

### Migratory Bird Management

		2006 Actual	2007 CR	2008			Change From 2007 (+/-)
				Fixed Costs & Related Changes (+/-)	Program Changes (+/-)	Budget Request	
Conservation and Monitoring	(\$000)	25,351	27,390	+622	-685	27,327	-63
	FTE	139	139			139	-
Permits	(\$000)	1,523	1,547	+54	-	1,601	+54
	FTE	21	21			21	-
Duck Stamp Office	(\$000)	562	567	+21	-	588	+21
	FTE	3	3			3	-
North American Waterfowl Management Plan	(\$000)	10,800	11,835	+186	-955	11,066	-769
	FTE	37	39			39	-
<b>Total, Migratory Birds</b>	<b>(\$000)</b>	<b>38,236</b>	<b>41,339</b>	<b>+883</b>	<b>-1,640</b>	<b>40,582</b>	<b>-757</b>
	<b>FTE</b>	<b>200</b>	<b>202</b>			<b>202</b>	<b>-</b>
Impact of CR			[+82]		[-82]		

#### Summary of 2008 Program Changes for Migratory Bird Management

Request Component	Amount	FTE
Program Changes		
• Conservation and Monitoring	-685	-
• North American Waterfowl Management Plan	-955	-
• Impact of the CR [Non-Add]	[-82]	-
<b>Total, Program Changes</b>	<b>-1,640</b>	<b>-</b>

#### Justification of 2008 Program Changes

The 2008 budget request for the Migratory Bird Management is \$40,582,000 and 202 FTE, a net program decrease of \$757,000 and 0 FTE from the 2007 CR.

#### Impact of 2007 Continuing Resolution (-\$82,000)

The 2008 budget restores the priorities of the 2007 President’s budget by funding 2007 programmed fixed cost increases, eliminating unrequested 2006 congressional earmarks, and implementing the program enhancement and program reduction initiatives included in the 2007 President’s budget.

#### Program Overview

Division of Migratory Bird Management, Division of Bird Habitat Conservation, Regional Migratory Bird programs, Joint Ventures, and the Migratory Bird Hunting and Conservation Stamp Office comprise the Service’s Migratory Bird Conservation Program. These units work cooperatively to prevent new species from joining those already on the Endangered or Threatened Species Lists. Migratory bird staff routinely:

- conduct population surveys, monitoring, and assessment activities for both game and non-game birds;
- manage migratory bird permits and hunting regulations;
- participate in international treaty negotiations related to migratory birds;
- manage overabundant bird populations and restore habitat where populations are declining;

- manage grants that implement on-the-ground activities to conserve migratory bird habitats;
- support regional-scale biological planning, project implementation, and evaluation to achieve migratory bird objectives; and
- coordinate efforts to reduce bird mortalities resulting from collisions with communication towers and power-lines, fisheries by-catch, pesticides, and other human-related causes.

Migratory birds constitute one of North America's most highly valued natural resources and require regional, national, and international coordination and communication program for their conservation. The mission of the Migratory Bird Management Program is to conserve and manage the 913 native species/populations of migratory birds and their habitats, in partnerships with others, to fulfill U.S. treaty obligations and trust responsibilities. The responsibility for conserving, protecting, and enhancing the populations and habitats of the Nation's migratory birds rests with the Service, the lead Federal agency for migratory bird conservation. The Service meets its responsibility through a variety of programs, including on-the-ground initiatives and partnerships. The Migratory Bird Management Program's greatest challenge is to continuously increase knowledge of bird population status and trends so that population and habitat management activities are focused properly. In general, the aim is to remove or reduce harmful threats to birds, and to identify and develop appropriate management that will result in healthy and sustainable population levels.

Nearly 79 million adult residents of the United States (37 percent of the adult population) participate in wildlife-related activities, and 88 percent of them pursue activities that focus specifically on migratory birds, such as bird-feeding, hunting, photography, and viewing. Each year, these Americans contribute about \$58 billion to the U.S. economy through expenses directly related to wildlife-related activities, and they expect that recreational opportunities with migratory birds in their natural habitats will continue to be available to future generations.

Largely due to habitat-related threats, nearly 25 percent of the Nation's migratory bird species are now considered to be at risk of suffering further declines and thus in need of additional conservation measures. The actions necessary to keep these species common must begin now to ensure this treasured resource remains an integral part of the everyday lives of the American people.

**North American Bird Conservation Initiative:** Partnerships form the basis of integrated bird conservation/management activities, across species and across landscapes. The Service's Migratory Bird Conservation program is committed to full participation and leadership in the development, planning, and evaluation of national and international bird conservation plans, such as the North American Waterfowl Management Plan, Partners in Flight plans, the U.S. Shorebird Conservation Plan, and the North American Waterbird Conservation Plan. Partnerships and integration recently reached a new level with the development of the North American Bird Conservation Initiative (NABCI), a coalition of agencies and organizations whose sole purpose is to coordinate and facilitate the activities of all existing bird plans and partnerships. NABCI provides a forum for concentrated budget and technical coordination among Federal agencies and increases the effectiveness of funds through collaborative on-the-ground projects.

#### **Program Assessment and Rating Tool (PART)**

In 2004, the program was evaluated by the Administration using the Program Assessment Rating Tool (PART). The Program was found to be deficient in that suitable performance measures to evaluate conservation activities were not in place. In response to that evaluation, the Service adopted the long-term performance measure of attaining healthy and sustainable population levels for 564 of 913 migratory bird populations by 2007, an increase of 5 healthy populations over what is presently the case. The Service further stipulated that by 2012, the status of another 5 birds will be similarly improved. The adoption of this measure clarifies that the Migratory Bird Management Program is

expected to coordinate with partners and implement focused management actions that produce desired changes in the status of targeted bird populations in addition to the other activities for which it presently is responsible. Given the wide range of factors that affect bird populations, many of which are outside of the Program's scope and control, we have determined that the most critical initial action necessary to attain the goal is to identify the first five target focal species, and then develop detailed management plans that describe, prioritize, and estimate budget requirements for the steps necessary to achieve population status objectives.

### Conservation and Monitoring

	2006 Actual	2007 CR	2008			Change From 2007 (+/-)
			Fixed Costs & Related Changes (+/-)	Program Changes (+/-)	Budget Request	
Conservation and Monitoring (\$000)	25,351	27,390	+622	-685	27,327	-63
<i>FTE</i>	139	139			139	-

### Summary of 2008 Program Changes for Migratory Birds

Request Component	Amount	FTE
• Ivory Billed Woodpecker	-396	-
• General Decrease	-289	-
<b>TOTAL, Program Changes</b>	<b>-685</b>	<b>-</b>

### Justification of 2008 Program Changes

The 2008 budget request for the Migratory Bird Management Conservation and Monitoring Program is \$27,327,000 and 139 FTE, a net program decrease of \$685,000 and 0 FTE from the 2007 CR.

#### Ivory-billed Woodpecker Ecological Assessment (-\$396,000)

the Service proposed increased funding to provide biological support to the Interagency Ivory-billed Woodpecker Recovery Team in 2007. The planned activities were ambitious and included 1) population and habitat modeling; 2) landscape characterization and assessment; 3) conservation design and accomplishment tracking; 4) habitat surveys and monitoring; and 5) adaptive research to address assumptions identified in the Recovery Plans. While the Service will remain a key partner for recovery of the Ivory-billed Woodpecker with biological advice, financial contributions will be reduced in 2008.

#### General Program Reduction (-\$289,000)

This reduction, will not cause significant impacts to on-going base operations. This action can be achieved by allowing regional offices, at their discretion, opportunities to identify and implement any administrative efficiency that does not adversely affect the overall mission. Among activities that may offer the greatest opportunity are travel, training, and possibly low priority projects that can be held in abeyance or cancelled.

**Program Performance Change**

	2004 Actual	2005 Actual	2006 Actual	2007 CR <sup>1</sup>	2008 Base Budget (2007 PB + Fixed Costs)	2008 Plan	Program Change Accruing in 2008	Program Change Accruing in Outyears
					A	B=A+C	C	D
8.1 Percent of all migratory bird species that are at healthy and sustainable levels. (PART)	N/A	61.4% 561/ 913	61.4% 561/ 913	61.4% 561/ 913	61.4% 561/ 913	61.99% 566/ 913	+6%	+6%
Total Actual/Projected Cost (\$000)		N/A	\$7,917	\$8,117	\$8,318	\$8,392	+\$74	0
Actual/Projected Cost Per Site (whole dollars)		N/A	\$14,113	\$14,469	\$14,827	\$14,827	--	0
Comments								
<p><b>1: The performance and cost data in the 2007 CR column is presented at the 2007 plan level, which is based upon a projection of 2007 likely enacted made during the first quarter of 2007. The 2008 plan builds on the 2007 plan. To the extent congress enacts a 2007 appropriation that is different from the 2007 projection, the 2008 plan may require revision.</b></p> <p>Note: Projected costs may not equal program change as these are full costs, which may include funds from other sources and (or) use averages.</p> <p>Column B: The level of performance and costs expected in 2008 at the 2007 level plus funded fixed costs. Reflects the impact of prior year funding changes, management efficiencies, absorption of prior year fixed costs, and trend impacts, but does not reflect the proposed program change.</p> <p>Column D: Outyear performance beyond 2008 addresses lagging performance — those changes occurring as a result of the program change (not total budget) requested in 2008. It does <u>not</u> include the impact of receiving the program change again in a subsequent outyear.</p>								

**Program Overview**

Conservation and monitoring are the two activities that define the fundamental-operational role the Service plays in bird conservation and is the national focal point for bird population management. Survey and assessment information on migratory birds is critical to many conservation management programs. Thousands of managers, researchers and others (both government and non-government) depend upon the Migratory Bird Program’s survey activities to provide accurate and comprehensive status and trend information. States rely heavily on results of annual bird surveys for management and budgeting activities associated with migratory game and non-game birds. Survey data are critical to identify and prioritize management actions and research needs, and provide a scientific basis for effective migratory bird conservation on a national and international scale.

Critical to the Migratory Bird Program’s success are partnerships, which include the North American Waterfowl Management Plan, Partners in Flight, the U.S. Shorebird Conservation Plan, the North American Waterbird Conservation Plan, and some of the migratory game bird management plans developed by the Flyway Councils. These plans were developed by coalitions of Federal and State agencies, tribal entities, foreign governments, non-governmental organizations, industry, academia, and private individuals who are interested in the conservation of birds.

## 2008 Program Performance

Evaluation of the Migratory Bird Management Program's performance is determined using two output measures: (1) % of migratory bird species at healthy and sustainable levels, and (2) the proportion of adult Americans that partake in migratory bird-related recreation. That review resulted in a rating of "Results Not Demonstrated" for the Migratory Bird Management Program. Recommendations for addressing the rating were included in the review and the Program has worked toward improving them. The following recommendations have been or are in the process of being met: (1) develop and adopt long-term outcome and output measures and integrate them into the Service's operational plan; (2) request additional funding to address outcome measures; (3) initiate development of management plans for nine focal species; (4) establish a task force to evaluate adaptive harvest management; (5) initiate an EIS on migratory bird hunting; (6) link employee performance to performance measures; and (7) develop baseline data for program performance measures. Fully addressing some of these recommendations requires ongoing work, and the Program will continue those activities as necessary.

Work will continue toward accomplishment of the performance targets for these measures in FY 2008. At the target funding level, the Migratory Bird Management Program will continue to invest resources in implementation of focal species management plans and improvement in permit processes. This request level will continue to provide opportunities toward achieving the Program's long-term performance goals including an increase of five species at healthy and sustainable population levels. This goal, which resulted from PART, remains achievable despite small changes in funding from one year to the next as opposed to sustained funding reductions over several years. The goal does not specify species under this measure because the Service is working on a host of species across the country all of which are subject to a wide range of factors that affect bird populations, many of which are outside of the Program's scope and control.

### Use of Cost and Performance Information

The migratory bird management (survey, monitoring, and assessment) database contains operational work-plans as a way to prioritize, budget, and manage the division's nationwide workload. This project-based process asks for detailed project-level information, including objectives, scope, and estimated cost. Use of a database facilitates:

- Planning by providing a format for submitting new project ideas
- It allows ranking of prospective projects for implementation
- Tracking of resource allocations at the species level by project
- Cross tabulation of resource allocations by performance measure and ABC code
- Ready calculation of resource allocations according to performance measures and ABC codes
- Performance data are tracked and project status reports will be available
- Project funds are reallocated among regional field components annually
- Regional Offices will have access to both standard and custom reports
- Cost data are tracked allowing managers to redirect surplus funds

Performance measures have been cross-walked with partners such as USGS to improve and expand conservation efforts while avoiding double counting.

The 2008 funding request will also allow some initial investigation of general habitat use at primary wintering, migration, and breeding areas for species of birds that are already of management concern and possibly further affected by recent hurricanes along the Gulf Coast. Other actions that may be possible within existing resources are some evaluation of assessment techniques, basic foraging ecology, and examination of bag limits, season lengths, and the annual harvest impact on the

populations. The Gulf Coast will remain an area of concern, as the full impact of two significant hurricanes in 2005 will be evaluated on some level for affected species.

The Service continues to work effectively with partners in assisting in the development of conservation plans that will contribute to improving the health and sustainability of migratory birds of conservation concern. In FY 2008 the Service plans to continue the development and implementation of focal species action plans, with Regional staff continuing to provide the leadership responsibility for individual species plans based upon the geographic distribution of species and the availability of funding resources. In FY 2006 the Service took steps to gather more biological information on specific species (e.g., improving monitoring program designs, developing monitoring databases), implementing surveys, and developing status assessments and action plans on the nine focal species identified in 2005. Many species-specific activities were completed or begun in 2006 and continued into FY 2007. For example, the **American Woodcock** action plan was completed. Priority actions for this species have been identified and in FY 2007 steps will be initiated to move the species populations toward 1970s levels by implementing habitat management practices on private lands to benefit the species. One approach will be to provide basic resource information to small private forest landowners to encourage them to manage lands for the benefit of woodcock. For the **Pacific Common Eider** a completed draft action plan will be finalized in FY 2007. The plan identifies high priority management actions, partners and projected implementation costs. Management actions after the plans are completed will be initiated in the future as resources allow. Action plans were also completed for **Cerulean Warbler** and in FY 2007, the Service will solicit input and participation from land managers in implementing the action plan. Field surveys will be completed on both breeding and wintering grounds.

A draft action plan and draft status assessment was completed for **Laysan and Black-footed Albatross** in FY 2006. The new monitoring protocols were implemented and will be expanded into 2007 and completed. The latter document will provide important scientific information to be used in the Service's formal decision on a pending 12 Month Finding for listing of the Black-footed Albatross.

**Snowy Plover** surveys were completed in Tamaulipas, Mexico complimenting similar surveys conducted in 2004 in Laguna Madre of Texas. These surveys provide valuable information for future population assessments and development of conservation and management plans for this species along the entire Gulf Coast. Surveys will continue in 2007 and a conservation plan for the species will be completed in early FY 2008.

In FY 2006 efforts were initiated to analyze range-wide survey data and habitat data for the **Long-billed Curlew**. A draft status assessment and conservation plan for the species was completed and will be finalized in FY 2007.

For the **Eastern Painted Bunting**, a web-based database was developed in 2006 to support monitoring programs and range-wide data collection in the non-breeding range of this species. This will provide important components for institutionalizing bunting surveys. In FY 2007, the monitoring programs for Painted Bunting will be implemented in the East, Texas and in Mexico.

Also, in FY 2006 efforts continued to update a status assessment for **King Rail** throughout its breeding range and to develop a conservation action plan that identifies the species' "universe of needs." During a planned FY 2007 workshop, monitoring priorities, research, habitat conservation, and model development will be accomplished. The Service plans to complete the action plan by the end of FY 2007.

The Service also continued work to ensure that the status of other species do not decline from current levels. Species which have been added to the focal species strategy include **Henslow's Sparrow** (*Ammodramus henslowii*) and **Tri-colored Blackbird** (*Agelaius tricolor*). In FY 2006 the Service directed funding towards development of an action plan for the Henslow Sparrow. Completion is planned for the end of 2007. In FY 2005 the Service began work on a rangewide population survey of the Tri-colored Blackbird to determine the global population of the species. In FY 2007, a Conservation Strategy and a Memorandum of Agreement to the Conservation Strategy will be completed.

### Program Performance Overview

Measure	2004 Actual	2005 Actual	2006 Plan	2006 Actual	2007 Plan	2007 Change from 2006	2008 Plan	2008 Change from 2007
24.4.1 Percent of Migratory Bird species that may be harvested for sport hunting and falconry according to the Migratory Bird Treaties for which harvest is formally approved. <b>(PART)</b>	58.6% 160/273	58.9% 161/273	58.9% 161/273	58.9% 161/273	58.9% 161/273	0	58.9% 161/273	0
Total Actual /Projected Cost (\$000)	N/A	n/a	\$7,896	\$7,896	\$8,095	+\$199	\$8,296	+\$201
Actual/Projected Cost per unit	N/A	n/a	\$49,046	\$49,046	\$50,282	+\$1,236	\$51,528	+\$1,246
8.1 Percent of all migratory bird species that are at healthy and sustainable levels. <b>(PART)</b>	61.4% 561/ 913	61.4% 561/ 913	61.4% 561/ 913	61.4% 561/ 913	61.4% 561/ 913	0	61.99% 566/ 913	+ .6%
Total Actual /Projected Cost (\$000)	N/A	n/a	\$7,917	\$7,917	\$8,117	+\$200	\$8,392	+\$74
Actual/Projected Cost per unit	n/a	n/a	\$14,113	\$14,113	\$14,469	+\$356	\$14,827	+358

**Permits**

		2006 Actual	2007 CR	2008			Change From 2007 (+/-)
				Fixed Costs & Related Changes (+/-)	Program Changes (+/-)	Budget Request	
Permits	(\$000)	1,523	1,547	+54	-	1,601	+54
	FTE	21	21			21	-

The FY 2008 budget request is \$1,601,000 and 21 FTE, a net program change of \$0 and 0 FTE from the 2007 CR.

**Program Overview**

Under the authorities of the *Migratory Bird Treaty Act* (16 U.S.C. 703-712) (MBTA) and the *Bald and Golden Eagle Protection Act* (16 U.S.C. 668) (BGEPA), the Service is responsible for regulating activities associated with migratory birds. The BGEPA provides additional protections to the nation’s eagles. The MBTA and the BGEPA are the primary legislation in the United States established to conserve migratory birds and prohibit the taking, killing, or possessing of migratory birds unless permitted by suitable regulations adopted by the Secretary of the Interior.

The regulation of take is a primary and traditional Service activity that integrates data-gathering activities designed to evaluate the status of migratory bird populations. For example, various regulatory options for game-bird species are considered each year during the well-defined cycle of procedures and events that result in the body of rules governing annual sport and subsistence harvest. The take of migratory birds for purposes other than hunting are administered through a permitting system (50 CFR parts 21, 22).

The mission of the Migratory Bird Permit Program is to promote the long-term conservation of migratory bird populations while providing opportunities for the public to study, use, and enjoy migratory birds consistent with the provisions of the MBTA and the BGEPA. Existing regulations authorizing take and possession of migratory birds focus on a limited number of allowable activities. Permits are available for scientific study, depredation control, falconry, raptor propagation, rehabilitation, education, taxidermy, waterfowl sale, religious use (eagles), and other purposes. The permits are administered by the seven Regional Migratory Bird Permit Offices. The Regional Permit Offices process over 13,000 applications annually. Since most permits are valid for between 1 and 5 years, approximately 40,000 permits may be active (valid) at any given time.

Policy and regulations are developed by the Division of Migratory Bird Management in the Washington Office. Sound science is a fundamental component of migratory bird permit policies and permit decisions. Computer technologies such as the Service’s Permit Issuance and Tracking System (SPITS) provide a tool for issuing permits and help monitor cumulative impacts to migratory bird populations. Policy and regulation development focuses on clarifying and streamlining regulatory requirements.

### Use of Cost and Performance Information

- Performance measures are now tracked and reported through use of the Service's Permit Issuance and Tracking System (SPITS-database). SPITS was designed in cooperation with the Service's other permit programs to ensure consistency for both policy development and operational compatibility.
- Workload based staffing models have been developed for each of eight permit offices and staffing levels and associated costs can be predicted using historical workload trends. Unit costs can be determined using the workload models for various permit types.
- Fees are charged for permit processing to help offset operational costs.
- Implementing an E-reporting capability to enable the public to submit permit reports electronically.

### 2008 Program Performance

FY 2008 holds a considerable challenge as program staffs are committed to completing a host of critical initiatives. Listed below are those with the most potential to influence and improve future operational performance. Completions of these initiatives is essential to the Service's ability to manage a permit process that has reached about 13,000 applications received annually and up to 40,000 active permits at any given time. Our goal in 2008 is to reduce the number of applications through policy changes. This reduces the need for permit applications for some activities. The Service estimates that it could reduce the number of apps received annually to around 11,000 in FY 2008.

### FY 2008 Planned Actions

1. Develop educational permit regulations.
2. Finalize the scientific collecting interim guidance.
3. Develop a rule to amend regulations to transfer migratory bird permit appeals to the Director.
4. Develop a depredation order to facilitate public safety at commercial and military airfields.
5. Finalize rule to revise raptor propagation permits regulations.
6. Finalize rule to revise falconry permit regulations to eliminate federal permit.
7. Develop a permit exception for birds in buildings.
8. Develop regulations to streamline permitting for waterfowl and game bird sale.
9. Develop Web-based electronic reporting to enable the public to submit permit reports on-line.
10. Develop regulations for federal agency incidental take.
11. Streamline eagle permitting for Indian religious use
12. Establish a national falconry database to assist states with administration of state falconry permitting.

### FY 2007 Actions, completion target FY 2008.

1. Finalize regulations to exempt DOD military readiness from take prohibitions.
2. Develop rule to amend (clarify) Resident Canada goose depredation order.
3. Develop an Environmental Assessment on possible proposed regulations to establish a permit for enrolled Native Americans to acquire migratory bird feathers for religious use.
4. Develop policy on depredation permitting.
5. Develop submission for OMB re-approval for information collection for permitting.
6. Launch Web-based self-registration and reporting for certain Resident Canada Goose activities.
7. Launch Web-based electronic permitting to enable the public to apply for permits on-line.

The important policy actions accomplished in 2006 and in-progress in 2007 form the framework necessary to achieve the targets identified above for 2008. A few examples are a proposed rule to revise the raptor propagation permit regulations; publishing a scoping notice soliciting input for future educational permit regulations; issuing a final Environmental Impact Statement for regulations to establish depredation orders to eliminate individual permit requirements to control of Resident Canada Geese in certain circumstances. Other efficiencies implemented were the streamlining of the process for Avian Influenza surveillance permitting for States and federal agencies and finalized regulations to establish depredation orders to eliminate individual permit requirements to control Resident Canada Geese in certain circumstances, (Published 8/10/2006). A proposed regulations to revise the List of Migratory Birds (50 CFR 10.13) was also published in 2006. Many of these actions will reduce the number of permit applications received annually improving efficiency in permit program operations.

**Program Performance Overview**

Measure	2004 Actual	2005 Actual	2006 Plan	2006 Actual	2007 Plan	2006 Change from 2007	2008 Plan	2008 Change from 2007
8.3: % of migratory bird permits issued within 30 days receipt of a completed application	n/a	50% 7,500/ 15,000	50.4% 6,572/ 13,046	62% 8,143/ 13,046	56.8% 6,360/ 11,188	-5.2%	56.8% 6,360/ 11,188	0
Total Actual /Projected Cost (\$000)	n/a	n/a	\$3,174	\$3,933	\$3,148	-\$785	\$3,225	+\$77
Actual/Projected Cost per unit	n/a	n/a	\$483	\$483	\$495	+\$12	\$507	+\$12

### Migratory Bird Hunting & Conservation Stamp (Duck Stamp)

		2006 Actual	2007 CR	2008			Change from 2007 (+/-)
				Fixed Costs & Related Changes (+/-)	Program Changes (+/-)	Budget Request	
Federal Duck Stamp Program (\$000)		562	567	+21	-	588	+21
	FTE	3	3			3	-

The FY 2008 budget request is \$588,000 and 3 FTE, a net program change of \$0 and 0 FTE from the 2007 CR.

#### Program Overview

The Federal Duck Stamp program, an internationally recognized and emulated program, supports the conservation of important migratory bird habitat through the design and sale of the Migratory Bird Hunting and Conservation Stamp (the Duck Stamp). In June 2007 the Service will release the 74<sup>th</sup> Duck Stamp featuring Delaware artist Richard Clifton's painting of a pair of ringed-neck ducks. Clifton's winning design topped 296 other entries and retains the pictorial heritage of the first Duck Stamp created in 1934 by political cartoonist and conservationist J.N. Ding Darling.



Aligned with the Department of the Interior's "resource protection" mission area, sales of Federal Duck Stamps since 1934 have raised more than \$725 million for the Migratory Bird Conservation Commission (MBCC) enabling the conservation of over 5.2 million acres of prime waterfowl habitat in the National Wildlife Refuge System. In fiscal year 2006, sales of Duck Stamps totaled nearly \$25 million, approximately 50 percent of the total annual revenue of the MBCC.

The Duck Stamp Program supports two of DOI's Resource Protection End Outcome Goals; (1) to Improve the Health of Watersheds, Landscapes, and Marine Resources that are DOI Managed or Influenced, and (2) to Sustain Biological Communities on DOI Managed and Influenced Lands and Waters. The Duck Stamp program also contributes to the Migratory Bird Program's long-term performance measures such as the Percent of all migratory bird species that are at healthy and sustainable levels, and the Percent of adult Americans who participate in bird-related recreation

#### 2008 Program Performance

In 2008 the Duck Stamp Program will continue to focus on its two long-term goals; increasing the amount of revenue available for migratory bird habitat conservation through the sale of Federal Duck Stamps, and promoting conservation education by increasing the number of students participating in the Junior Duck Stamp Program.

In 2006 the Fish and Wildlife Service continued its efforts to highlight the importance of the Duck Stamp to the conservation community. In June the First Day of Sale Ceremony was held in conjunction with "Washington 2006" -- the World Philatelic Exhibition, a week-long event attended by more than a quarter of a million stamp enthusiasts. This event marked one of Duck Stamp Program's most popular and successful events with over \$300,000 in sales, a one day record. The Service continued its efforts to reach a greater audience and reinvigorate the contest by moving the event outside of Washington, D.C., and in October, the Contest returned to Memphis, TN, with some 300 artists entering, the largest number to do so in many years.

In 2006, President Bush signed into law S.R. 1496, the Electronic Duck Stamp Act of 2005. This act directs the Secretary of the Interior to conduct a pilot program under which 15 states may issue electronic Federal Migratory Bird Hunting and Conservation Stamps. The Duck Stamp Office is working in close partnership with the States to develop criteria and to implement the pilot program by September 2007.

The Junior Duck Stamp Program, reauthorized by President Bush on January 12, 2006, is also critical to the future of conservation. As increased urbanization and development makes it difficult for millions of American children to interact with nature, environmental education such as that supported through the Junior Duck Stamp Program, will play a key role in ensuring that our nation's youth become the future stewards of this country's wild places and precious natural heritage.

The Junior Duck Stamp Program incorporates scientific and wildlife management principles into a visual arts curriculum designed to educate students about the importance of wetlands conservation. Each year the program culminates in the Junior Duck Stamp Art Contest, where students compete to have their art selected to grace the next year's stamp. Nearly 34,000 entries were received for the 2006 contest, with additional awards given at the state and national level. Thousands more students took part in the wetlands conservation curriculum but chose not to enter the contest.

In 2006 a single drake redhead duck painted by Rebekah Nastav of Missouri was selected to become the 2006-2007 Federal Junior Duck Stamp. Nastav, who was 15 when she won the contest, enjoys the outdoors and painting wildlife. The youngest student ever to win the national Junior Duck Stamp competition, she now plans to enter the Federal Duck Stamp Contest as soon as she becomes eligible.

In 2005-2006, sales of the \$5 stamp generated more than \$100,000 for the Junior Duck Stamp Program, all of which was returned to the program to fund awards for students and support its growth.

### North American Waterfowl Management Plan/Joint Ventures

		2006 Actual	2007 CR	2008		Change from 2007 (+/-)	
				Fixed Costs & Related Changes (+/-)	Program Changes (+/-)		2008 Budget Request
North American Waterfowl Management Plan/JVs	(\$000)	10,800	11,835	+186	-955	11,066	-769
	FTE	37	39			39	-

### Summary of 2008 Program Changes for NAWMP/Joint Ventures

Request Component	Amount	FTE
• New Joint Ventures	-523	-
• Existing Joint Ventures	-432	-
<b>TOTAL Program Changes</b>	<b>-955</b>	<b>-</b>

### Justification of 2008 Program Changes

The FY 2008 budget request for North American Waterfowl Management Plan/Joint Ventures is \$11,066,000 and 39 FTE, a net program decrease of \$955,000 and 0 FTE from the 2007 CR.

#### Reduce project funding for new joint venture partnerships (-\$523,000)

In FY 2008 the Service is requesting a reduction of -\$523,000 from the 2007 budget request for new joint ventures in order to fund higher priority conservation activities elsewhere in the budget request. These funds would have been used to support planning and project development processes to encourage partner agencies and organizations to focus their conservation resources on the priority landscapes and habitat conditions most vital for sustaining healthy migratory bird populations. The FY 2006 Interior Appropriation provided initial funding for the Central Hardwoods and Northern Great Plains joint ventures, 2 of the 6 new joint ventures proposed in the 2006 budget request. The FY 2008 proposed funding level will maintain this initial level of funding. The proposed FY 2008 funding level will decrease funding from the 2007 request for four other new joint venture partnerships (up to \$100,000 each). These are the Rio Grande, Appalachian, East Gulf Coastal Plain, and Central Texas/Oklahoma.

#### Reduce project funding for existing joint ventures (-\$432,000)

In 2008 the Service is requesting a reduction of -\$432,000 from the 2007 budget request for existing joint ventures in order to fund higher priority conservation activities elsewhere in the budget request. The primary purpose of joint venture administrative funding is to provide base operations support for coordination with partners and development of strategic conservation plans. In FY 2007, these funds would have been allocated to existing joint ventures according to an assessment of their effectiveness in meeting the joint venture responsibilities as established by existing Service policy. Some of the base activities include:

- Delivery of national or international bird conservation plans. Joint ventures should work to develop the capacity to become the delivery agents for all migratory bird habitat conservation priorities in their geographic areas.

- A joint venture management board, comprised of a broad spectrum of representatives from public and private organizations, tribes, institutions, and interests vested in conservation of fish and wildlife habitat within the geographic area of the joint venture, should direct joint venture activities.
- Development of a strategic or implementation plan, which articulates joint venture goals and strategies and guides the biological planning, conservation implementation, communication, and evaluation activities of the joint venture.
- Joint ventures should be able to implement conservation actions identified in their implementation plan, including the design, funding, and tracking of conservation projects.
- Joint ventures should develop an evaluation strategy to guide monitoring and assessment activities. By evaluating activities, joint ventures can analyze the effectiveness of conservation actions, test the biological assumptions that underlay their strategies, and guide future conservation planning.

**Program Performance Change**

Percent of the cultural landscapes on the current Cultural Landscapes Inventory in good condition	2004 Actual	2005 Actual	2006 Actual	2007 CR <sup>1</sup>	2008 Base Budget (2007 + Fixed Costs) A	2008 Plan B=A+C	Program Change Accruing in 2008 C	Program Change Accruing in Outyears D
8.4.1 % habitat needs met to achieve healthy and sustainable levels of migratory birds (PART) <i>Numerator/Denominator (000's)</i>		40% 25,700/ 63,500	45.9% 31,038/ 67,673	58% 217,596/ 375,386	58% 217,596/ 375,386	57.3% 215,000/ 375,386	-0.7% -2,596	0
8.4.2 No. of acres of landscapes and watersheds managed through partnerships and networked lands that achieve habitat protection (000's).	9,044	10,835	10,566	14,647	15,000	15,000	353	0

1. The performance and cost data in the 2007 CR column is presented at the 2007 plan level, which is based upon a projection of 2007 likely enacted made during the first quarter of 2007. The 2008 plan builds on the 2007 plan. To the extent congress enacts a 2007 appropriation that is different from the 2007 projection, the 2008 plan may require revision.

Column B: The level of performance and costs expected in 2008 at the 2007 level plus funded fixed costs. Reflects the impact of prior year funding changes, management efficiencies, absorption of prior year fixed costs, and trend impacts, but does not reflect the proposed program change.

Column D: Outyear performance beyond 2008 addresses lagging performance — those changes occurring as a result of the program change (not total budget) requested in 2008. It does not include the impact of receiving the program change again in a subsequent outyear.

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## Program Overview

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The North American Waterfowl Management Plan (NAWMP), an international action plan to conserve migratory birds throughout the continent and is considered one of the most successful conservation initiatives in the world. The Plan's waterfowl objectives are derived from average breeding population levels of the 1970s or subsequent species-specific management plans. Duck populations during this decade were generally thought to meet the demands of both consumptive and non-consumptive users. On October 6, 2004, the Secretary of Interior capped a multi-year effort to revise and renew the Plan when she signed the updated document on behalf of the United States. The new document includes detailed recommendations for improving the biological foundation of waterfowl conservation through the application of model-based planning and evaluation, continental and eco-regional prioritization of waterfowl conservation needs, and recommendations on future waterfowl monitoring activities. The new plan also proposes a comprehensive assessment of the progress toward NAWMP goals made by Joint Ventures and other partners since inception of the original plan in 1986.

Joint Ventures partnerships (JVs) were formed to implement the North American Waterfowl Management Plan (NAWMP). They are self-directed partnerships involving federal, State, and local governments, corporations, and a wide range of non-governmental conservation organizations that have proven to be successful tools for developing cooperative conservation efforts to protect waterfowl and other bird habitat. The Service provides base operations support for 17 JVs to address multiple local, regional, and continental goals for sustaining migratory bird populations by developing scientifically-based habitat projects that benefit waterfowl and other declining wildlife populations. Since 1986, JV partners have expended more than \$2.2 billion on habitat conservation projects, leveraging funds from multiple private, State and federal sources to protect, restore, or enhance on more than nine million acres of U.S. wetlands, grasslands, forests, and riparian habitat, more than one-half of the 17 million acres of U.S. habitat objectives under the NAWMP.

Joint Ventures have increasingly invested in biological planning as a means of identifying priority actions for specific conservation landscapes that effectively and efficiently accomplish their desired outcome; healthy and sustainable levels of migratory birds. This planning uses the best available scientific information to predict how bird populations respond to habitat conservation and other management activities. The products of biological planning, often maps or models, are used by joint venture partners to direct their individual habitat management expenditures where they have greatest effect and lowest relative cost. This work supports the Department's end outcome goal 2.1, Resource Protection: Sustain Biological Communities through the Intermediate Outcome of creating habitat conditions for biological communities to flourish. Joint ventures are a key component for achieving these outcomes because they are the entities that conduct the biological planning that defines the habitat conditions necessary for bird communities to flourish. They then build the partnership-based project implementation to secure those habitat conditions.

In 2004, the Migratory Bird Program developed new long-term and annual performance measures. Baselines and goals for these new measures were developed in 2005 and were integrated with existing DOI strategic goals to provide a more complete measures of efficiency and effectiveness. Use of these new measures over time will help managers improve program performance, link performance to budget decisions, and provide a basis for making recommendations to improve results.

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## 2008 Program Performance

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Three performance measures are in place to assess joint venture results. The measures are: number of birds of management concern with habitat needs identified at ecoregional scales, percent of habitat needs met to achieve healthy and sustainable levels of migratory birds, and, number of acres of landscapes and watersheds managed through partnerships and networked lands that achieve habitat

protection. These measures record performance results at the endpoint of planning, development, implementation cycle that is often several years in length. Hence, funding in a particular fiscal year will not fully yield results attributable to that funding for at least 2-3 years. This is especially true for new joint ventures, which are just beginning the cycle described above.

To enable the Service to address its highest priorities during constrained fiscal times, the Service proposes to reduce the amount of joint venture funding used to implement conservation planning and habitat conservation projects. This reduction will have an effect on FY 2008 planned program performance in regard to both habitat conservation measures (% habitat needs met to achieve healthy and sustainable levels of migratory birds, and, number of acres of landscapes and watersheds managed through partnerships and networked lands that achieve habitat protection). Since the vast majority of joint venture habitat conservation projects are funded by a combination of partner contributions and other Federal grant programs, these measures will not appreciably change from the anticipated FY 2007 levels, reflecting a decrease of 0.7%. The third joint venture performance measure, number of Birds of Management Concern with habitat needs identified at ecoregional scales, reflects the efforts of joint ventures to develop quantified habitat objectives for specific priority specie. With the proposed reduction, planning for additional species will not occur and thus the performance measure will remain the same as anticipated for FY 2007.

**Program Performance Overview**

Measure	2004 Actual	2005 Actual	2006 Actual	2007 Plan	2007 Change from 2006	2008 Plan	2008 Change from 2007
No. of Birds of Management Concern with habitat needs identified at ecoregional scales (BUR)	Establish baseline	136	201	200	-1	200	0
8.4.1 % habitat needs met to achieve healthy and sustainable levels of migratory birds (PART) <i>Numerator/ Denominator in (000;s)</i>		40% 25,700/ 63,500	45.9% 31,038/ 67,673	58.0% 217,596/ 375,386	+12.1%	57.3% 215,000/ 375,386	-0.7% -2,596
8.4.2 No. of acres of landscapes and watersheds managed through partnerships and networked lands that achieve habitat protection in (000's).	9,044	10,835	10,566	14,647	+4,081	15,000	+353

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