places valuable commercial and sport fisheries at risk. In waters infested with the zebra mussel, large blooms of potentially toxic blue-green algae have been observed in waters such as Saginaw Bay, Lake Huron, and the western basin of Lake Erie.

Other invading species of fish (such as, the sea lamprey, ruffe and round goby) can harm native fish. Reductions in native fish populations (such as, lake trout, walleye, yellow perch, and catfish) threaten a sport and commercial fishing industry that is valued at almost \$4.5 billion annually and supports 81,000 jobs. Sea lamprey, which are native to the North Atlantic, are established in the Great Lakes. They have decimated lake trout populations through their feeding method, in which they attach to

fish and extract their body fluid. Some aquatic invasions also can pose serious health risks. A South American strain of human cholera bacteria was found in ballast tanks in the port of Mobile, Alabama in 1991. Cholera strains were also found in oyster and fin-fish samples in Mobile Bay, resulting in a public health advisory to avoid handling or eating raw oysters or seafood. An estimated six million acres of the National Wildlife



Refuge System, about 38% of the system in the lower 48 states, are affected by non-native plants that interfere with crucial 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. Additional millions of acres off Service lands are also similarly affected by invasive species. Although invasive species occur in every state, the problem is particularly devastating in Hawaii and Florida due to their distinctive geography, climate, and economy.

Goal Achievement and Strategies

This goal will be achieved by: 1) continuing an aggressive program on Refuge lands to control invasive plants and animals; 2) continuing and increasing efforts to utilize the Partners for Fish and Wildlife Program to emphasize voluntary habitat enhancement and restoration on private lands to address invasive species problems; 3) continuing a review process focused on conducting risk assessments to evaluate new potential invasive species; and 4) continuing leadership in the Aquatic Nuisance Species Task Force to coordinate and lead development of cooperative prevention and control plans for selected aquatic nuisance species.



Benefits Derived

- Increase populations of Federal trust species;
- Preclude the need to list fish, wildlife, and plant populations that could decline due to impact from invasive species;
- Maintain and improve biological integrity of watersheds and associated ecosystems;
- Increase recreational opportunities resulting from improved fish and wildlife populations; and
- Preclude the loss of biodiversity and other ecosystem attributes.

FY 1999 ANNUAL PERFORMANCE REPORT

Long-Term Goal 1.6 and Annual Performance Goals 1.6.1, 1.6.2, 1.6.3, and 1.6.4 are new for FY 2001; therefore, FY 1999 and 2000 data are not applicable.

Performance Measure	1. # acres on NWR enhanced by controlling invasive species.
Data Source	Refuge Management Information System. Annual Accomplishment Report
Baseline	FY 1997 data = 165,000 acres
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.

Performance Measure	2. # acres off Service lands where invasive species have been controlled.
Data Source	Habitat Information Tracking System
Baseline	FY 1997 data = 0 acres
Verification	Reported by Field Stations in the Habitat Information Tracking Systems.
Data Limitations	Difference in interpretation of acreage reported when only a portion of the area involves control actions

Performance Measure	3. # 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.

Performance Measure	4. # prevention & control programs developed.
Data Source	Aquatic Nuisance Species Task Force Annual Accomplishments Report
Baseline	FY 1997 data = 2 control programs.
Verification	Reported by ANS Task Force Executive Secretary
Data Limitations	Consensus from the ANS Task Force is needed to develop programs.

MISSION GOAL 2

HABITAT CONSERVATION: A NETWORK OF LANDS & 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.

The long-term and annual goals accomplishing *Habitat Conservation: A Network of Lands and Waters* include:

2.1 Habitat Conservation On Service Lands.

Focusing 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 over 93 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 and Hatchery facilities exceeds \$4.5 billion, and the current deferred maintenance and equipment replacement projects total

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

\$595 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.



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.

Over 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.





**LINK BUDGETARY RESOURCES TO MISSION GOAL II -
HABITAT CONSERVATION: A NETWORK OF LANDS & 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 1999 Enacted Appropriations, FY 2000 Enacted Appropriations, and FY 2001 President's Budget Request.

Budget Activity/ Subactivity (\$000)	FY 1999 Enacted Appropriations		FY 2000 Enacted Appropriations		FY 2001 President's Budget	
	Total	Mission Goal II	Total	Mission Goal II	Total	Mission Goal II
Ecological Services	183,908	73,091	189,739	81,457	199,192	83,817
Endangered Species	110,817	0	108,282	0	115,320	0
Habitat Conservation	63,753	63,753	71,452	71,452	73,558	73,510
Environmental Contaminants	9,338	9,338	10,005	10,005	10,314	10,307
Refuges and Wildlife	257,360	121,507	283,853	135,618	304,805	143,340
Refuge Operations and Maintenance	238,235	121,507	262,055	135,618	281,966	143,340
Migratory Bird Management	19,125	0	21,798	0	22,839	0
Law Enforcement	36,943	0	39,405	0	52,029	0
Fisheries	73,562	16,860	85,271	24,981	82,650	28,730
General Administration	109,363	36,929	116,275	38,552	123,262	39,818
Construction	88,065	88,065	53,528	53,528	44,231	44,231
Land Acquisition	47,792	47,792	51,763	51,763	111,632	111,632
Wildlife Cons. & Appreciation. Fund	800	0	797	0	800	0
National Wildlife Refuge Fund	10,779	10,779	10,739	10,000	10,000	10,000
Non-Game State Grants Fund	0	0	0	0	100,000	100,000
North American Wetlands Cons. Fund	15,000	15,000	14,957	14,957	30,000	30,000
Cooperative End. Species Cons. Fund	14,000	0	23,000	0	65,000	0
Multinational Species Conservation Fund	2,000	0	2,391	0	3,000	0
Commercial Salmon Fishery	0	0	4,625	0	0	0
TOTAL APPROPRIATIONS	838,438	410,023	876,343	412,591	1,126,601	591,568

HABITAT CONSERVATION: A NETWORK OF LANDS & WATERS

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 600,000 acres, and annual management/enhancement of 3.2 million acres of habitats and the addition of 1.275 million acres within Refuge boundaries.

Annual Performance Goal 2.1.1 — By September 30, 2001, meet the identified habitat needs of the Service lands by annually improving or enhancing 3.2 million acres of refuge habitat.

Annual Performance Goal 2.1.2 — By September 30, 2001, add 255,000 acres to the refuge system over the previous year supporting fish and wildlife species population objectives.

Annual Performance Goal 2.1.3 — By September 30, 2001, complete development of standardized protocols to monitor the biological integrity, diversity, and environmental health of the Refuge System habitats.

Performance Measures	FY 97 Actual	FY 98 Actual	FY 99 Actual	FY 00 Plan	FY 01 Proposed
2.1.1 # acres annually management/enhanced in the National Wildlife Refuge System	2,386,856	3,098,790	2,950,725	3,070,260	3,144,559
2.1.1 # acres restored refuge habitat (annual data)*	95,144	105,420	137,000	137,000	137,000
2.1.2 # of acres added to the refuge system.	92,874 (baseline)	438,000	316,000	255,000	255,000
2.1.3 Develop standardized methods to measure biological diversity and environmental health on all refuges.	N/A	N/A	N/A	In process	Completed

*For FY 2001 the annual performance goal and measures have been changed. Long-Term Goal 2.1 and Annual Performance Goals 2.1.1, 2.1.2, and 2.1.3 are new for FY 2001, so FY 1999 Plan data isn't applicable. FY 1999 plan data and accomplishment data is shown in the FY 1999 reports section of this document. Acres enhanced does not include invasive species control acreage, which is included in Annual Performance Goal 1.6.1.



Goal Purpose



The objective of the three annual performance goals is to protect and manage habitat quality of the lands and waters owned and managed by the Service, principally the National Wildlife Refuge System. Protecting, enhancing or

restoring habitat involves acquiring lands through purchase or easement and then placing them under active management practices that are compatible with fish and wildlife management.

Resource Condition

Habitat is 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 more than 500 refuges and 93 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 & Strategies

Habitat restoration on Service lands involves the return of altered or degraded habitats to their original or a similar condition. These are one time or infrequently reoccurring actions and are dominated by three activities: restoring the hydrology of wetlands, reforestation, and grassland re-seeding.

Habitat management or enhancement on Service lands is the alternation or annual management of habitats to improve their value for fish and wildlife. Management or enhancement activities generally are annual or regularly reoccurring and are dominated by water level management, grazing, haying, farming forest management, prescribed burning, and invasive plant control. In FY 1999, the refuge system actively managed or enhanced 3.043 million acres of refuge habitat important wildlife habitat. For FY 2001, refuges have identified an additional 74,299 acres of habitat requiring active management or enhancement necessary for degraded native plant communities and to improve the biological integrity of unique ecosystems.

Approximately 38% or \$87.6 million of the annual operations budget of the National Wildlife Refuge System is devoted to habitat restoration and management in FY 2001. Strategies to achieve targeted performance for FY 2001 include:

- Management, improvement, and restoration of existing Refuge

During FY 2001, refuges will increase efforts directed toward control of invasive plant and animal species, a growing problem that requires a long-term and sustained effort to reverse habitat declines that are



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

occurring in many areas. The Service plans to implement invasive plant control and restoration of 24,200 acres at eight refuges. Restoration of 6,000 acres of historic wetlands and uplands that were previously converted to agricultural production will be completed in FY 2001. Additional protection efforts will be devoted to improving of the condition of coral reefs occurring on or around National Wildlife Refuges in the Pacific, South Atlantic, and the Caribbean.

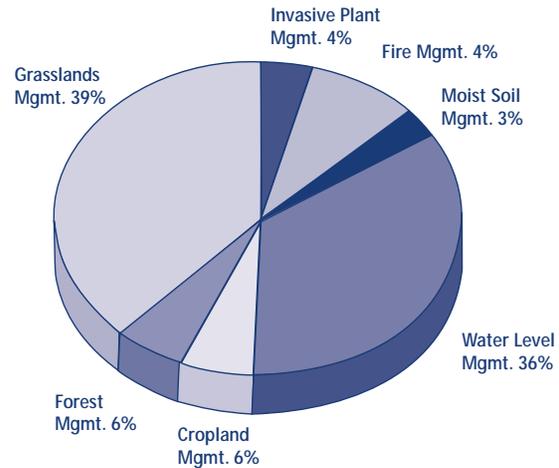
• Addition of important wildlife and plant habitats to the Refuge System

The Service acquires land and waters and interests therein to protect nationally important wetlands, fish and wildlife habitat for preservation and recovery of listed endangered and threatened species and other important wildlife and plant species, and for the public use and enjoyment. In FY 2001, the Service proposes to acquire 244,000 acres to the refuge system. These additional lands will support important waterfowl areas totally 120,500 acres, acquired through the Migratory Bird Conservation Fund, and 123,500 acres supporting Endangered Species, fisheries, and important public use areas, acquired through the Land and Water Conservation Fund.

• Development of protocols for monitoring the biological integrity of refuge systems.

Appropriate and scientific management decision making of the refuge systems requires inventories of plants, fish and wildlife, and habitats; monitoring of critical parameters and trends of selected species and species groups. Current approaches to inventory and monitoring on refuges are not consistent across the system. Most refuges have inadequate baseline data, so impacts on non-target species may not be known. Geographic Information Systems technology and other standards have not been consistently implemented for

NWRS HABITAT MANAGEMENT AND RESTORATION ACTIVITIES



refuge information to produce resources mapping data that can be shared across the System and with other land management agencies. The Refuge Improvement Act directs the Service to monitor the status and trends of fish and wildlife and plants on refuges. Establishing monitoring protocols on refuges is the initial step toward understanding the status and trends of habitat change on the lands entrusted to the Service for the welfare of future generations.

Benefits Derived

- Enhanced habitats for endangered plant communities and improved the biological integrity of unique ecosystems.
- Enhancing and restoring habitat alters, treats, or manages lands to increase habitat value for one or more species by bringing the habitat nearer to a fully restored or naturally occurring condition.
- Enhancement includes annual management activities such as water level and moist soil management; farming, haying, and grazing; and control of invasive pest plants. Common examples are restoring hydrology of wetlands, reestablishing native grasslands, and reforestation.

Performance Measure	1. # of acres annually improved/enhanced in the NWRS. 2. # of acres if refuge habitat restored in the NWRS 3. # of acres added to the Refuge System
Data Source	FWS - 1. Division of Realty- Real Property Management Information System & Annual Report of Lands Under Control of the U.S. Fish and Wildlife Service. 2. Division of Refuges- Annual Report by Refuges.
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
Verification	Added acres: initial data maintained by Regional Offices - final check Headquarters Realty Division. Improved/Enhanced /Restored Acres: Reported by Field Stations to Regional Offices - for quality control and consistency. Final to Headquarters Division of Refuges.
Data Limitations	Habitat management activities are influenced by weather conditions.



FY 1999 ANNUAL PERFORMANCE REPORT

Long Term Goal

Through 2003, meet the identified habitat needs of Service lands by ensuring that 93,654,000 acres (total acreage managed by FWS) are protected, of which 3,500,000 acres will be enhanced or restored. In addition, 80% of contaminated cleanup projects on Service lands will be completed according to their original schedule.

Annual Performance Goal

2.1.1. By September 30, 1999, meet the identified habitat needs of the Service lands by ensuring that 93,567,296 acres are protected, of which 3,303,341 acres will be enhanced or restored.

Report: Goal Exceeded

2.1.1. The 1999 target was to protect lands, 93,567,296 acres within the National Wildlife Refuge System, by removing or reducing threats to wildlife and habitat integrity. The Service exceeded the target by protecting an additional 61,005 acres above the 1999 level. The Service restored or enhanced 3,230,886 acres within the National Wildlife Refuge System meeting 98% of the acreage identified for restoration and enhancement during FY 1999. This data includes control and prevention of invasive species on Service lands.

Annual Performance Goal

2.1.2. By September 30, 1999, complete 80% of contaminated cleanup projects on Service lands.

Report: Goal Exceeded

2.1.2. The 1999 target was to cleanup 19 of 24, or 80%, of planned cleanup projects. The Service exceeded the target by completing 24 of 24, or 100%, of the planned projects. These projects, focusing on site investigation, monitoring, and cleanup on Service lands, represent a significant effort towards providing quality habitats for fish and wildlife.

FY 1999 HIGHLIGHTS

Refuges in Florida, including Egmont Key and Chassahowitzka, are making concerted efforts to remove Brazilian pepper, which forms a thick cover that chokes native vegetation. The North Florida Ecosystem Team identified scrub jay habitat as one of their highest priorities. More than thirty Service employees from Refuges, Ecological Services and Fisheries programs participated in a spring scrub jay population survey on Merritt Island National Wildlife Refuge. By combining equipment and personnel from several refuges, the Ecosystem Team restored more than 1,000 acres of habitat.



The Service added four new refuges to the National Wildlife Refuge System in FY 1999: Aroostook National Wildlife Refuge in Maine; Colorado River Wildlife Management Area in Utah; Lost Trail National Wildlife Refuge in Montana; and Navassa Island National Wildlife Refuge, Navassa Island.

Through the efforts of the Conservation Fund, the Service received a land donation of 8,500 acres from the Richard



and Rhoda Goldman Fund. This donation protects habitat for a wide variety of waterbirds and land mammals on the Izembek and Alaska Peninsula National Wildlife Refuges.

Performance Measures	FY 97 Actual	FY 98 Actual	FY 99 Plan	FY 99 Actual
# acres enhanced or restored in the National Wildlife Refuge System. [annual data]	2,647,000	3,347,210	3,303,341	3,230,886
# acres managed by FWS	92,873,832	93,312,296	93,567,296	93,628,301

HABITAT CONSERVATION: A NETWORK OF LANDS & WATERS

2.2 STEWARDSHIP OF FWS 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, 2001, 4 percent of mission critical water management and public use facilities will be in fair or good condition as measured by the Facilities Condition Index above the previous year.

Performance Measures	FY 97 Actual	FY 98 Actual	FY 99 Actual	FY 00 Plan	FY 01 Proposed
<p>2. # facilities with mission critical water management facilities in fair or good condition</p> <p>(Baseline = FY 1999 data # of water management facilities= 10,159)</p>	—	—	3,481 *	406	422
<p>2. # of facilities with mission critical public use facilities in fair or good condition</p> <p>(Baseline = FY 1999 data # of public use facilities= 4,289)</p>	—	—	1,597 *	172	179

* FY 1999 Actual data is 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.

The Service is presently working to improve management of various databases dealing with maintenance, ownership, inspection, and management of its equipment and facilities. Facilities Management Information System (FACMIS) will provide a corporate approach to data management that will increase data sharing and use. This system will also improve efforts to develop current cost information through methods such as initiating more rigorous condition assessments to document



accuracy of repair and replacement costs. Collectively, these efforts will enhance abilities to monitor overall condition of facilities over time.

Service infrastructure includes more than 4,000 buildings, 7,000 miles of roads, 3,000 miles of dikes, thousands of water control structures, and a variety of vehicles and equipment. 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 the total capitalized value of the facility) the average refuge or hatchery facility must be characterized as in poor condition.

In order to secure success in meeting the long-term goal outlined in the Service's strategic plan, it is essential that the FY 2001 performance targets are accomplished. The FY 2001 performance target assumes that resources requested in the FY 2001 budget request are approved.

Goal Achievement & Strategies

The National Wildlife Refuge System and the National Fish Hatchery System intends to apply its 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 it will initially target projects associated with critical human health and safety risks, and secondly to critical resource protection projects.

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 1999 ANNUAL PERFORMANCE REPORT

Long Term Goal: 2.2

By 2003, 23% 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, 1999 collect field data on the initial real property baseline data set and complete maintenance management update.

Report: Goal Met

The Service successfully met this performance goal. The National Wildlife Refuge System Maintenance program is supported by:

1. The Maintenance Management system database, established to assist in planning, budgeting and documenting major maintenance projects for buildings, facilities, and equipment, and

2. The Real Property Inventory database which is an inventory of all Refuge System real property assets.

During FY 1999, the Service conducted a comprehensive collection of data on the extent and nature of real and personal property, including an estimate of replacement values. This information is needed to gauge the relative health of refuge assets and better focus limited maintenance funds to accomplish highest priority needs. The refuge component of the real property update was completed and verified by June 1999. In addition, the refuge system maintenance management system update was completed and cross linked with the real property inventory system in June, 1999. Facilities condition baseline is now available for the National Wildlife Refuge System and the National Fish Hatchery System. This will provide the Service with viable information for measuring progress in the improvement of Service facilities.

Performance Measure	1. # 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	FWS-Division of Realty - Real Property Inventory; Management
Baseline	FY 1999 Baseline: 3,481 critical water management facilities, 1,597 public use facilities
Verification	Field Station Inspections by refuge and hatchery programs.
Data Limitations	Cost estimates for replacement values can be difficult to estimate; data in field units, not kept current.



HABITAT CONSERVATION: A NETWORK OF LANDS & WATERS

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 280,000 acres of wetlands habitat, restoring 524,000 acres of upland habitats, and enhancing and/or restoring 4,150 riparian or stream miles of habitat off-Service land through partnerships and other conservation strategies.

Annual Performance Goal 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, restoring, or establishing 48,414 acres of wetlands habitat, restoring 104,253 acres of upland habitats, and enhancing and/or restoring 711 riparian or stream miles of habitat off-Service land through partnerships and other conservation strategies.

Performance Measures	FY 97 Actual	FY 98 Actual	FY 99 Plan	FY 99 Actual	FY 00 Plan	FY 01 Proposed
1. # acres of wetlands habitat enhanced or restored	58,300	47,384	47,000	72,329	47,460	48,414
2. # acres of upland habitat enhanced or restored.	108,890	70,516	78,140	135,977	103,325	104,253
3. # miles riparian or stream habitat enhanced or restored.	596	913	676	1,198	620	711

Other Supporting Performance Measures

4. # acres of wetlands habitat protected through the North American Wetlands Conservation Fund	17,004	10,229	5,102	45,737	5,357	5,625
5. # acres of upland habitats protected through the North American Wetlands Conservation Fund	52,054	31,313	15,619	140,018	16,400	17,220
6. # acres of riparian habitat protected through the North American Wetlands Conservation Fund.	345 acres	206 acres	103 acres	934 acres	109 acres	114 acres

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, over 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.

Upland habitats – have been lost or severely degraded as well through a variety of land use practices. Some portions of the Nation, such as the intensively farmed 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 tallgrass 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 – 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 nations' 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 & 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, and (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 hydro power projects.

Successful performance in meeting this annual goal depends on additional resources requested in the FWS budget totaling \$562,000 (Resource Management Account) and \$30 million (North American Wetlands Conservation Fund). Funds appropriated by Congress through the North American Wetlands Conservation Fund will generate an equal match from partners -- this translates to a minimum of \$60 million available for wetlands conservation activities across North America -- affecting at least 150 thousand acres of wetlands and associated upland habitats.

Benefits Derived

- **Sustainable Fish and Wildlife Populations**
 - increased populations of Federal trust species,
 - preclude the need to list fish, wildlife, and plant populations in decline,
- **Restoration of Healthy Habitats**
 - improved health of watersheds and associated ecosystems,
 - improved water quality and reduced risk of flooding,
 - restore fish and wildlife habitat that has been destroyed by invasive species.
- **Improve the Quality of Our Lives**
 - enhanced recreational natural resource opportunities - birdwatching, fishing etc.
 - provided information on status and trends of aquatic habitats in order to make sound environmental decisions,
 - identified and restored cultural resources,
 - balanced development with the environment through early coordination at the landscape planning stage; allows economic development while ensuring projects are designed and constructed to minimize adverse impacts to communities and fish and wildlife.
 - restored wetlands saving millions of dollars in flood control efforts.

Performance Measure	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	FWS - Fisheries Resources Program; Fishery Information system - accomplishment module. FWS- Ecological Services Division; Partners for Wildlife Program, Project Planning and Coastal programs.
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
Verification	Divisions of Fisheries and Ecological Services reviews data for accuracy, consistency, and quality. Divisions of Fisheries and Ecological Services conduct Field Station inspections.
Data Limitations	Restoration efforts involve multiple entities; possibility exists for double-counting, unless there is close coordination among Service programs.

FY 1999 ANNUAL PERFORMANCE REPORT

Long Term Goal

By 2003, 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 250,000 acres of wetlands habitat, restoring 395,000 acres of upland habitats, and enhancing and/or restoring 2,500 riparian or stream miles of habitat off-Service lands through partnerships and other identified conservation strategies.

Annual Performance Goal

By September 30, 1999, improve fish and wildlife populations focusing on trust resources, threatened and endangered species, and species of special concern by enhancing and restoring or creating 47,400 acres of wetlands habitat, enhancing and restoring 78,140 acres of upland habitats, and enhancing and restoring 676 riparian or stream miles of habitat off-Service lands through partnerships and other identified conservation strategies.

Report: Goal Exceeded

The Service exceeded the FY 1999 performance for all targets contained in this goal. Working with partners, the Service exceeded the wetlands restoration target by 54%; the upland habitat restoration level by 74%, and the riparian habit restoration level by 77% above the FY 1999 performance plan levels. The Service seeks to restore, enhance and protect important habitats necessary for the sustainability of fish and wildlife populations.

FY 1999 HIGHLIGHTS

North American Waterfowl Management Plan joint venture partners throughout the continent have been working diligently to conserve waterfowl and other migratory bird populations and their habitats. In 1999, the North American Wetlands Conservation Council approved 72 wetland conservation projects that will protect 4.6 million acres of wetlands and associate upland habitat in North America. Project partners received more than \$68 million in grants this year – they were matched by more than \$220 million.

- Freshwater habitats contain some of the most threatened groups of species. More than one-third of freshwater fishes and amphibians that depend on aquatic or wetland habitats are at risk. The Service's Fisheries program is conducting 38 aquatic habitat restoration projects across the country involving 29 states. Over 100 partners involved are restoring 460 miles of riverine habitat and 3,850 acres of instream and wetland habitats. On the Ohio River, efforts focused on stabilizing streambeds and wetlands to improve water quality and substrate habitat for mussels.

Habitat restoration efforts in the Pacific Northwest have opened up 71 miles of stream habitats to anadromous fish. The Portland-Vancouver Metro Area Greenspaces Program restored 5 acres of wetland, 22 miles of riparian and instream habitat, and 27 acres of upland habitats.





- Important habitat restoration efforts in Alaska focused on riparian habitat essential for spawning and rearing salmon. Two out of four national Coastal American Partnership Awards in 1999 recognized Alaskan Restoration Partnerships. The two projects are restoration of Duck Creek which flows through the City of Juneau and the Kenai River 50:50 Program.



MISSION GOAL III

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 and wildlife and their habitats is 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 III - 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 1999 Enacted Appropriations, FY 2000 Enacted, Appropriations, and FY 2001 President's Budget Request.

Budget Activity/ Subactivity (\$000)	FY 1999 Enacted Appropriations		FY 2000 Enacted Appropriations		FY 2001 President's Budget	
	Total	Mission Goal III	Total	Mission Goal III	Total	Mission Goal III
Ecological Services	183,908	0	189,739	0	199,192	0
Endangered Species	110,817	0	108,282	0	115,320	0
Habitat Conservation	63,753	0	71,452	0	73,558	0
Environmental Contaminants	9,338	0	10,005	0	10,314	0
Refuges and Wildlife	257,360	77,818	283,853	83,627	304,805	91,631
Refuge Operations and Maintenance	238,235	77,818	262,055	83,627	281,996	91,631
Migratory Bird Management	19,125	0	21,798	0	22,839	0
Law Enforcement	36,943	0	39,405	0	52,029	0
Fisheries	73,562	12,474	85,271	13,265	82,650	11,706
General Administration	109,363	23,890	116,275	23,628	123,262	24,332
Construction	88,065	0	53,528	0	44,231	0
Land Acquisition	47,792	0	51,763	0	111,632	0
Wildlife Cons. & Appreciation. Fund	800	800	797	797	800	800
Non-Game State Grants Fund	0	0	0	0	100,000	0
National Wildlife Refuge Fund	10,779	0	10,739	0	10,000	0
North American Wetlands Cons. Fund	15,000	0	14,957	0	30,000	0
Cooperative End. Species Cons. Fund	14,000	0	23,000	0	65,000	0
Multinational Species Conservation Fund	2,000	0	2,391	0	3,000	0
Commercial Salmon Fishery	0	0	4,625	0	0	0
TOTAL APPROPRIATIONS	838,438	113,982	876,343	121,317	1,126,601	128,469

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 — By September 30, 2001, 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 97 Actual	FY 98 Actual	FY 99 Plan	FY 99 Actual	FY 00 Plan	FY 01 Proposed
1. % increase in hunting, fishing, wildlife observation and photography, and environmental education visits	% 33,206,405	6% 35,341,846	2% 36,029,662	4 % 36,803,070	2% 37,539,131	2% 38,289,914

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.

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 over \$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 their operating budget and over 1,000 staff years support serving people.

In 1999 over 36 million people visit 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.

National Fish Hatchery System

Nearly 2 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.

National Fish Week, an annual activity designed to provide increased opportunities for public enjoyment of the resource, is supported by 66 National Fish Hatcheries. Fishing clinic, display aquariums, demonstrations, and environmental education sessions are highlights of the weeks events.



Goal Achievement and Program Strategies

The Service will achieve the FY 2001 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. Achievement of the FY 2001 performance target assumes increased resources of \$2.9 million.

Benefits Derived

Refuges offer visitor centers, auto tour routes, wildlife observation facilities, nature trails, interpretive tours, and outdoor classrooms, and teach 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 recreation hunting and fishing. Approximately 90% of refuge visitors participate in wildlife-dependent recreational and educational activities

FY 1999 ANNUAL PERFORMANCE REPORT

Long Term Goal

By 2003, interpretive, educational, and recreational visits to National Wildlife Refuges and National Fish Hatcheries have increased by 10%.

Annual Performance Goal

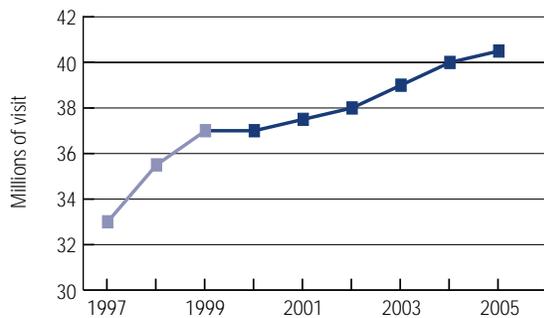
By September 30, 1999, interpretive, educational and recreational visits to National Wildlife Refuges and National Fish Hatcheries increased by 2% annually.

Report: Goal Exceeded

The Service welcomes visitors to refuges and hatcheries and encourages their participation in wildlife experiences. In 1999, the Service hoped to increase the number of visits to refuges and hatcheries by 2% over 1998. This would have provided opportunities to an additional 687,000 visitors. The Service exceeded expectations providing 1.4 million additional visitors (4% increase over 1998) the opportunity to experience National Wildlife Refuges.



Visits to Refuges and Hatcheries



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.
Baseline	FY 1997 = 33,206,405 visits
Verification	Annual reports assembled at field stations, forwarded to Regional Offices for quality review & verification. Final information sent to Washington Office. Division of Fish Hatcheries reviews data for accuracy, consistency, and quality. AD-Fisheries certifies data.
Data Limitation	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.



PUBLIC USE AND ENJOYMENT

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 2001, volunteer participation hours in Service programs increased by 5% and refuges and hatcheries have 108 new friends groups above the 1997 levels.

Performance Measures	FY 97 Actual	FY 98 Actual	FY 99 Plan	FY 99 Actual	FY 00 Plan	FY 01 Proposed
1. % increase in volunteer participation hours from 1997.	1,335,738	15% 1,396,000	26% 1,689,707	-9% 1,221,649	5% 1,402,524	5% 1,405,000
2. # new friends groups.	63	95	129	120	150	171

Goal Purpose

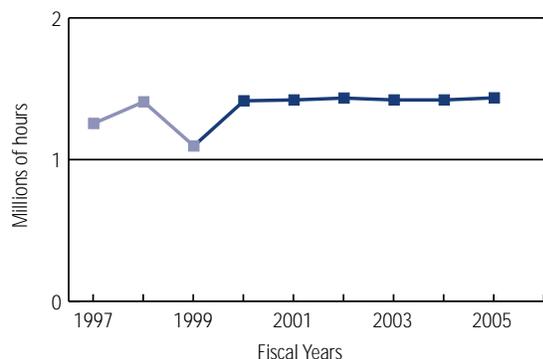
The purpose of this goal is twofold:

- To 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
- To offer additional public recreational opportunities on refuges and hatcheries through volunteer assistance that would not otherwise be available.

als, organizations, academia, nonprofit groups, community leaders, and businesses. With the passage of the *Volunteer and Community Partnership Act*, the Refuge System has legislative authority to vigorously address current barriers to engaging volunteers and community partners in our daily work.

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.

Volunteer Participation



Resource Condition

For nearly 100 years, the Refuge System has tapped into an almost unlimited reservoir of support from individu-

In 1999, the Service enjoyed partnerships with 120 citizen groups (115 refuge support groups; 5 hatchery support groups) referred to as "cooperative associations" or "friends groups" on 100 refuges. These nonprofit organizations supplement the Service's interpretation, education, biological, and public service programs. Funds to support these activities are often raised through bookstores in refuge visitor centers managed by the cooperating associations. The small size of current paid staff at refuge field stations makes staff contact with visitors very limited at many locations. Volunteers help tremendously in assisting with visitor contact.

Goal Achievement and Strategies

For FY 2000, the Service is committed to providing opportunities to volunteers and increasing friends groups. The Service will encourage these activities at National Wildlife Refuges and National Fish Hatcheries. The Service will enhance efforts to further volunteerism and participation of friends group through a \$1.0 million budget initiative appropriated in FY 2000. Additional resources of \$44,000 are programmed for this goal in FY 2001. Increases in performance will be obtained as a result of continuing positive experiences of volunteers at refuges and hatcheries.

Benefits Derived

The volunteer program promotes partnerships with state and local governments, individuals, and private groups. From its inception in 1982 with 4,251 volunteers, the program has grown to more than 28,000 in FY 1998, an increase of more than 500%. Not only did volunteers increase dramatically since 1982, but hours of service grew more than 900% from 128,440 hours to 1.5 million in FY 1998.

FY 1999 ANNUAL PERFORMANCE REPORT

Long Term Goal

By 2003, volunteer participation hours in Service programs increased by 50% and refuges and hatcheries have 91 new friends groups from the 1997 levels.

Annual Performance Goal

By September 30, 1999, volunteer participation hours in Service programs increased by 26% and refuges and hatcheries have 66 new friends groups from 1997 levels.

Report: Partially Met

3.2.1 Volunteer Target not met. The number of volunteer hours decreased about nine percent from the 1997 base level. Our initial estimates were based on a single year's accomplishment level. There are various factors such as economic, demographic, and climatic, which are beyond control of the Service, that impact the volunteer rate. As a result of two years of accomplishment data, we have re-evaluated and revised performance targets for FY 2000 and 2001 providing for a 5% increase in volunteer hours above the FY 1997 level. However, volunteerism will continue to be encouraged. New efforts are being implemented under the *Volunteer and Community Partnership Act* to include hiring of full-time volunteer coordinators on field stations. This will help in the recruitment, training and mentoring of volunteers and provide a test of whether additional staff devoted to the volunteer program will result in corresponding increase in volunteer interest.

3.2.1 Friends Groups Met. During FY 1999 the Service, working with local communities, increased the number of new friends groups by 57, meeting 86% of the FY 1999 performance expectation.

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



MISSION GOAL IV PARTNERSHIPS IN NATURAL RESOURCES

The purpose of this new 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, and habitat.

The Service, in response to feedback received during our fall 1999 strategic planning stakeholder and employees consultation sessions, has added a fourth mission goal to more fully reflect our commitment to support our partners efforts in the conservation of fish and wildlife 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 fish and wildlife 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 resource.

4.1 Tribes

The Service understands our trust responsibility to tribes across the country. The Service is committed to working with tribes to assist them in the protection and conservation of fish and wildlife resources. The Service has a long history of working with Native American governments in managing fish and wildlife resources. These relationships will be expanded, within the Service's available resources, 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 fish and wildlife 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 & 4.3 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, expansion populations of resident species such as wild turkey, white-tailed deer, prong-horn 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 consistent 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.





Other Federal Agencies

Among the partners with whom FWS will work closely are other Federal agencies. The Services 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 assure that Service resources are directed in a way that complements other 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.

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 fish and wildlife resources will become increasingly important in this era of declining government budgets. As the public takes a greater 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 IV - PARTNERSHIPS IN NATURAL RESOURCES

The following table provides a crosswalk of appropriated and permanently appropriated funds to Mission Goal IV - for FY 1999 Enacted Appropriations, FY2000 Enacted Appropriations, and FY 2001 President's Budget Request.

Budget Activity/ Subactivity (\$000)	FY 1999 Enacted Appropriations		FY 2000 Enacted Appropriations		FY 2001 President's Budget	
	Total	Mission Goal IV	Total	Mission Goal IV	Total	Mission Goal IV
Resource Management	660,002		714,543	0	761,938	500
Construction	88,065	0	53,528	0	44,231	0
Land Acquisition	47,792	0	51,763	0	111,632	0
Wildlife Cons. & Appreciation Fund	800	0	797	0	800	0
National Wildlife Refuge Fund	10,779	0	10,739	0	10,000	0
North American Wetlands Cons. Fund	15,000	0	14,957	0	30,000	0
Non-Game State Grants Fund	0	0	0	0	100,000	0
Cooperative End. Species Cons. Fund	14,000	0	23,000	0	65,000	0
Multinational Species Conservation Fund	2,000	0	2,391	0	3,000	0
Commercial Salmon Fishery	0	0	4,625	0	0	0
TOTAL APPROPRIATIONS	838,438	0	876,343	0	1,126,601	500
Federal Aid in Wildlife Restoration	0	0	0	0	214,000	214,000
Sport Fish Restoration (Excludes Interest ---NAWCF)	0	0	0	0	291,718	291,718

PARTNERSHIPS IN NATURAL RESOURCES

4.1 TRIBAL GOVERNMENTS

Long -Term Goal 4.1: Through 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 8 training sessions, 75 tribal participants, 20 technical assistance projects, 10 new cooperative agreements, and tribal consultations.

Annual Performance Goal 4.1 — By September 30, 2001, increase technical assistance to tribes by providing for: 4 training sessions, 50 tribal participants, 10 technical assistance projects for tribes, 5 new cooperative agreements, and 12 tribal consultations.

Performance Measures	FY 97 Actual	FY 98 Actual	FY 99 Actual	FY 00 Plan	FY 01 Proposed
1. # of training sessions	—	1	2	2	4
2. # of tribal participants	—	20	35	40	50
3. # of technical assistance projects for tribes	—	—	5	7	10
4. # of new cooperative agreements	—	—	0	2	5
5. # of tribal consultations	—	—	10	10	12

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.

Resource Condition

Federally-recognized Indian tribes within the lower 48 United States have jurisdiction over a reservation land base of over 52 million acres, or 81,250 square miles. Alaskan Native lands comprise another 45 million acres. Some tribes control resources outside of reservations due to federal court decisions and voluntary cooperative agreements which allow a co-management status between tribes and states. These lands are called Ceded and Usual and Accustomed Areas and equal over 38 million acres. In these areas, tribes maintain co-management jurisdiction for fisheries and wildlife management and utilization. Thus, tribal lands coupled with the Ceded and Usual and Accustomed Areas total a natural resource base of over 140,625 square miles, containing more than 730,000 acres of lakes and impoundments, and over 10,000 miles of streams and rivers. This land combined would constitute the fifth largest state in the United States and is slightly larger than the acreage administered by the Service in the National Wildlife Refuge System.

To ensure that these vast resource bases are kept intact for future generations, tribal decision-makers must be assisted in their efforts towards astute natural resource management. Native Americans as a group have always demonstrated environmental sensitivity towards the earth's precious resources and are looked to by many to 'show the way' to replenish the earth's resources. In today's changing world, however, tribes are faced with a complexity of situations demanding a blend of traditional management practices with the cutting-edge of biological management. This task places enormous strain on those in leadership and management roles. These leaders are charged not only with the maintenance of diminishing resources, but with the responsibility of shaping resource management into a flexible entity sensitive to the needs and concerns of Native Americans. Thus, the Service is committed to providing assistance to tribes and tribal leadership, and support them in their self-determined march towards a secure natural resource future.

Goal Achievement and Strategies

In FY 1999, each region in the Service established a dedicated Indian Desk. These offices will lead the Service in FY 2001 in providing a variety of activities including: increased consultation efforts, coordination of



Service initiatives, training efforts, public relations events, technical assistance provided to tribes, cooperative agreements and partnerships entered into, and the development of national policy, regulations, and positions on legal matters concerning trust responsibility, self-governance, and treaty obligations.

Benefits Realized:

The results of establishing Indian Desk offices are evident in success stories in every region in the country.

- On a national level, four years of work on a negotiated rulemaking resulted in completion of the final Tribal Self-Governance regulations. The Indian Desk Offices acted as the non-BIA lead in the negotiation and finalization of the rule, addressed all policy concerns identified in public comments. The proposed rule has been sent to the tribal negotiation team for their review, with publication expected in 2000.
- In the Pacific Region, the Indian Desk Office held numerous meetings throughout the year with the Puget Sound Tribes, city and county representatives, and the National Marine Fisheries Service to review the conservation strategy for salmonid. The Service also participated in a joint project with the Stillaguamish Tribe, the Adopt-A-Stream Foundation, a private landowner, and local conservation districts to restore four acres of wetlands and 20 acres of juvenile salmon-rearing habitat in Washington.
- In the Southwest Region, the Indian Desk Office worked with the Jicarilla Apache Tribe, the Service, the Running Elk Corporation, and the New Mexico Department of Game and Fish to draft a Memorandum

of Agreement for management and restoration of the Rio Grande cutthroat trout.

- The Indian Desk Office also served as the Service lead for the compilation of a joint handbook on contracting with Indian Tribes for the Department of the Interior and Health and Human Service's Indian Health Service. The handbook covers all matters for contracting Indian programs to tribes under the *Indian Self-Determination and Education Act*, including the disposition of surplus and the due diligence required of personnel assigned to oversee such contracts.
- In partnership with 10 other organizations, including a grant from the *North American Wetlands Conservation Act*, the Indian Desk Office worked with the Fond Du Lac band of Chippewa to restore over 1,200 acres of wetland and associated open water habitat in the Great Lakes Region suitable for the production of wild rice. The Indian Desk Office also did tribal surveys and held informational meetings with tribal members throughout the region in conjunction with the delisting of the gray wolf, lynx, Karner blue butterfly, and the massasauga rattlesnake.
- The Service's Creston National Fish Hatchery intensified work the Blackfoot Indian Reservation to restore native Westslope cutthroat trout in streams previously stocked with non-native rainbow trout. The Service and the Tribe continued to collaborate to identify streams best suited for restoration and to modify production programs and schedules at Creston NFH to furnish native Westslope cutthroat trout.

Performance Measure	<ol style="list-style-type: none"> 1. # of training sessions 2. # of tribal participants 3. # of technical assistance projects for tribes 4. # of new cooperative agreements 5. # of tribal consultations
Data Source	Primary data collection will be by Regional Office Native American Liaisons.
Baseline	2000: <ul style="list-style-type: none"> 2 training sessions 40 tribal participants 7 technical assistance projects for tribes 2 new cooperative agreements 10 tribal consultations
Verification	The compiled data will be verified by Assistant Regional Directors/External Affairs and the National Office of Native American Liaison
Data Limitation	There may be some disparity regarding numbers reported because some FWS Regions have relatively few Federally recognized tribes, while other have many.

PARTNERSHIPS IN NATURAL RESOURCES

4.2 SPORT FISH AND WILDLIFE RESTORATION GRANTS MANAGEMENT

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

Annual Performance Goal 4.2 — By September 30, 2001, improve grant/management processing and accomplishment reporting systems throughout all Service Federal Aid offices.

Performance Measures	FY 97 Actual	FY 98 Actual	FY 99 Actual	FY 00 Plan	FY 01 Proposed
1. # of Federal Aid staff trained in modern management processing	—	—	—	—	20
2. # of days reduction in grants application processing time	—	—	—	—	5

Goal Purpose

The objective of this goal is to develop a modern grants management system, which can provide efficient and effective delivery of grants and standardization of documentation for auditing.

Resource Condition

The *Federal Aid in Wildlife and Sport Fish Restoration Acts* are administered by the Service and distribute more than \$450 million annually that supports over 3,500 active grants to state and territorial fish and wildlife agencies for approved conservation projects. Because of the size and scope of this program, it is essential for the Service to develop and maintain effective

professional grants management practices. In 1999 the General Accounting Office conducted an audit of

the Wildlife Restoration and the Sport Fish Restoration programs and among its findings recommended that the Service enhance its capabilities in automated systems. Additionally, a state/Service review team reached a similar conclusion in late 1999.

Goal Achievement and Strategies

The Service will explore alternative methods for standardizing and managing grants using automated systems. The Federal Aid functions in the Regions and Washington Office will employ the Federal Aid Information Management System (FAMIS) and its interface with the Service's Federal Financial System as the primary system for executing grants until alternative systems can be designed and developed.

Benefits Derived

Widespread adoption of a standardized grants management system nationally will greatly increase the efficiency and effectiveness with which the Service can process state grant requests. It will also afford the Service standardized approach, common data sets/files, and consistent audit trails for effective grants management.



Performance Measure	1. # of Federal Aid staff trained in modern management processing. 2. # of days reduction in grants application processing time
Data Source	The primary data collection will be by the regional offices and the NCTC and furnished to the FA Washington office for summarization.
Verification	Washington Office will sample and test the data submitted by all sources as needed. The compiled and summarized data will be shared with the regional offices before it is submitted to the ADEA for review, discussion and comment.
Data Limitation	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 FAMIS is not fully implemented and/or delayed there could be a negative impact on this initiative.



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 4.3.1 — By September 30, 2001, the Service will establish a model internal and external performance and financial audit program based on least-cost/high-risk assessment.

Performance Measures	FY 97 Actual	FY 98 Actual	FY 99 Actual	FY 00 Plan	FY 01 Proposed
1. % reduction in audit costs from current amount	—	—	—	—	10%
2. % of all draft audit reports will available to states within 60 days of completions of the audit	—	—	—	—	100%
3. % of resolution of audit findings will occur within 180 days of report	—	—	—	—	100%

Goal Purpose

The purpose of this goal is to ensure that the Service have in place processes, procedures, and controls which can ensure fiscal accuracy and accountability to the public.

Resource Condition

The Service's Office of Federal Aid administers two major national grant programs under the *Federal Aid in Wildlife and Sport Fish Restoration Acts*. Through these programs, the Service distributes more than \$450 million annually to States and Territories. GAO audits in 1993 and 1999 indicated that the Service's Office of Federal Aid needed to establish better tracking processes, internally and externally, for its various grant efforts.

Additionally, internal Service reviews also indicated a need to establish and maintain better financial practices and programs.

Goal Achievement and Strategies

The Service will work closely with internal and external auditors, states, and Regional Offices to ensure that state audits are accomplished in the most timely and efficient manner possible.

Benefits Derived

The processes and procedures when put in place and fully operational will help restore credibility and confidence among states for the Service and its Office of Federal Aid.

Performance Measure	1. % reduction in audit costs from current amount 2. 100% of all draft audit reports will available to states within 60 days of completions of the audit 3. 100% of resolution of audit findings will occur within 180 days of report
Data Source	A comparison of budgeted, planned, and actual costs for audits and other financial improvement initiatives will be performed by FA Washington Office and coordinated with the Regional Offices and audit contractors, as needed.
Verification	The compiled data along with appropriate analyses will be provided to the ADEA for review.
Data Limitation	The timing of the availability of the data may hamper various analyses and summaries because the billings for audits are sometimes 30-60 days late and some audit reports maybe held up due to unusual events such as state special legislative sessions and/or state reorganizations that impact the flow of needed financial data for audit reports.

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 — Through September 30, 2001, the Service will use existing government grant management certification training courses or design, test, and offer two to three training courses for Service and state staff in basic grants management, audit preparation management, and audit resolution.

Performance Measures	FY 97 Actual	FY 98 Actual	FY 99 Actual	FY 00 Plan	FY 01 Proposed
# of state and Service staff completing basic grants management course.	—	—	—	—	40

Goal Purpose

The objective of this goal is to develop or use existing management certification training courses for state and Regional/Washington Office Federal Aid coordinators (Any Employee Grade 11 or above), biologists, grant management specialists, administrative officers, management analysts, etc., so thereby eliminating confusion and misunderstanding among states over eligible projects and grant/financial management of projects supported by *Federal Aid in Wildlife and Sport Fish Restoration Acts* funding.

Resource Condition

Since 1996, the Defense Contract Audit Agency, the Service's contract auditor, has completed audits on 28 resource agencies. Out of these audits a significant number of common problems and issues have emerged. Among the most pressing is the need to provide common training to all state and Washington Office/Regional Federal Aid employees in financial or grants management and audit practices/procedures.

Goal Achievement and Strategies

The Service will use existing government grant management certification courses or design and test two to three pilot 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

With effective training programs in place, there will be a decrease in the amount of time required to audit each resource agency. 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 Servicewide will meet the same high standards across the country.

Performance Measure	# of state and Service staff completing basic grants management course.
Data Source	Primary data collection will be completed by the Regional Offices, NCTC and private contractors.
Verification	The FA Washington Office will compile the data, review, analyze and summarize it to reflect the results of initiatives and provide final package to the Assistant Director, External Affairs, for review.
Data Limitation	The limited availability 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.

Section III

Additional Annual Performance Plan Information

I.5.1 CUSTOMER SERVICE

Over 36 million people visit national wildlife refuges every year. Refuges provide visitors with an understanding and appreciation of fish and wildlife ecology and help people understand their role in the environment. Additionally, they are places where high-quality, safe, and enjoyable wildlife dependent recreational experiences connect visitors to their natural resource heritage.

In 1984, the Service developed ten National Public Use Requirements to set the minimum standards for refuge facilities and programs for visitors. Public use reviews in some Regions have provided complete documentation of facilities and program improvements needed to attain the level of customer service identified in that process. Refuge users are involved in the evaluation and improvement of public programs. For instance, educational policies are being developed which integrate review and evaluation of Refuge educational materials and programs by local teachers.

In 1996, the Service developed a system for evaluating how well they provided quality services and facilities to visitors. A "Customer Bill of Rights" was developed and a pilot survey project was conducted to measure the effectiveness in meeting visitor expectations and providing quality, wildlife-dependent recreation and learning experiences. The Service is also using other mechanisms including direct contacts with visitors during programs, visitor center visits, and off-refuge contacts. Direct feedback is gained during the comprehensive conservation planning process through information-gathering meetings and open houses. The new compatibility process also integrates public opinion and feedback on compatible uses into this approach. Finally, the growth in Refuge Support Groups, formerly called "Friends Groups," provides for community involvement at individual refuges on a day-to-day basis.



1.5.2 CROSSCUTTING ISSUES

The following table shows a representative sampling of the various partners, such as Federal agencies, tribes, and private organizations, that assist the Service in protecting and conserving fish, wildlife, and plant resources.

U.S. Fish and Wildlife Service			
Sustainability of Fish and Wildlife Populations	Habitat Conservation: A Network of Lands and Waters	Public Use and Enjoyment	Partnership in Natural Resources
USGS • Migratory Birds USDA- Forest Service • Migratory Birds • ESA EPA • Contaminants U.S. Coast Guard • Contaminants USDA • Migratory Birds • ESA • Contaminants NPS • ESA • Contaminants USGS • Contaminants • ESA BuRec • ESA FDA • Invasive Species NOAA • ESA Corp. of Engineers • Mitigation	USDA - Forest Service • Wetlands Restoration BuRec • Wetlands Restoration BLM • Facility Maintenance Dept. of Commerce • Hatchery Maintenance U.S. Air Force • Habitat Conservation Dept. of Energy • Habitat Conservation Texas Nature Conservancy • Habitat Conservation Corp. of Engineers • Habitat Conservation The Conservation Fund • Wetlands Restoration EPA • Wetlands Restoration Duck Unlimited • Wetland Management Safari Club International • Habitat Conservation Bass Anglers Sportsman Society • Fisheries Habitat Trout Unlimited • Trout & Salmon Habitats	BuRec • Facility Improvements National Audubon Society • Public Use Enhancement Wildlife Forever • Outreach Activities	Native American Fish and Wildlife Society; National Congress of American Indians; Northwest Fisheries Commission • Migratory Birds • Fish Hatcheries • Interpretation Programs at Visitor Centers • Recovery National Hispanic Environmental Council • Environmental Education

I.5.3 MANAGEMENT ISSUES

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

Environmental Cleanup Liabilities

Environmental liabilities for the Service are associated with the future costs of remediating hazardous wastes and landfills existing within units of the National Wildlife Refuge System (NWRS) and National Fish Hatcheries System (NFHS). The Service believes that the future costs of cleaning up certain contamination within the NWRS and the NFHS can be reasonably estimated at approximately \$42 million. This estimate of future costs covers the cleanup of nine sites and includes sites on lands obtained by the Service through donation, acquisition, or transfer from other agencies. Cost estimates are based on preliminary investigations of known sites and the expected degree and type of contamination probable at these sites. It does not include sites unknown, sites for which Service responsibility is unclear, sites which have not been investigated, or sites degraded by offsite activities beyond the control of the Service. Where possible, cost estimates are included for conducting site investigations and for conducting monitoring actions needed to assess the efficacy of the cleanup. The Service's methods for estimating these liabilities included quotes from private firms or government agencies that have worked on the sites, projected planning figures based on related projects, and best engineering judgement

Maintenance

The Service has been actively engaged in improving data documentation for our Maintenance Management System (MMS). The MMS database was amended in 1999 to include several additional fields relating to cost estimating. Directions for use of these fields are incorporated in the database. Data call memoranda and discussions with Regional counterparts on MMS data reflect that Regions are accountable for ensuring that data is complete and accurate.

A new real property inventory database was completed in FY 1999 that provides a single nationwide database on real property holdings that for the first time includes an estimate of replacement value of all real property items and will allow calculation of a Facility Condition Index to provide another gauge of the condition of all FWS facilities. A Facility Management Information System (FACMIS) user group was established within the Service to develop and implement strategies to better manage facility maintenance-related data. Data standardization and methods of linking information from various sources within the FWS are currently under review and will be implemented by the end of FY 2000.

We are preparing to move forward to improve our condition assessment verification process. Recommendations from an Office of Inspector General program audit conducted on FY 1996-1998 maintenance activities will further assist us in improving our program. We plan to update the deferred revision of the MMS handbook until after final decisions are reached within the Department on implementation of condition assessments and FACMIS.

Lack of 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. The inventory of museum collections continues. 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 collec-





tions. We completed an initial national inventory of materials covered by the Native American Graves Protection and Repatriation Act of 1990. 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.

1.5.4 PROGRAM EVALUATIONS

The Service completed an intensive evaluation of the Federal Aid Program during FY 1999. This evaluation was conducted by an intergovernmental team whose purpose was to identify any impediments to the effective and efficient administration of the federal aid grants program and to provide alternatives for improving the management and administration of the program to the Director of the Service. Recommendations were provided to the Director for consideration. The Director, in consultation with Service partners, have included two long-term goals and several annual performance goals focusing Service efforts to the improvement in the administration of the federal aid program.

1.5.5 CAPITAL ASSETS/CAPITAL PROGRAMMING

Tern Island National Wildlife Refuge, Hawaii
Capital Asset Plans and Justifications (Exhibit 300B in OMB Circular A-11) are required for major capital acquisitions, which are defined by the Department for any construction project that involves construction costs

in excess of \$10 million. As such, Capital Asset Plans and Justifications are included for one FY 2001 construction project for \$8,600,000 to complete seawall rehabilitation at Tern Island National Wildlife Refuge, Hawaii. Funds will be used to replace the existing deteriorated seawall with a rock revetment and a sheet pile seawall. The seawall is needed to protect staff, boat docks, buildings, landing strip, endangered species and their habitat, and to stabilize the island to avoid the spread of contaminants into the marine environment.

This project directly supports Annual Performance Goal 2.2.1 in the FY 2001 Annual Performance Plan. The Service has worked closely with the U.S. Army Corps of Engineers (COE) to develop a project design using a standard rock revetment/steel sheet pile shore bulkhead protection structure modified to suit the unique situation posed by Tern Island in a cost-effective manner. The COE design has a 100-year design life. The structures will require no maintenance. Support structures such as a small boat dock, barracks, and support facilities will be completed with separate maintenance funds to reduce the scope of the seawall construction project. The final project cost estimate is \$11.9 million, which excludes the small boat dock, barracks, and support facilities.

The Service has unsuccessfully attempted over the past two years to obtain logistical support for project construction from the U.S. Navy. Although the Navy does not see an opportunity to assist the Service at this time, the Service will continue to meet with the Navy. There is no private sector entity or other governmental agency which can support this function.

Federal Aid Information Management System (FAMIS)

The *Federal Aid in Wildlife and Sport Fish Restoration Acts* are administered by the Service and distribute more than \$450 million annually that supports over 3,500 active grants to state and territorial fish and wildlife agencies for approved conservation projects. Because of the size and scope of this program, it is essential for the Service to develop and maintain effective professional grants management practices. In 1999 the General Accounting Office conducted an audit of the

Wildlife Restoration and the Sport Fish Restoration programs and among its findings recommended that the Service enhance its capabilities in automated systems. Additionally, a state/Service review team reached a similar conclusion in late 1999.

The Service will explore alternative methods for standardizing and managing grants using automated systems. The Federal Aid functions in the Regions and Washington Office will employ the Federal Aid Information Management System (FAMIS) and its interface with the Service's Federal Financial System as the primary system for executing grants until alternative systems can be designed and developed.

Widespread adoption of a standardized grants management system nationally will greatly increase the efficiency and effectiveness with which the Service can process state grant requests. It will also afford the Service standardized approach, common data sets/files, and consistent audit trails for effective grants management.

National Conservation Training Center

A Congressional Directive in FY 2000 (Conference Report 106-406) stated: "The Committee notes the success of the National Conservation Training Center and the strong demand for its services and facilities. While a third dormitory at the center has just been completed and opened for students, this dormitory is already booked to capacity, and the center is turning away 80 to 100 people per week. Therefore, the Committee encourages the Fish and

Wildlife Service to seriously consider the need for a fourth dormitory at the center and to include construction funding for the fourth dormitory in future budget requests, if warranted." As such, the Service acknowledges the need and is requesting \$7,500,000 for the cost of planning, design, and construction of a fourth dormitory at NCTC, West Virginia. This project will support Annual Performance Goal 2.2.1

I.5.6 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.

I.5.7 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 1999 Performance

I. SUSTAINABILITY OF FISH AND WILDLIFE POPULATIONS

FY 1999 Annual Performance Goal	Target
<p>1.1.1 By September 30, 1999, an increase of 2% 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.</p>	<p>1. 2 % increase in regional migratory bird populations of management concern (5 populations)</p>
<p>1.1.2 By September 30, 1999, an increase of 2% of regional migratory bird populations of management concern will have baseline information available for establishing reliable population levels, and monitoring programs will be initiated or continued for those species.</p>	<p>1. 2 % increase in regional migratory bird populations of management concern will have baseline information (218 populations)</p>
	<p>2. 8 baseline monitoring programs initiated for regional migratory bird populations of management concern.</p>
	<p>3. 400 regional migratory bird populations of management concern</p>
<p>1.2.1 By September 30, 1999, 13% of endangered and threatened species populations listed a decade or more are stabilized or improved and 10 species in decline are precluded from the need for listing under the Endangered Species Act..</p>	<p>1. 13 % of listed species populations listed a decade or more are improved and/or stabilized [baseline for FY'99 = 499] (63/499=13%)</p>
	<p>2. 10 species approved for removal from candidacy.</p>
	<p>3. 8 species approved for removal from candidacy as a result of conservation agreements precluding the need to list.</p>



Actual	Comments
1. 2 % increase in regional migratory bird populations of management concern (5 populations)	Goal met. This goal continues into FY 2000.
1. 2 % increase in regional migratory bird populations of management concern will have baseline information (218 populations)	Goal met. This goal continues into FY 2000.
2. 8 baseline monitoring programs initiated for regional migratory bird populations of management concern	Goal met. This goal continues into FY 2000.
3. 400 regional migratory bird populations of management concern	Goal met. This goal continues into FY 2000.
1. 19.8 % of listed species populations listed a decade or more are improved and/or stabilized (99/499=19.8%)	Goal met. This goal continues into FY 2000.
2. 7 species approved for removal from candidacy	Goal not met. This goal continues into FY 2000.
3. 5 species approved for removal from candidacy as a result of conservation agreements precluding the need to list.	Goal not met. This goal continues into FY 2000.

At-a-Glance View of 1999 Performance (continued)

I. SUSTAINABILITY OF FISH AND WILDLIFE POPULATIONS

FY 1999 Annual Performance Goal	Target
<p>1.2.1 By September 30, 1999, 13% of endangered and threatened species populations listed a decade or more are stabilized or improved and 10 species in decline are precluded from the need for listing under the Endangered Species Act.</p>	<p>4. 12 species included in proposed rules to delist or downlist published in the Federal Register</p> <p>5. 3 species included in final rules to delist or downlist</p> <p>6. 2,500,000 acres protected, restored, or enhanced under HCPs.</p> <p>7. 250 listed/candidate species covered by those HCPs</p>
<p>1.3.1 By September 30, 1999, baselines for interjurisdictional fish (IJ) populations are established.</p>	<p>Establish baselines for IJ fish populations.</p>
<p>1.4.1 Through September 30, 1999, 100% of marine mammal populations over which the Service has jurisdiction will be at sustainable population levels or protected under conservation agreements.</p>	<p>100 % marine mammal populations at sustainable levels or protected under conservation agreements.</p>
<p>1.5.1 By September 30, 1999, 19% of transborder species over which the Service has jurisdiction will benefit from improved conservation efforts.</p>	<p>19% of transborder species benefiting from improved conservation efforts [baseline=400]</p>
<p>1.5.2 By September 30, 1999, 22 priority species of international concern will benefit from improved conservation efforts.</p>	<p>22 priority international species benefiting from improved conservation efforts</p>

II. HABITAT CONSERVATION: A NETWORK OF LANDS AND WATERS

<p>2.1.1 By September 30, 1999, meet the identified habitat needs of the Service lands by ensuring that 93,567,296 acres are protected, of which 3,303,341 acres will be enhanced or restored.</p>	<p>1. 93,567,296 acres managed by FWS [cumulative].</p> <p>2. 3,303,341 acres enhanced or restored in the National Wildlife Refuge System. [annual data]</p>
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Actual	Comments
4. 6 species included in proposed rules to delist or downlist published in the Federal Register	Goal not met. This goal continues into FY 2000.
5. 2 species included in final rules to delist or downlist	Goal not met. This goal continues into FY 2000.
6. 2,105,472 acres protected, restored, or enhanced under HCPs.	Goal not met. This goal continues into FY 2000.
7. 257 listed/candidate species covered by those HCPs	Goal met. This goal continues into FY 2000.
Completion date revised to 9/30/2000.	Goal not met. This goal continues into FY 2000.
100 % marine mammal populations at sustainable levels or protected under conservation agreements.	Goal met. This goal continues into FY 2000.
19% of transborder species benefited from improved conservation efforts [baseline=400]	Goal met. This goal continues into FY 2000.
22 priority international species benefited from improved conservation efforts	Goal met. This goal continues into FY 2000.



1. 93,628,301 acres managed by the Service. [cumulative].	Goal exceeded. This goal continues into FY 2000.
2. 3,230,886 acres enhanced or restored in the National Wildlife Refuge System. [annual data]	Goal exceeded. This goal continues into FY 2000.

At-a-Glance View of 1999 Performance (continued)

II. HABITAT CONSERVATION: A NETWORK OF LANDS AND WATERS

FY 1999 Annual Performance Goal	Target
2.1.2 By September 30, 1999, complete 80% of contaminated cleanup projects on Service lands.	80% of cleanup projects completed. [data reported on annual basis] (19/24 =80%)
2.2.1 By September 30, 1999 collect field data on the initial real property baseline data set and complete maintenance management update.	1. Develop & field test standardized real property inventory database by April, 1999.
	2. Verify real property inventory database with regions/field stations by September, 1999.
	3. Collect maintenance management system data including cross link for all property numbers by June, 1999.
	4. Peer review & finalize MMS data set by August, 1999.
2.3.1 By September 30, 1999, 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 47,400 acres of wetlands habitat, enhancing and/or restoring 78,140 acres of upland habitats, and enhancing and/or restoring 676 riparian or stream miles of habitat off-Service lands through partnerships and other identified conservation strategies.	1. 47,400 acres of wetlands habitat enhanced/ restored
	2. 78,140 acres of upland habitat enhanced/restored.
	3. 676 miles riparian or stream habitat enhanced/restored.
	4. 5,102 acres of wetlands habitat protected (NAWCF)
	5. 15,619 acres of upland habitat protected (NAWCF)
	6. 103 acres of riparian habitat protected. (NAWCF)



Actual	Comments
100% of cleanup projects completed. [data reported on annual basis(24/24=100%)	Goal exceeded. This goal continues into FY 2000.
1. Developed & field tested standardized real property inventory database by April, 1999.	Goal met. This goal does not continue into FY 2000.
2. Verified real property inventory database with regions/field stations by September, 1999.	Goal met. This goal does not continue into FY 2000.
3. Maintenance management system data including cross link for all property numbers was collected by June, 1999.	Goal met. This goal does not continue into FY 2000.
4. MMS data set was peer reviewed & finalized by August, 1999.	Goal met. This goal does not continue into FY 2000.
1. 72,329 acres of wetlands habitat enhanced/restored	Goal exceeded. This goal continues into FY 2000.
2. 135,977 acres of upland habitat enhanced/restored	Goal exceeded. This goal continues into FY 2000.
3. 1,198 miles riparian or stream habitat were enhanced/restored.	Goal exceeded. This goal continues into FY 2000.
4. 45,737 acres of wetlands habitat protected (NAWCF)	Goal exceeded. This goal continues into FY 2000.
5. 140,018 acres of upland habitat protected (NAWCF)	Goal exceeded. This goal continues into FY 2000.
6. 934 acres of upland habitat protected. (NAWCF)	Goal exceeded. This goal continues into FY 2000.

At-a-Glance View of 1999 Performance (continued)

III. PUBLIC USE AND ENJOYMENT

FY 1999 Annual Performance Goal	Target
3.1.1 By September 30, 1999, interpretive, educational and recreational visits to National Wildlife Refuges and National Fish Hatcheries increased by 2% over the previous year.	2 % increase in interpretive, educational, and recreational visits. (36.7 million visits)
3.2.1 By September 30, 1999, volunteer participation hours in Service programs increased by 26% and refuges and hatcheries have 66 new friends groups from 1997 levels.	1. 26 % increase in volunteer participation hours from 1997.
	2. 66 new friends groups from 1997.
3.3.1 By September 30, 1999, 86% of states receiving Federal Aid state grant monies are used consistent with the enabling legislation.	86% of states receiving Federal Aid monies are used consistent with enabling legislation
3.4.1 By September 30, 1999, 95% of mitigation hatchery production requirements are satisfied relating to federal water development projects.	95% of mitigation hatchery production requirements are satisfied.



Actual	Comments
4 % increase in interpretive, educational, and recreational visits. (36.8 million visits)	Goal exceeded. This goal continues into FY 2000.
1. 9 % decrease in volunteer participation hours from 1997.	Goal not met. This goal continues into FY 2000.
2. 57 new friends groups from 1997	Goal met. This goal continues into FY 2000.
86% of states receiving Federal Aid monies are used consistent with enabling legislation	Goal met. This goal continues into FY 2000.
95% of mitigation hatchery production requirements are satisfied.	Goal met. This measure continues into FY 2000.

Appendix II

At-a-Glance View of FY 2000 Goals

MISSION GOAL I – SUSTAINABILITY OF FISH AND WILDLIFE POPULATIONS

Long-Term Goal	FY 2000 Annual Goal
<p>1.1 Through 2003, 20 percent of regional migratory bird populations demonstrate improvements in their population status because of management actions that have either increased their numbers or, in some cases, reduced the number of conflicts due to overabundance. (Goal continues into 2001)</p>	<p>1.1.1 By September 30, 2000, an increase of 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. (Goal continues into 2001)</p> <p>1.1.2 By September 30, 2000, an additional 3 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. (Goal continues into 2001)</p>
<p>1.2 Through 2003, 40 percent or 315 of endangered and threatened species populations listed a decade or more are stabilized or improved and 60 species in decline are precluded from the need for listing under the Endangered Species Act. (Goal continues into 2001)</p>	<p>1.2.1 By September 30, 2000, 37 percent or 197 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. (Goal continues into 2001)</p>
<p>1.3 Through 2003, 100 percent of stable interjurisdictional fish populations remain at or above current levels and 3% of depressed populations are restored to self-sustaining or, where appropriate, harvestable levels. (Goal does not continue into 2001)</p>	<p>1.3.1 By September 30, 2000, baselines for interjurisdictional fish populations have been established. (Goal does not continue into 2001)</p>

MISSION GOAL I – SUSTAINABILITY OF FISH AND WILDLIFE POPULATIONS

Long-Term Goal	FY 2000 Annual Goal
1.4 Through 2003, 100 percent of marine mammal populations, over which the Service has jurisdiction, will be at sustainable population levels or protected under conservation agreements. (Goal continues into 2001)	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. (Goal continues into 2001)
1.5 Through 2003, 40 percent of transborder species of international concern over which the Service has jurisdiction will have improved conservation status or be included under a conservation project; and conservation projects for 40 additional priority species of international concern will be initiated. (Goal does not continue into 2001)	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. (Goal does not continue into 2001)
	1.5.2 By September 30, 2000, 25 priority species of international concern will benefit from improved conservation efforts. (Goal continues into 2001)

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

2.1 Through 2003, meet the identified habitat needs of Service lands by ensuring that 93,850,000 acres (total acreage managed by FWS) are protected, of which 3,500,000 acres will be enhanced or restored. In addition, 80 percent of contaminated cleanup projects on Service lands will be completed according to their original schedule. (Goal does not continue into 2001)	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 does not continue into 2001)
	2.1.2 By September 30, 2000, complete 80 percent of contaminated cleanup projects on Service lands. (Goal does not continue into 2001)
2.2 By 2003, 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. (Goal continues into 2001)	2.2.1 By June 30, 2000, the baseline will be established for the Facilities Condition Index (Goal does not continue into 2001)
	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. (Goal continues into 2001)

At-a-Glance View of FY 2000 Goals (continued)

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

Long-Term Goal	FY 2000 Annual Goal
2.3 By 2003, 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 250,000 acres of wetlands habitat, restoring 395,000 acres of upland habitats, and enhancing and/or restoring 2,500 riparian or stream miles of habitat off-Service land through partnerships and other identified conservation strategies. (Goal continues into 2001)	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. (Goal continues into 2001)

MISSION GOAL III – GREATER PUBLIC USE ON SERVICE LANDS

3.1 By 2003, interpretive, educational and recreational visits to National Wildlife Refuges and National Fish Hatcheries have increased by 15%. (Goal continues into 2001)	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. (Goal continues into 2001)
3.2 By 2003, volunteer participation hours in Service programs increased by 50% and refuges and hatcheries have 91 new friends groups from the 1997 levels. (Goal continues into 2001)	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. (Goal continues into 2001)
3.3 Through 2003, 100 percent of all Federal Aid state grant monies are used consistent with the enabling legislation. (Goal does not continue into 2001)	3.3.1 By September 30, 2000, 100 percent of all Federal Aid state grant monies are used consistent with the enabling legislation. (Goal does not continue into 2001)
3.4 Through 2003, 100 percent of mitigation fish hatchery production requirements are satisfied related to federal water development projects. (Goal does not continue into 2001)	3.4.1 By September 30, 2000, 93 percent of mitigation hatchery production requirements are satisfied relating to federal water development projects. (Goal does not continue into 2001)

Appendix III

FY 2001 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 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 habitat) such as breeding, resting, and feeding areas from unnecessary human disturbance. [1.4]

Conserve: 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]

Compliance after audit resolution: State, territories, and commonwealths specified legislatively as allowable participants and who have chosen to participate in the Federal Grant Programs will be audited on a five-year cycle. All states, territories, and common-

wealths participating in the Federal Grant Programs will be found in compliance after audit resolution. Only states, territories, or commonwealth's that are in compliance after audit resolution should be counted. [3.3]

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 was 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]

Eligibility Criteria: Eligibility criteria for various grant programs can be found in the Federal Aid Handbook, Part 521. Sport Fish Restoration is contained in Chapter 2. [3.3]

To be eligible to participate, States must have "...assented to the provision of the Act and shall have passed laws for the conservation of fish, which shall include a prohibition against the diversion of license fees paid by fisherman for any other purpose that the administration of said State fish and game department..." . State fish and wildlife agencies are authorized to participate. Also authorized to participate are the commonwealth of Puerto Rico, Guam, American Samoa, the Virgin Islands, the Commonwealth of the Northern Mariana Islands, and the District of Columbia.

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]

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 water-course; 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.

J, 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

Mitigation: Any action taken with respect to habitat, harvest, or stocking that replaces or maintains fisheries lost as a result of Federal water projects. Such mitigation is called “statutory” when it is prescribed by one or more Federal laws specific to an individual water

project or by language enacted into law through the annual appropriations process, but not by more general Federal laws that establish broad authorities to mitigate, such as the Fish and Wildlife Coordination Act. Mitigation is called “de facto” when it is not prescribed by Federal laws specific to individual water projects or by appropriations law, but rather is authorized by and undertaken pursuant to broader authorities found in more general Federal laws. [3.4]

P

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 purpose 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 a 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 re-establishment of original native plant community; fencing a riparian area to exclude livestock to allow native riparian vegetation to re-establish; replanting native vegetation into cropland to re-establish 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

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 cropland to re-establish 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]

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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