



U.S. Fish and Wildlife Service
Fisheries and Habitat Conservation
Division of Federal Program Activities

March 2004

Report to Congress
Sikes Act
and
Integrated Natural Resource Management Plans
Activities and Expenditures
for
FY 2003



Executive Summary

The Sikes Act, as amended through November 2003, requires that the U.S. Fish and Wildlife Service (USFWS), in consultation with State fish and wildlife agencies, submit a report to Congress each year detailing expenditures for the development and implementation of Integrated Natural Resources Management Plans (INRMPs) by the Department of the Interior and the States.

The Sikes Act requires the Department of Defense (DoD) to prepare INRMPs for relevant installations in cooperation with the USFWS and the States. The Sikes Act states that INRMPs shall reflect the mutual agreement on the management of natural resources, by installation commanders, the USFWS, and the States. INRMPs must be reviewed by the parties regularly, and no less than every 5 years. Since the enactment of the Sikes Act Implementation Act of 1997, when the requirement for developing INRMPs was created, the USFWS has worked extensively with military installations to develop plans that will effectively conserve fish and wildlife resources and promote compatible outdoor recreation, while enhancing military preparedness through improved stewardship of the land.

The National Defense Authorization Act for FY 2004 (Public Law 108-136) reauthorized the Sikes Act for fiscal years 2004 through 2008. It also modified section 4(a) (3) of the Endangered Species Act (16 U.S.C. 1533(a) (3)) to preclude the designation of critical habitat on DoD lands that are subject to an INRMP, prepared under the Sikes Act, if the Secretary of the Interior determines in writing that such a plan provides a benefit to the species for which critical habitat is proposed for designation. Consistent with current practice, the Secretary would establish criteria that would be used to determine if an INRMP benefits the listed species for which critical habitat would be proposed. This approach would allow for a balance between military training requirements and protection of endangered or threatened species, as pertains to pending or future critical habitat designations.



USFWS and the States were involved in the development, review, and/or implementation of INRMPs for 207 military installations in fiscal year 2003. Nationally, the USFWS expended a total of \$7,860,276. Of the total expenditures by the USFWS, \$4,010,962 was of its own appropriated funds and \$3,849,314 of DoD-provided funds. None of the funds used by the USFWS for Sikes Act activities were appropriated specifically for Sikes Act projects, rather these activities were performed by using existing base program funds. Thirty-eight States, including Guam and the Northern Mariana Islands, reported Sikes Act-related expenditures totaling \$1,745,602. Of the total expenditures by the States, \$1,456,118 was of their own funds and \$289,484 of DoD-provided funds.

Complementary Missions

The DoD manages approximately 25 million acres of land on its major military installations in the United States. Limits on access due to security and safety concerns have sheltered many of these lands from development and other adverse impacts providing a unique opportunity to conserve natural resources. This isolation from outside impacts has preserved many rare plant

and animal species and native habitats such as old-growth forests, tall-grass prairies, and vernal pool wetlands. In addition, more than 300 threatened and endangered species inhabit DoD-managed lands.

The DoD has embraced its stewardship responsibilities for the natural resources on the lands it manages. However, the biggest land management challenge for the DoD is to balance the need to use its air, land, and water resources for military training and testing with the desire to conserve these resources for future generations.

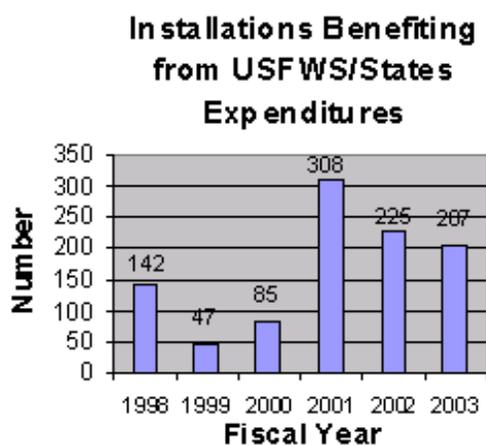
The USFWS helps the DoD meet this challenge by offering expertise in managing fish and wildlife and their habitats. This dynamic partnership has allowed the development of collaborative natural resource management programs on installations while the military has continued to operate successfully without compromise to the military mission.



The National Defense Authorization Act for FY 2004 has highlighted the importance of developing and implementing high quality INRMPs. It further emphasizes the Nation’s commitment to the Sikes Act and the development and implementation of INRMPs that will conserve our natural resources while continuing to maintain military preparedness.

The USFWS implements its responsibilities under the Sikes Act by: (1) evaluating the resources present and the potential impacts of installation activities on fish and wildlife; (2) ensuring that habitat important to fish and wildlife is taken into consideration in the development of INRMPs; and (3) identifying opportunities to enhance fish and wildlife resources, for public benefits while accomplishing other DoD mission objectives.

The USFWS exerted tremendous effort to help the DoD meet the November 2001 statutory deadline for the completion of INRMPs that are required for approximately 380 installations across the Nation. The cooperation and coordination between the USFWS, DoD and the States



on INRMP revisions is a continual process. Every 5 years INRMPs go through a formal review process that involves obtaining public comment and coordination with the USFWS and States. Some revised INRMPs are undergoing formal review. However, the majority of them have not yet started the review process. In anticipation of the increased workload for the USFWS and the States to review INRMPs, the DoD, the USFWS and the States are attempting to develop schedules to stagger INRMP reviews to more evenly distribute the INRMP review and revision workload. In addition to the 5-year formal review, INRMPs are reviewed annually and USFWS feedback is requested concerning the implementation and effectiveness of the plans. (See Figure 1 for workload related to INRMPs from 1998-2003).

Figure 1. Number of military installations for which the USFWS and States reported expenditures from FY 2001 to FY 2003.

The FY 2004 legislative changes to the Endangered Species Act place additional responsibilities on the USFWS and will require additional personnel. These responsibilities include reviewing current INRMPs and developing adequate new INRMPs to ensure they meet the criteria established to preclude the designation of critical habitat on DoD lands. The USFWS will also be required to establish procedures to ensure that stakeholders and Congress are assured that INRMPs will provide a benefit to the species. The USFWS, the DoD and the States are strategically addressing these new requirements to allow for a balance between military training requirements and protection of endangered or threatened species.

Collaborative Partnerships

The USFWS began its partnership with the DoD following the enactment of the original Sikes Act in 1960. Since that time, the USFWS and the DoD have worked together on many cooperative projects on military lands.

After the passage of the Sikes Act in 1997, a Memorandum of Understanding (MOU) was signed in 1999, formalizing the cooperative partnership between the USFWS and the DoD. The USFWS intends to work with the DoD in 2004 to revise the MOU to define roles and identify cooperative responsibilities in the implementation of the Sikes Act. This partnership will be further expanded by including the International Association of Fish and Wildlife Agencies (IAFWA), representing the States, as a third signatory to the revised MOU.



A primary goal of the USFWS, the DoD, and the States is to develop partnerships early in an installation's INRMP development process, which will continue throughout development, implementation, monitoring and revision of the INRMP.

The USFWS is actively engaged in the coordination of Sikes Act issues with an interagency Sikes Act Core Group. The Core Group includes representatives from the DoD and each of the military services, the IAFWA, the USFWS' National Sikes Act Coordinator, and staff from other USFWS programs. The interagency Core Group, which meets in Washington, D.C., is continuing work on a number of efforts to improve coordination among the agencies. In fiscal year 2003, the USFWS began finalizing national Sikes Act guidance to complement the November 2002 DoD guidance. The guidance will provide consistency in interpretation, and direction for implementation, of Sikes Act requirements. The revised USFWS guidance will emphasize the importance of internal and external coordination, conducted in an expeditious manner, to effectively contribute to the conservation, protection, and management of fish and wildlife resources on military lands.

Expenditures

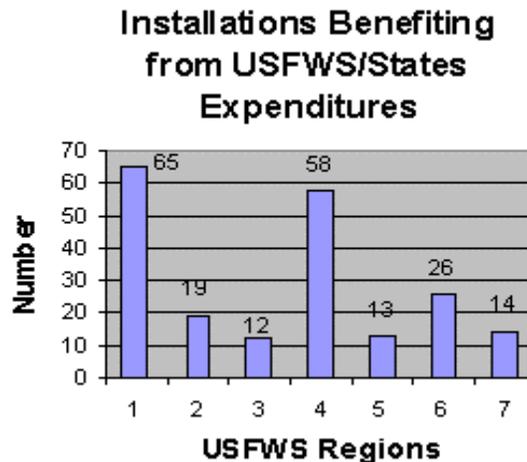
Since FY 1998, the USFWS has reported to Congress various costs of implementing the requirements of the Sikes Act. This includes USFWS costs plus those of the States. For fiscal year 2003, 35 States, as well as Guam and the Northern Mariana Islands, reported that they expended staff time and funds on Sikes Act-related activities. For the purpose of this report, the term States includes United States territories and the District of Columbia. In order to carry out the conservation mission at the various installations, the USFWS and the States expended their own funds in addition to funds provided to them by DoD.



Figure 2. U.S. Fish and Wildlife Service Regions.
* = Regional Office

In FY 2003, the USFWS and the States expended funds and staff time to assist in development, review, and/or implementation of INRMPs for 206 military installations in the United States. The highest workloads were reported in USFWS Region 1 (65 installations) and Region 4 (58 installations). This corresponds to the fact the highest number of military installations are on the West coast and the Southeastern United States. (See Figure 3.)

Figure 3. Number of Military Installations for which the USFWS and States Reported Expenditures in FY 2003.

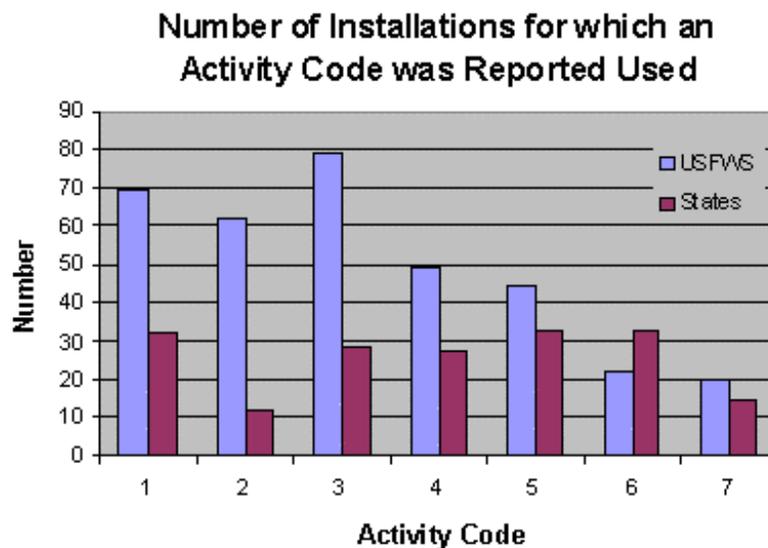


The USFWS and the States collaborated with military installations to develop and implement INRMPs that achieve environmental compliance, fully realize opportunities for the enhancement

and restoration of fish and wildlife resources and are sensitive to the mission requirements of the installation. (See Figure 4.) The USFWS and the States expenditures in FY 2003 were for the following activities:

1. Reviewing and processing INRMPs
2. Endangered Species Act consultations
3. Installation site reviews and interagency meetings
4. Technical assistance in planning and developing INRMPs
5. Field technical assistance, such as wildlife surveys and habitat assessments
6. INRMP implementation activities, such as fish stocking, exotic species control, and hunting and fishing programs
7. Other activities

Figure 4. The number of military installations for which a Sikes Act activity code was reported used by the USFWS or States in FY 2003. The chart activity code numbers correspond with the descriptions above.



Nationally, the USFWS expended a total of \$7,860,276 pursuant to the Sikes Act in fiscal year 2003. Fifty-one percent or \$4,010,962, of this total, was taken from the USFWS' appropriated program funds and 49 percent or \$3,849,314 was cooperatively funded from the DoD. Of the \$3,849,314 in DoD funding to the USFWS, \$1,156,661, or 30 percent was provided solely for Fort Carson/Pinyon Canyon in Colorado. The partnership built between the USFWS and Fort Carson/Pinyon Canyon began in 1982 and is the largest and one of the longest standing cooperatively funded agreements for the USFWS to conduct fish and wildlife management duties on a military installation in the United States.

A total of \$1,745,602 was expended by the States in FY 2003 pursuant to the Sikes Act. Eighty-three percent or \$1,456,118 of this total was from State conservation funds and \$289,484 or 17 percent was provided by the DoD to the States. (See Figure 5.) Tables 1 to 8, in the Appendix provide the total Sikes Act expenditures by the USFWS and States for FY 2003.

Figure 5. Sikes Act expenditures by the USFWS and States for FY 2003.

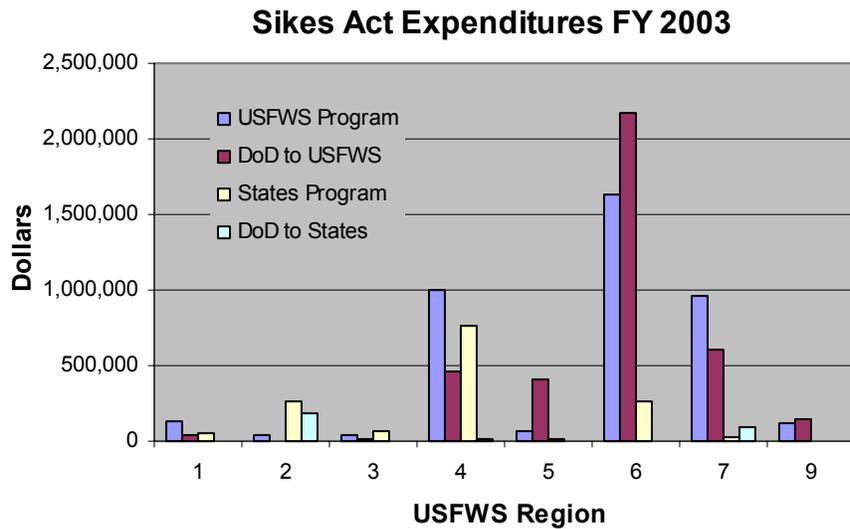
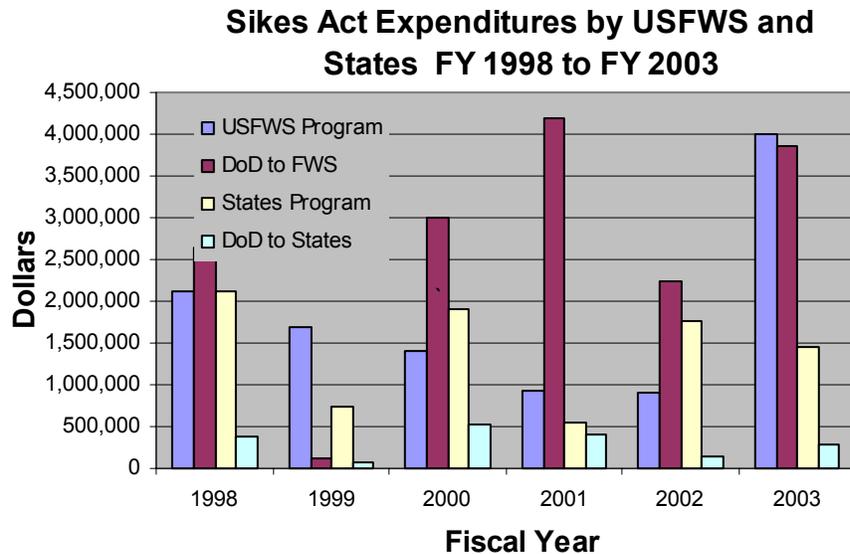


Figure 6 details expenditures by USFWS and the States from FY 1998 to FY 2003. Our Sikes Act-related activities have been accomplished primarily with appropriated funds from various sub-activities and carried out by staff tasked with other competing priority assignments and workloads. Due to competing high priority needs and budget constraints, the USFWS has not requested appropriations under Sikes Act authority. The USFWS will continue to fulfill our Sikes Act duties in this manner. However, we are working with the DoD to seek ways to improve our capabilities to be more effective and expeditious in our Sikes Act-related work.

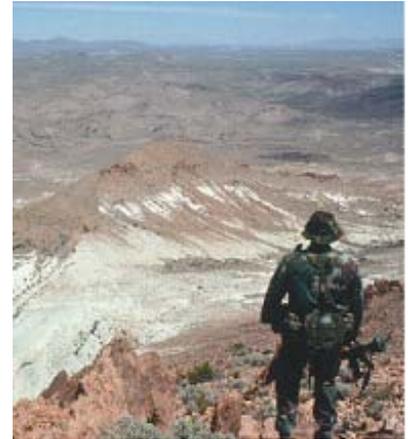
Figure 6. Sikes Act expenditures by the USFWS and States from FY 1998 to FY 2003.



Continued Commitment

The USFWS is committed to improving and expanding existing partnerships with the DoD, Army, Navy, Air Force, Marine Corps and the States. Since the establishment of the Sikes Act in 1960, the USFWS and the DoD have had a long history of working together. We look forward to a continued relationship of working together to develop and implement effective Integrated Natural Resource Management Plans, and meeting the new challenges that arise as we attempt to conserve natural resources and promote public access and recreation, while enhancing military preparedness through improved stewardship of the land.

This report was prepared by Ms. Laura Henze, National Sikes Act Coordinator for the U.S. Fish and Wildlife Service. For additional information, please contact Ms. Henze or Dr. Benjamin N. Tuggle, Chief, Division of Habitat and Resource Conservation, at 4401 North Fairfax Drive, Room 400, Arlington, Virginia, 22203; phone (703) 358-2161; or by email Benjamin_Tuggle@fws.gov, or Laura_Henze@fws.gov.



APPENDIX

USFWS Regional Expenditures by State

Table 1. Summary of funds expended by the USFWS and the States for Sikes Act activities in FY 03.

	USFWS	States	Total
Program Funds	\$4,010,962	\$1,456,118	\$5,467,080
DoD-Provided Funds	\$3,849,314	\$289,484	\$4,138,798
Total	\$7,860,276	\$1,745,602	\$9,605,879

Table 2. Total USFWS/States FY 2003 Sikes Act expenditures, and number of military installations for which expenditures were reported, for each State in USFWS Region 1.

Region 1		
States Where USFWS/States Reported Expenditures	Number of Installations Benefiting From Expenditures	Total USFWS/States Expenditures Reported Per State
California	43	\$95,049
Northern Mariana Is.	1	\$1,129
Guam	2	\$4,517
Hawaii	1	\$29,019
Idaho	3	\$27,112
Nevada	3	\$20,983
Oregon	1	\$15,923
Washington	11	\$23,115

Table 3. Total USWS/States FY 2003 Sikes Act expenditures, and number of military installations for which expenditures were reported, for each State in USFWS Region 2.

Region 2		
States Where USFWS/States Reported Expenditures	Number of Installations Benefiting From Expenditures	Total USFWS/States Expenditures Reported Per State
Arizona	5	\$467,058
New Mexico	1	\$3,952
Oklahoma	6	\$2,338
Texas	8	\$14,469

Table 4. Total USWS/States FY 2003 Sikes Act expenditures, and number of military installations for which expenditures were reported, for each State in USFWS Region 3.

Region 3		
States Where USFWS/States Reported Expenditures	Number of Installations Benefiting From Expenditures	Total USFWS/States Expenditures Reported Per State
Iowa	1	\$18,204
Illinois	2	\$11,739
Indiana	3	\$39,652
Michigan	3	\$16,545
Minnesota	1	\$7,558
Ohio	1	\$7,246
Wisconsin	1	\$6,504

Table 5. Total USWS/States FY 2003 Sikes Act expenditures, and number of military installations for which expenditures were reported, for each State in USFWS Region 4.

Region 4		
States Where USFWS/States Reported Expenditures	Number of Installations Benefiting From Expenditures	Total USFWS/States Expenditures Reported Per State
Alabama	3	\$20,433
Florida	16	\$1,172,369
Georgia	7	\$66,847
Kentucky	3	\$266,330
Louisiana	5	\$377,404
Mississippi	7	\$5,858
North Carolina	5	\$80,839
Puerto Rico	1	\$847
South Carolina	7	\$55,504
Tennessee	4	\$201,256

Table 6. Total USWS/States FY 2003 Sikes Act expenditures, and number of military installations for which expenditures were reported, for each State in USFWS Region 5.

Region 5		
States Where USFWS/States Reported Expenditures	Number of Installations Benefiting From Expenditures	Total USFWS/States Expenditures Reported Per State
Connecticut	1	\$3,705
Massachusetts	1	\$2,647
Maryland	2	\$6,705
New York	3	\$318,142
Pennsylvania	2	\$10,234
Virginia	3	\$129,600
West Virginia	1	\$5,646

Table 7. Total USWS/States FY 2003 Sikes Act expenditures, and number of military installations for which expenditures were reported, for each State in USFWS Region 6.

Region 6		
States Where USFWS/States Reported Expenditures	Number of Installations Benefiting From Expenditures	Total USFWS/States Expenditures Reported Per State
Colorado	6	\$3,175,702
Kansas	5	\$7,681
Montana	2	\$34,422
North Dakota	2	\$847
Nebraska	2	\$1,964
South Dakota	1	\$1,496
Utah	3	\$830,077
Wyoming	5	\$14,225

Table 8. Total USWS/States FY 2003 Sikes Act expenditures, and number of military installations for which expenditures were reported, for each State in USFWS Region 7.

Region 7		
States Where USFWS/States Reported Expenditures	Number of Installations Benefiting From Expenditures	Total USFWS/States Expenditures Reported Per State
Alaska	14	\$1,697,884