U.S. Fish & Wildlife Service

Fisheries and Habitat Conservation
Division of Habitat and Resource Conservation

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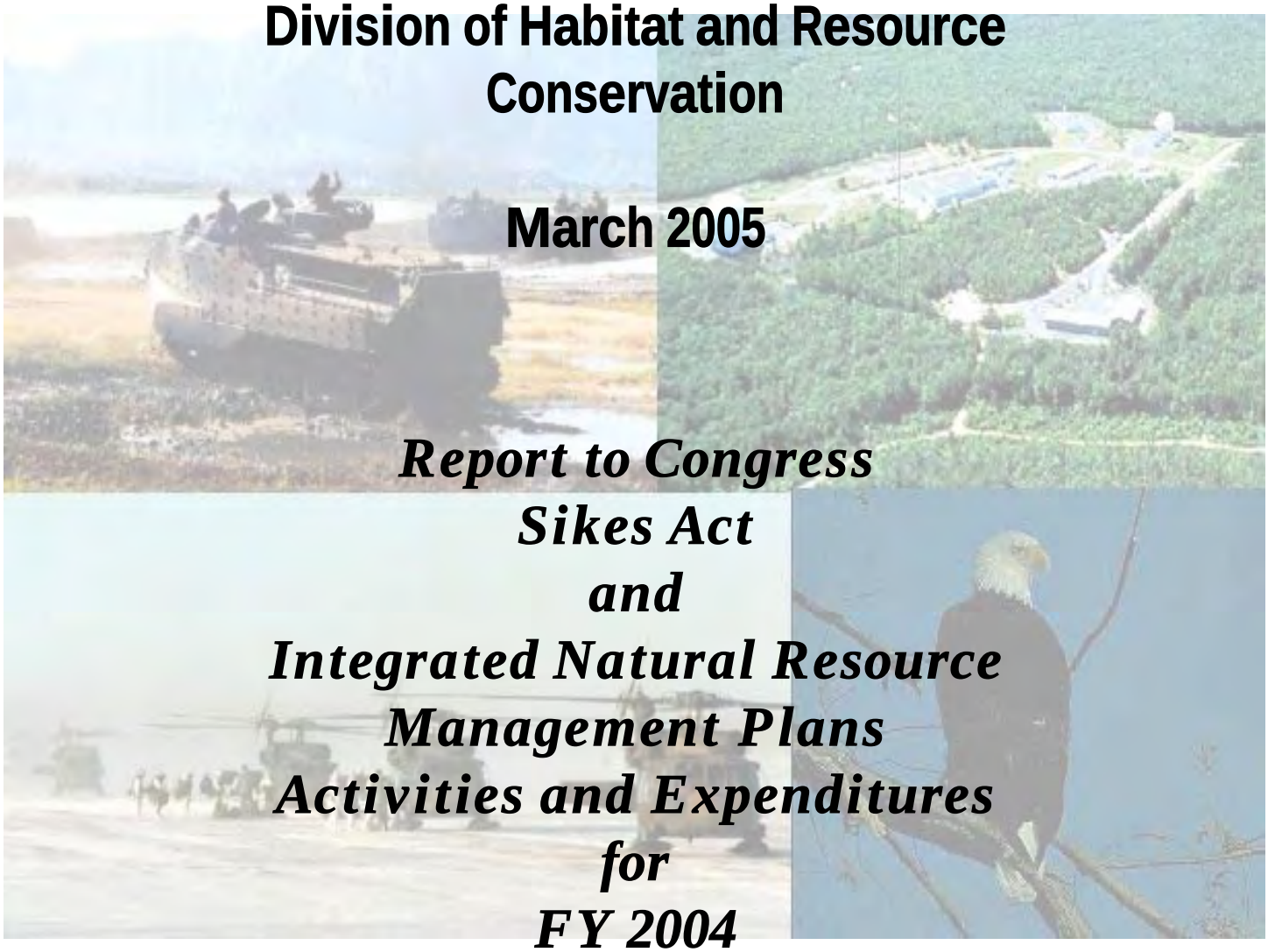


Report to Congress
Sikes Act
and
Integrated Natural Resource Management Plans
Activities and Expenditures
for
FY 2004

Executive Summary

The Sikes Act, as amended through November 2003, requires the U.S. Fish and Wildlife Service (USFWS), in consultation with State fish and wildlife agencies, to 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, of 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 to help military installations across the nation 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.

In Fiscal Year (FY) 2004, the USFWS and the States were involved in the development, review, and/or implementation of INRMPs for 178 military installations. Nationally, the USFWS expended a total of $5,768,886. (See table 1) This amount is less than the $7,860,276 expended in the previous fiscal year, FY 2003. The primary reason for the reduced expenditures is that in FY 2003 the USFWS worked on an additional 29 military installations. In FY 2004, $2,120,421 was of its own appropriated funds and $3,648,465 was 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. Twenty-seven States and 3 United States territories reported Sikes Act-related expenditures totaling $2,124,880. For the purpose of this report, the term States includes United States territories and the District of Columbia. Of the total expenditures by the States, $1,830,144 was of their own funds and $294,736 of DoD-provided funds.

Table 1. Summary of funds expended by the USFWS, including the Washington Office, and the States for Sikes Act activities in FY 04.

	USFWS	***States***	***Total***
Program Funds	$2,120,421	$1,830,144	$3,950,555
DoD-Provided Funds	$3,648,465	$294,736	$3,943,201
Total	$5,768,886	$2,124,880	$7,893,756

Introduction

The Sikes Act provides an important contribution to conserving, protecting, and enhancing the Nation's fish, wildlife, and plants and their habitats. The law seeks to incorporate the expertise of the U.S. Fish and Wildlife Service (USFWS) and State fish and wildlife agencies (States) into the management of natural resources on military installations. Department of Defense (DoD) installations contain millions of acres that provide important habitat to native species, endangered species, species important to recreational activities, and migratory species. Therefore, it is important for the USFWS and the States to participate in the process of developing, reviewing, revising, and implementing Integrated Natural Resource Management Plans (INRMPs) under the Sikes Act. This report details the expenditures of the USFWS, and the States, to carry out activities related to the Sikes Act, and provides information on the importance of developing and improving cooperative relationships between the Sikes Act parties.

Complementary Missions

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

U.S. Marine Corps

Marines crossing river

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 continues to be balancing 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 and the States help 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 USFWS implements its responsibilities under the Sikes Act by: (1) evaluating existing fish and wildlife resources and the potential impacts of installation activities on those resources; (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, including for public recreational benefits, while accomplishing other DoD mission objectives.

In FY 2004, the USFWS and the States were involved in the development, review, and/or implementation of INRMPs for 178 military installations. (See Figures 1 and 2)

Figure 1. Number of military installations that benefited from USFWS and the States expenditures listed by military service in FY 2004.

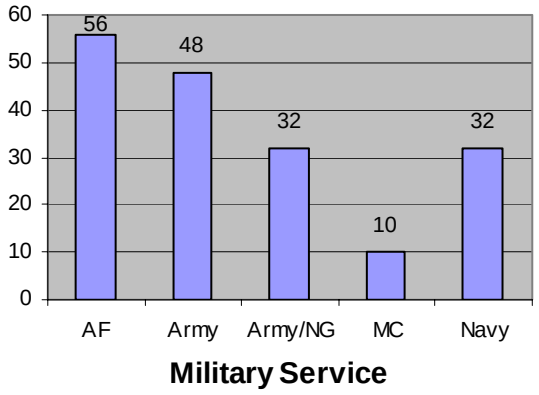
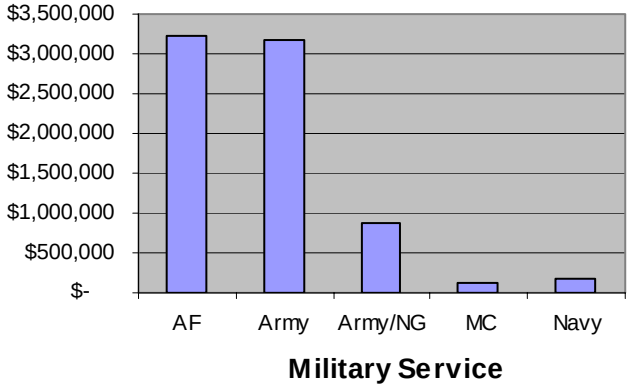


Figure 2. USFWS and the States expenditures listed by military service in FY 2004.



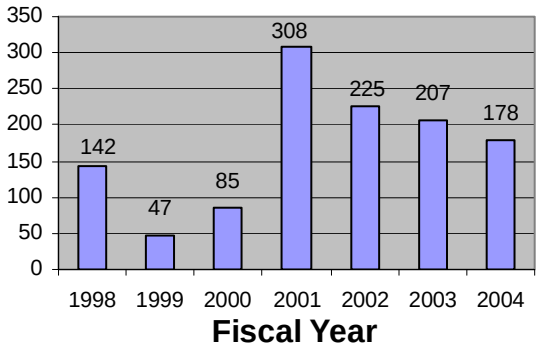
Mutual Challenges

With the passage of the Sikes Act Improvement Act of 1997, the military is required to develop and implement INRMPs for military installations with significant natural resources. INRMPs must reflect the mutual agreement of the military, USFWS, and the States concerning conservation, protection, and management of fish and wildlife resources. The first round of INRMPs were due for completion by November 2001. The USFWS exerted tremendous effort to help the DoD meet that statutory deadline for approximately 380 installations across the Nation.

The cooperation and coordination between the USFWS, DoD, and the States on INRMP revisions in compliance with the Sikes Act is a continual process. Every 5 years, INRMPs go through a formal review process that requires the military to obtain public comment and mutual agreement of the USFWS and States.

The next round of INRMP formal reviews and revisions (if necessary) are due by November 2006. Some revised INRMPs are currently undergoing formal review. However, the majority of them have not yet started the review process. The USFWS is working with the DoD and the States to attempt to develop strategies to meet the anticipated increased workload for USFWS and the States in participating in the 5-year review. In addition to the 5-year formal review, per DoD guidelines, installations review INRMPs annually and solicit USFWS feedback concerning the implementation and effectiveness of the plans. (See Figure 3 for workload related to INRMPs from 1998-2004)

Figure 3. Number of military installations for which the USFWS and States reported expenditures from FY 2001 to FY 2004.



The National Defense Authorization Act for FY 2004 (Public law 108-136), which reauthorized the Sikes Act, 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 National Defense Authorization Act for FY 2004 also amended the Endangered Species Act 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. This legislative change further emphasizes the importance of developing and implementing high quality INRMPs.

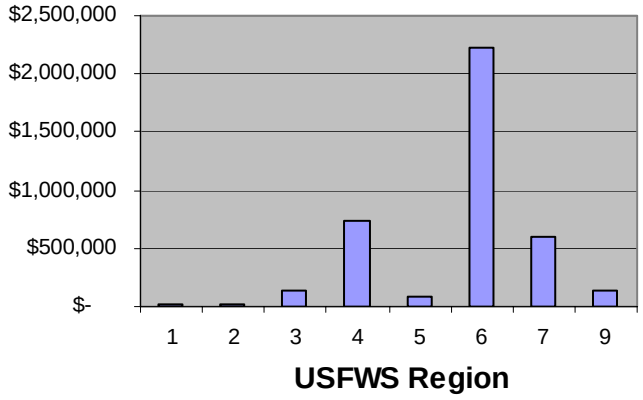
Although the FY 2004 legislative changes to the Endangered Species Act encourage the development of high quality INRMPS, it also places additional responsibilities on the USFWS and the States that may require additional personnel to ensure INRMPs meet the legislative requirements. These additional responsibilities include reviewing current INRMPs and developing adequate revised INRMPs to ensure INRMPs meet criteria established to preclude the designation of critical habitat on DoD lands.

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. A Memorandum of Understanding between the USFWS, and DoD was signed in 1978 and revised in 1999, further strengthening the relationship. The USFWS is actively engaged in the coordination of Sikes Act issues with an interagency Sikes Act Core Group, which meets in Washington, D.C. The Core Group includes representatives from the DoD and each of the military services, the International Association of Fish and Wildlife Agencies, and the USFWS' National Sikes Act Coordinator.

A primary goal of the USFWS, DoD, and States is early coordination in the INRMP development phase that leads to long-term resource partnership teams that function throughout the development, implementation, monitoring, and revision of INRMPs. One way to ensure Service INRMP participation specific to an installation's needs is through cooperative funding agreements. In FY 2004, the USFWS and the military entered into 33 cooperatively funded agreements to carry out Sikes Act related activities. (See Figure 4) Examples of these cooperative relationships are described below.

Figure 4. Cooperative Funding listed by region provided to the USFWS and the States by the military in FY 2004.



Fort Carson, Colorado has a long history of working collaboratively with stakeholders to achieve environmental goals and ensure long-term success in the management of natural resources. Through a cooperative funding agreement with the U.S. Army, USFWS biologists are stationed at Fort Carson, enabling the installation to more effectively and immediately address environmental conservation and compliance needs at the installation level. This cooperative agreement helps ensure that issues involving threatened and endangered species and other regulatory requirements are resolved as soon as they emerge. To facilitate effective natural resource management, Fort Carson and the USFWS employees stationed there have developed several collaborative initiatives involving multi-agency and multi-disciplinary professional teams. Because of the close working relationship with the USFWS, Fort Carson is on track to complete the tasks outlined in its INRMP and will enter the next cycle of INRMPs with new information and the enhanced ability to conserve and manage natural resources and train troops within the central shortgrass prairie (CSP) ecosystem.

Fort Carson

Biologists

Fort Carson's 340,000 acres are part of the important CSP ecosystem, which provides habitat for a variety of native species and several Federal and State listed species. To address complex natural resource management issues, Fort Carson, the USFWS, and other partners developed the CSP Ecoregional Assessment and Partnership Initiative. Fort Carson also partners with the U.S. Geological Society, universities, non-governmental organizations, and the public to provide research and on-the-ground management of many declining native species. This research helps to document the response of natural resources to military training activities and to develop new and innovative management techniques.

Fort Carson

Round-leaf four-o'clock on chalk barrens

Another significant initiative involves Fort Carson's work with the USFWS, willing land owners, state and other Federal agencies, and NGOs to develop conservation agreements on lands adjacent to Fort Carson and the Pinon Canyon Maneuver Site. This will, in perpetuity, protect the southern boundary of Fort Carson from urban development and preserve habitat for several ecologically important species. In recognition of the above accomplishments, in March 2005 the USFWS presented Fort Carson the USFWS' first annual Military Installation Conservation Partner Award.

Another military installation that coordinates its natural resource management projects with the USFWS is the Niagara Falls Air Reserve Station (NFARS), New York. The working relationship helps protect and enhance the natural resources present at NFARS while maintaining mission goals and safe operation of aircraft. One of the first projects between the USFWS and NFARS was to map wetlands on the installation in 1997. The project demonstrated the harmful effect of the spread of the invasive plant purple loosestrife. Subsequently, NFARS and the USFWS developed and initiated another project to biologically control purple loosestrife by introducing and monitoring galerucella beetles. The NFARS is also working with the USFWS to examine ways to enhance habitat for grassland bird species that use the airfield while reducing the threat of bird strikes by aircraft.

Fort Stewart, Georgia, implements a variety of effective management activities on its 280,000 acres, and also looks beyond its boundaries to foster relationships that address landscape- and watershed-level issues. One of the most successful partnerships in the region is the Ogeechee River Shortnose Sturgeon Working Group. Fort Stewart is the driving organizational and funding force behind the group, which is a watershed alliance formed to implement recovery actions for the endangered shortnose sturgeon. The installation fostered the creation of this group, which is composed of personnel from the USFWS, the National Marine Fisheries Service, military agencies, State resource agencies, non-governmental organizations, and community leaders, because it recognized that recovery of the Sturgeon required management activities reaching far beyond its borders. In support of this effort, the installation developed new and innovative outreach tools to inform and engage the public on fisheries and watershed management topics.

In addition to supporting the USFWS shortnose sturgeon recovery program, installation personnel and USFWS biologists have worked together to capture, band, and monitor red-cockaded woodpeckers. The installation has also provided the USFWS with equipment and technical assistance for examining gopher tortoise burrows, and has performed on-site surveys for rare amphibians. The relationship with Fort Stewart is an excellent example of how government agencies work together to conserve natural resources while providing for a strong national defense.

Noah Matson/Defenders of Wildlife

Red-cockaded woodpecker habitat

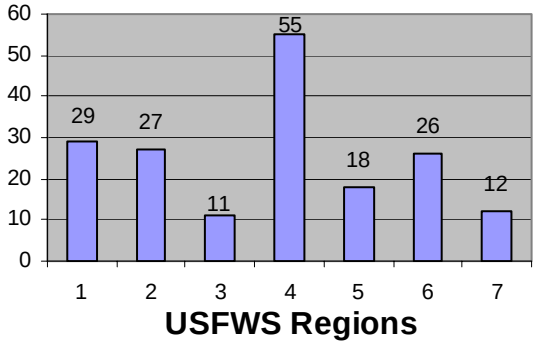
Expenditures

In order to carryout the conservation mission at the various installations, the USFWS and the States expend their own funds in addition to funds provided to them by DoD. Since FY 1998, the USFWS has reported to Congress expenditures by the USFWS and the States for the implementation of requirements of the Sikes Act. For FY 2004, 30 State fish and wildlife agencies reported that they expended staff time and funds on Sikes Act-related activities.

Figure 5. U.S. Fish and Wildlife Service Regions.
*** = Regional Office**

In FY 2004, the USFWS and the States expended funds and staff time to assist in development, review, and/or implementation of INRMPs for 178 military installations in the United States. The highest workloads were reported in USFWS Region 4 (55 installations) and Region 1 (29 installations). (See Figure 6.)

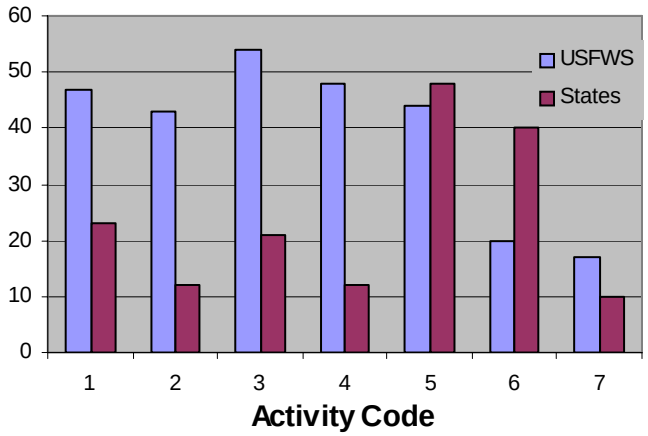
Figure 6. Number of Military Installations for which the USFWS and States Reported Expenditures in FY 2004 listed by USFWS Region.



The USFWS and the States collaborated with military installations to develop and implement INRMPs that achieve environmental compliance, fully realize opportunities for the restoration and enhancement of fish and wildlife resources, provide multiple use and recreational opportunities, and are responsive to the mission requirements of the installation. (See Figure 7) The USFWS and the States expenditures in FY 2004 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 7. The number of military installations for which a Sikes Act activity code was reported used by the USFWS or States in FY 2004. The chart activity code numbers correspond with the descriptions above.



Nationally, the USFWS expended a total of $5,768,886 pursuant to the Sikes Act in FY 2004. Thirty-seven percent or $2,120,421, of this total was taken from the USFWS' appropriated program funds and 63 percent or $3,648,465 was provided to the USFWS by the DoD through cooperative funding agreements. Of the $3,648,465 in DoD funding to the USFWS, $1,351,565, or 37 percent of the cooperative funding 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.

USFWS expenditures in FY 2004 were less than the $7,860,276 expended in the previous fiscal year, FY 2003. The primary reason for the reduced expenditures in FY 2004 is that in FY 2003 the USFWS worked with an additional 29 military installations. USFWS field offices reported working additional hours in all activities, but there were significantly more consultations conducted under Section 7 on the Endangered Species Act in FY 2003, than in FY 2004.

A total of $2,124,880 was expended by the States in FY 2004 pursuant to the Sikes Act. Eighty-six percent or $1,830,144 of this total was from State conservation funds and $294,736 or 14 percent was provided by the DoD to the States.

Figure 8 provides the total Sikes Act expenditures by the USFWS and States for FY 2004 listed by USFWS. Tables 2 through 7, in the Appendix, provide the same information listed by State.

Figure 8. Sikes Act expenditures by the USFWS and States for FY 2004 listed by USFWS Region

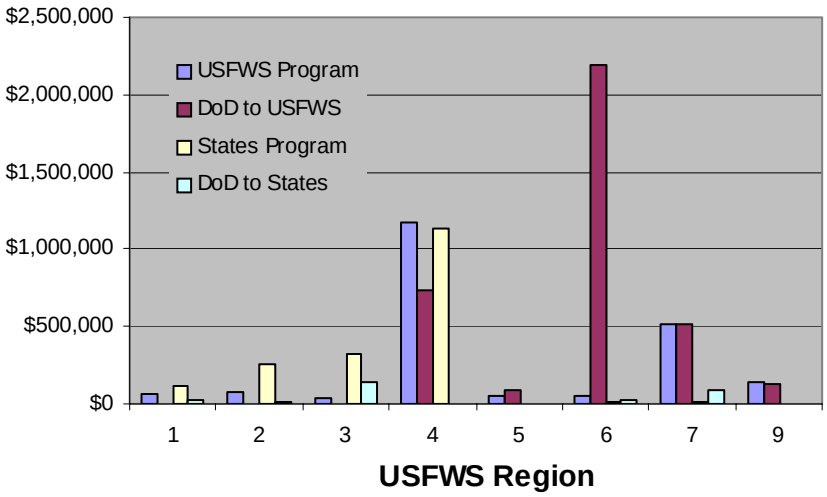
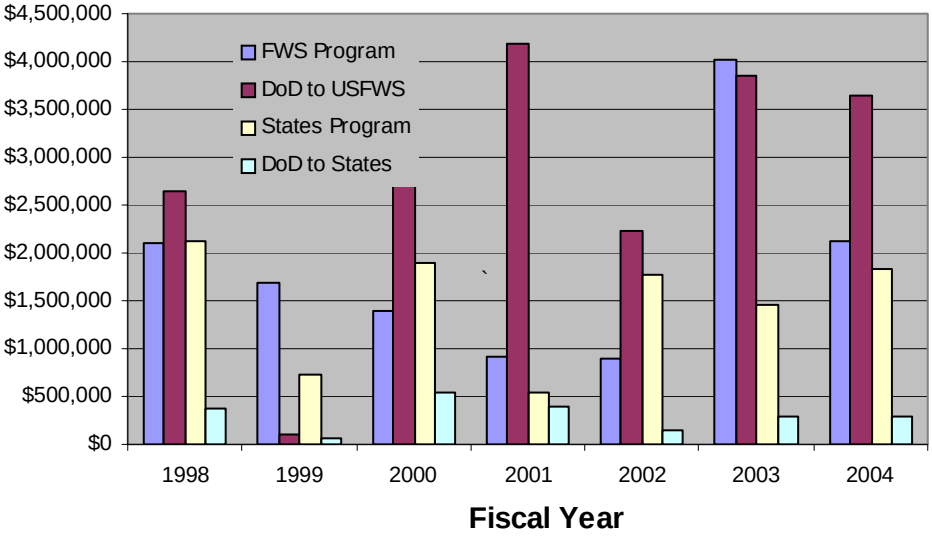


Figure 9 details expenditures by USFWS and the States from FY 1998 to FY 2004. Our Sikes Act-related activities have been accomplished primarily with appropriated funds from various sub-activities and carried out by staff tasked with other competing priority assignments and workloads. Due to competing 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 9. Sikes Act expenditures by the USFWS and States from FY 1998 to FY 2004



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 INRMPs, 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

FY 2004 Sikes Act
USFWS and State Expenditures
by
USFWS Region and State

Table 2. Total USFWS/States FY 2004 Sikes Act expenditures, including DoD provided funds, and number of military installations for which expenditures were reported, for each State in USFWS Region 1, (including the California/Nevada Office).

Region 1 (Including California/Nevada Office)

States Where USFWS/States Reported Expenditures	*Number of Installations Benefiting From Expenditures*	*Total USFWS/States Expenditures Reported Per State*
California	13	$29,260
Guam	1	$3,702
Idaho	3	$5,263
Nevada	3	$15,388
Northern Mariana Is.	1	$20,696
Washington	8	$123,103
Regional Office	N/A	$5,977
TOTAL	29	$203,389

Table 3. Total USFWS/States FY 2004 Sikes Act expenditures, including DoD provided funds, 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	8	$256,337
New Mexico	4	$7,449
Oklahoma	6	$12,088
Texas	9	$25,188
Regional Office	N/A	$25,067
TOTAL	27	$326,129

Table 4. Total USFWS/States FY 2004 Sikes Act expenditures, including DoD provided funds, 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	$4,371
Illinois	2	$6,517
Indiana	2	$6,019
Michigan	2	$21,180
Minnesota	1	$311,003
Missouri	1	$133,587
Ohio	1	$3,663
Wisconsin	1	$4,901
Regional Office	N/A	$13,381
TOTAL	11	$504,622

Table 5. Total USFWS/States FY 2004 Sikes Act expenditures, including DoD provided funds, 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	1	$357
Arkansas	4	$119,269
Florida	15	$1,185,757
Georgia	8	$152,210
Kentucky	3	$800,191
Louisiana	4	$378,547
Mississippi	6	$43,809
North Carolina	6	$82,503
Puerto Rico	2	$3,199
South Carolina	2	$6,895
Tennessee	4	$250,002
Regional Office	N/A	$11,755
TOTAL	55	$3,034,494

Table 6. Total USFWS/States FY 2004 Sikes Act expenditures, including DoD provided funds, 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*
New Hampshire	1	$2,498
New Jersey	4	$2,855
New York	4	$112,713
Pennsylvania	3	$9,278
Rhode Island	1	$357
Virginia	5	$9,176
Regional Office	N/A	$2,230
TOTAL	18	$139,107

Table 7. Total USFWS/States FY 2004 Sikes Act expenditures, including DoD provided funds, 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	7	$2,151,817
Kansas	4	$4,323
Montana	3	$1,030
Nebraska	2	$714
South Dakota	3	$6,399
Utah	6	$113,181
Wyoming	1	$6,516
Regional Office	N/A	$0
TOTAL	26	$2,283,980

Table 8. Total USFWS/States FY 2004 Sikes Act expenditures, including DoD provided funds, 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	12	$1,124,457
Regional Office	N/A	$1,160
TOTAL	12	$1,125,617