Activity: Ecological Services
Subactivity: Endangered Species

	2009 Actual	2010 Enacted	2011 DOI-wide Changes & Transfers (+/-)	2011 Program Changes (+/-)	2011 Budget Request	Change from 2010 (+/-)
Candidate Conservation						
($000)	10,670	12,580	-109	-1,000	11,471	-1,109
FTE	73	74	0	0	74	0
Listing						
($000)	19,266	22,103	-158	-1,000	20,945	-1,158
FTE	108	112	0	-2	110	-2
Consultation/HCP						
($000)	53,462	59,307	-648	+4,640	63,299	+3,992
FTE	423	438	0	+30	468	+30
Recovery						
($000)	74,575	85,319	-833	+1,125	85,611	+292
FTE	436	436	0	+5	441	+5
Total, Endangered Species ($000)	**157,973**	**179,309**	**-1,748**	**+3,765**	**181,326**	**+2,017**
FTE	**1,040**	**1,060**	**0**	**+33**	**1,093**	**+33**

Program Overview

The Fish and Wildlife Service's Endangered Species program implements the Endangered Species Act of 1973 (ESA), in coordination with numerous partners. The program provides expertise to accomplish key purposes of the Act, which are to provide a means for conserving the ecosystems upon which endangered and threatened (listed) species depend and to provide a program for the conservation of such species.

> *"For more than three decades, the Endangered Species Act has successfully protected our nation's most threatened wildlife, and we should be looking for ways to improve it -- not weaken it. Throughout our history, there's been a tension between those who've sought to conserve our natural resources for the benefit of future generations, and those who have sought to profit from these resources. But I'm here to tell you this is a false choice. With smart, sustainable policies, we can grow our economy today and preserve the environment for ourselves, our children, and our grandchildren."*
>
> *-- President Barack Obama,*
> *Remarks By The President*
> *To Commemorate The 160th Anniversary*
> *of The Department of the Interior*
> *Washington, D.C.*
> *March 3, 2009*

Implementation of the ESA, and the achievement of conservation for the more than 1,300 domestic listed species, almost 250 candidates for listing, and an additional 600 foreign listed species and 20 foreign candidates for listing, requires a strategic focus. Implementing a strategic approach that incorporates the best available scientific information to identify and address the species' conservation needs will ensure that all of the activities carried out under the ESA by the Service and its partners will be used efficiently and effectively.

The program's strategic framework is based on two over-arching goals to achieve the ESA's purposes: 1) recovery of endangered or threatened (federally-listed) species, and 2) conservation of species-at-risk so

that listing them may be unnecessary. The program achieves these goals through the minimization or abatement of threats that are the basis for listing a species. Threats are categorized under the Endangered Species Act as the following five factors:

- The present or threatened destruction, modification, or curtailment of a listed species' habitat or range;
- Overutilization for commercial, recreational, scientific, or educational purposes;
- Disease or predation;
- The inadequacy of existing regulatory mechanisms; and
- Other natural or manmade factors affecting a species' continued existence.

Factors resulting in listing can range from threats due to hunting or collection, to spread of a new disease, or to habitat alteration. The key factor identified for many species is related to habitat alteration. The scope and severity of habitat-based threats and the number of species involved is likely to increase substantially as a result of a complex series of events, most especially climate change. By minimizing or removing threats, which may include supporting the capacity of a species to respond adequately to threats, a species can be conserved and sustain itself in the future, and thus would not need the protection of the ESA.

The Service focuses on threat reduction and conservation through the four program elements of the Endangered Species program: Candidate Conservation, Recovery, Consultation/Habitat Conservation Planning and Listing. Furthermore, the program's activities are complemented by the projects funded through the Cooperative Endangered Species Conservation Fund. In order to meet the goals of the ESA and the FWS strategic plan, the Service is comprehensively reviewing its processes to strengthen tools, find efficiencies in processes, tackle the large conservation challenges, and create innovative opportunities to recover listed and at-risk species' ecosystems.

Climate change is an example of a complex conservation challenge involving many threats facing numerous listed, candidate and at-risk species. By working together, through the Service's climate change action plan and other forums to improve our scientific knowledge, the Service will gain a better understanding of the threats to the species and immediacy of impacts, and develop and share the best approaches for conservation in the face of complex, interacting threats and uncertainty. Working with its partners, the Service will develop and apply new models or other assessment tools for projecting the likely impacts of climate change and the likely responses of listed, candidate and at-risk species. That information will be essential for identifying and implementing the best management options for short- and longer-term measures to support species and habitat conservation in the face of a changing climate. While commonly used measures for conserving species and habitat will not minimize or abate climate change, making strategic choices and planning conservation at appropriate spatial scales can assist the Service in taking actions that will help species adapt to accelerating climate change. A key example is the need for increased emphasis on activities for maintaining, restoring, or establishing a network of interconnected, ecologically-functioning landscapes to help species make range shifts in response to changing conditions resulting from climate change. This need is consistent with a recently published scientific paper that reviewed more than 100 scholarly articles on biodiversity management in the face of climate change, which found the top-ranked recommendation is to increase connectivity, e.g., through designing corridors, removing barriers to dispersal, locating protected lands close to each other, and restoring habitat in strategic locations.

Conservation of listed, candidate or other at-risk species is a challenging task. For many species, more than one kind of threat is involved, such as habitat degradation (through land, water, and other resource development and extraction) and invasive species proliferation. Determining how best to reduce or eliminate those synergistic threats can be a complex task. Because listing a species as endangered or threatened under the ESA does not immediately halt or alter the threats that may have been impacting it for decades, species often continue to decline following listing. However, as knowledge of species and their

requirements increases through the development and implementation of recovery plans, the status of species will often stabilize and may begin to show improvement over time. Climate change adds new complexity to this situation.

The key role of the **Candidate Conservation** program is to provide technical assistance and work with numerous partners on proactive conservation for removing or reducing threats so that listing species may be unnecessary. This begins with a rigorous assessment using the best scientific information available to determine whether a species faces threats such that it is a candidate for listing under the ESA. For U.S. species, this entails close cooperation with States and other appropriate parties. For foreign species, it includes working with wildlife agencies and species experts in other countries. In addition to identifying new candidates for listing, the Candidate Conservation program annually reviews all existing candidate species to update information regarding threats and conservation efforts. This information is used to facilitate conservation that is targeted at specific known threats and thus may make listing unnecessary.

Andrea Raven/The Berry Botanic Garden

For U.S. species that are candidates for listing or are likely to become candidates, the program uses a proactive, strategic, and collaborative approach for conservation planning that is designed to reduce or remove identified threats. Designing, implementing, and monitoring conservation agreements and strategies, as well as updating them to incorporate new information on threats and conservation, and applying adaptive management, requires continuing coordination with a diversity of partners by Candidate Conservation biologists. Even if threats cannot be reduced or removed so that listing is unnecessary, this approach provides the foundation for a recovery plan and expedites the recovery process for listed species.

The **Recovery** program oversees development and implementation of strategic recovery plans that identify, prioritize, and guide actions designed to reverse the threats that were responsible for the species' listing. This allows the species to improve, recover and ultimately, be removed from the ESA's protection (i.e., delisted). Similar to the Candidate Conservation program, the Recovery program plays a crucial conservation role by working with various Service programs, other DOI bureaus, Federal agencies, States (e.g. through coordination involving State Wildlife Action Plans), Tribes, and other partners and stakeholders to develop and implement conservation actions.

The Service's Directorate has identified recovery implementation as a priority for all Service programs. The Endangered Species program provides leadership in the conservation of listed and candidate species, but the contribution of others is necessary to recovery. Other Service programs and partners are key players in species conservation. Some examples of recovery implementation are:

- conducting nest box surveys;
- restoring habitat;
- providing technical guidance to partners on biological aspects of recovery project;
- researching or monitoring threats to a species, especially in light of new information about climate change;
- participating in landscape planning;
- assisting with grant writing to fund land acquisition or research activities; and
- working with partners to maintain or restore habitat and ensure habitat connectivity.

One of the first steps in recovering listed species is planning a strategy for the implementation of individually-tailored recovery programs. Listed species that were the subject of proactive, partnership-based candidate conservation agreements or strategies will have a head-start on recovery planning and the associated actions to address threats. Most of the existing agreements or strategies, however, need to be updated to consider the effects of climate change. Also, many listed species do not have such documents to use a basis for recovery planning. In both situations, Recovery program staff relies on the involvement of a large group of partners and stakeholders to develop innovative recovery approaches to address threats, make use of existing flexible conservation tools, broaden support for current and future on-the-ground actions and monitoring, and implement necessary recovery actions. Without the Service's partners and stakeholders, the recovery of 1,300 currently listed domestic species to the point where they no longer need ESA protections could not occur. This large and diverse coalition can greatly improve a species' recovery potential, but requires the continued coordination and oversight of Service Recovery program staff to ensure effectiveness.

The ESA contains a suite of tools that provides the flexibility needed to guide land development and use to aid species' recovery. The **Consultation** program leads a collaborative process between the Service and other Federal agencies to identify opportunities to conserve listed species. Because the conservation of the Nation's biological heritage cannot be achieved by any single agency or organization, one of the foundations of all aspects of the Endangered Species program is to work in partnership with the States, other Federal agencies, Tribes, non-governmental organizations, industry, academia, private landowners and other Service programs or partners to achieve conservation. Other Federal agencies consult with the Service to balance adverse impacts of their development actions with conservation actions that will contribute towards species survival and many times recovery as well. Habitat Conservation Plans (HCPs) provide conservation benefits in the form of proactive landscape planning which combines private land development planning with species ecosystem conservation planning. Research conducted by recovery partners who utilize scientific permits issued under Section 10 is also vital to species' recovery. This research often provides current information about the threats and the associated impacts on a listed species.

Interagency (or often called Section 7) consultations and Habitat Conservation Planning (HCPs) constitute a significant workload for the Service. The Service is continuously looking for efficiencies to improve the Section 7 consultation and Section 10 HCP processes. In addition, considering the complex effects of climate change in these processes, the Service must have readily available tools to plan and implement conservation on a landscape or ecosystem scale while also ensuring that those listed species with very restricted ranges are managed appropriately. An internet-based "Information, Planning, and Consultation" tool was piloted (IPaC) in the Southwest, and will soon expand geographically and in functional capability. With IPaC, the Service and project proponents will use interactive, on-line tools to, among other things, spatially link data for quick analyses of resource threats and the effectiveness of various conservation actions. This function allows for rapid identification of potential projects that will not affect specific categories of natural resources and expedites completion of requirements involving ESA Section 7 consultations, Section 10 HCPs and other environmental review processes.

> The California Habitat Conservation Planning Coalition recently estimated that regional HCPs in California will conserve almost 1.5 million acres of land, while permitting projects with a cumulative value of $1.6 trillion; this illustrates the point that resource development and species conservation need not be an "either-or" choice.

The **Cooperative Endangered Species Conservation Fund** (CESCF) provides grant funding to States and territories for species and habitat conservation actions on non-federal lands. Habitat loss is one of the most significant threats for many listed and candidate species. Because most listed species depend on habitat found on State and private lands, the grant assistance available under the CESCF for land acquisition related to HCPs or recovery needs is crucial to listed species conservation and recovery. States and territories have been extremely effective in garnering participation of private landowners. Section 6 grants assist States and

territories in building these partnerships that achieve meaningful on-the-ground conservation to address or minimize threats.

In addition, the Traditional or Conservation Grants available under the CESCF provide funding to the States to assist with monitoring or basic research on listed and candidate species. Monitoring species populations and evaluating the results of conservation actions are essential to recovery success. Periodic review of all available information concerning a species' status ensures that: species are properly classified; recovery funds are appropriately prioritized; and, recovery plan recommendations remain up to date. Delisting and reclassification are the long term results of recovery success.

The **Listing** program is the mechanism through which foreign and domestic plant and animal species are afforded the protections available under the ESA when, on the basis of the best available scientific information concerning threats, a species is determined to be threatened or endangered. This determination includes information crucial for recovery planning and implementation, which helps to identify and address the conservation needs of the species, including the designation of critical habitat. Without the legal protections afforded under Section 9 of the ESA that become effective upon listing, many species would continue to decline and become extinct.

Endangered Species Program Mission: We will lead in recovering and conserving our Nation's imperiled species by fostering partnerships, employing scientific excellence, and developing a workforce of conservation leaders.

Approach from a Performance Management Perspective

Through strategic management, the Endangered Species program identified that the best approach to achieving our objectives is to emphasize – in harmony with the Service's conservation principles – reliance on partnerships, science excellence, and service to the American people.

While the program continues to lead recovery for all listed and candidate species, the Service will be tracking a subset of those species for performance accountability. To make the most effective use of the limited resources available to the Service and its partners, the program has identified particular species to track for performance. The list of Spotlight Species includes approximately 140 listed species. The list of Spotlight Species-at-risk includes approximately 40 candidate species and some non-candidate species-at-risk. By focusing on these species, the Service can show what actions we and our partners undertake to benefit species and the challenges and opportunities faced in implementing these tasks.

For each of the selected species, a 5-year action plan was developed during FY 2009 or early FY 2010. For listed Spotlight Species, this action plan is based on the most recent recovery plan, 5-year review, Section 7 consultation, and other documents, as well as discussion with States, partners and stakeholders. For Spotlight Species-at-risk, the candidate assessment process significantly informs the 5-year action plan and its recommended conservation actions, along with input from States and other partners. The objectives of each spotlight species action plan is to identify the most immediate actions that should be continued or undertaken between FY 2010 and FY 2015 to improve the conservation status of the spotlight species. It is likely that these actions also will help conserve many other species, listed or not, that have ranges which overlap with spotlight species.

Spotlight Species

To demonstrate results towards the Endangered Species Program's conservation goals, the Service has established two lists of Spotlight Species, one for listed species and another for candidate species and species-at-risk. The Spotlight Species represent approximately 10% of all listed and candidate species. The goal of these lists is to show what actions the Service undertakes to benefit species and the challenges it faces in implementing these tasks.

The following criteria were considered in the selection of the Spotlight Species lists:

- Partnership potential to help conserve the species- the number of partnerships available are reviewed;
- Ability/potential to reduce threats to a species' survival- applicable threats are evaluated;
- A keystone species or representative of a priority landscape;
- Current level of public interest and program expenditure- the amount of public interest and funding directed toward the species is analyzed;
- A priority in a State's Wildlife Action Plan- the level of importance in the State Plan is considered;
- The Program's ability to resolve conflicts to improve species status- the capacity of the Program to impact the species is assessed.

Science and the Endangered Species Act

The Endangered Species program will continue to rely on the best scientific information available. Though basic biological information about some of these species is not complete, the program will continue to press for better understanding of the life history, range, behaviors, and other key information regarding the species. The Service cannot do this alone- the collection of this information is dependent on active research and monitoring partnerships with local communities, scientists, Federal and State agencies, and other interested organizations and individuals. Access to a spatially explicit database that integrates a science-based decision support system greatly improves the delivery of effective conservation actions for candidate and listed species. The Service's plan for Landscape Conservation Cooperatives, the requests of our partners, the complexity of threats including various climate change scenarios, and the necessity for a more fluid and timely response to emerging threats helps emphasize the importance of such data and systems. Within the Endangered Species Program, a system of information integration is being developed that will provide science-based spatial decision support to meet these current and future needs. This system will inform local as well as landscape level conservation by providing spatially explicit candidate and listed species data and decision tools to field biologists as well as to our partners working with the FWS on strategic habitat conservation. A critical portion of this system is the Service's Information, Planning, and Consultation (IPaC) System.

Endangered Species – Use of Cost and Performance Information

In FY 2009 and early FY 2010, the Service developed 5-year Action Plans for all Spotlight Species and Spotlight Species-at-risk. These action plans will guide activities to be undertaken over the next 5 years to improve the conservation status of each spotlight species. Progress on completing actions necessary to achieve the 5-year goal will be measured and reported annually.

Program Overview Table - Endangered Species

Performance Goal	2006 Actual	2007 Actual	2008 Actual	2009 Plan	2009 Actual	2010 Plan	2011 Base Budget	2011 President's Budget Request	Program Change Accruing in 2011	Long-term Target 2012
Sustaining Biological Communities										
CSF 7.30 Percent of recovery actions for listed Spotlight species implemented	n/a	n/a	n/a	n/a	n/a	50% (604 of 1,219)	50% (604 of 1,219)	53% (646 of 1,219)	3% (42 of 1,219)	53% (646 of 1,219)
Comments:	New measure in FY 2010; additional performance would be a result of additional funding for declining species.									
CSF 7.31 Percent of formal/informal "other non-energy" consultations addressed in a timely manner	n/a	84% (15,902 of 18,822)	86% (11,746 of 13,711)	84% (10,418 of 12,337)	84% (9,263/ 11,056)	80% (7,763 of 9,723)	80% (7,763 of 9,723)	78% (7,584 of 9,723)	-2% (-179 of 9,723)	78% (7,584 of 9,723)
CSF 7.32 Percent of final listing determinations promulgated in a timely manner	n/a	n/a	n/a	33% (2 of 6)	17% (1/6)	100% (12 of 12)	100% (12 of 12)	42% (5 of 12)	-58% (-7 of 12)	42% (5 of 12)
Comments:	Number of determinations based on current estimated workload for FY 2011.									
8.3.3 % of conservation actions for Spotlight species-at-risk implemented	n/a	n/a	n/a	n/a	n/a	41% (105 of 255)	41% (105 of 255)	43% (110 of 255)	2% (5 of 255)	43% (110 of 255)
Comments:	New measure in FY 2010.									

Note: 2011 Base Budget is equal to 2010 Plan (enacted level) plus fixed cost (absorbed).

Subactivity: Endangered Species
Program Element: Candidate Conservation

	2009 Actual	2010 Enacted	2011 DOI-wide Changes & Transfers (+/-)	2011 Program Changes (+/-)	2011 Budget Request	Change from 2010 (+/-)
Candidate Conservation ($000)	10,670	12,580	-109	-1,000	11,471	-1,109
FTE	73	74	0	0	74	0

Summary of 2011 Program Changes for Candidate Conservation

Request Component	($000)	FTE
• Idaho sage-grouse	-1,000	0
TOTAL Program Changes	**-1,000**	**0**

Justification of Program Changes for Candidate Conservation

The 2011 budget request for Candidate Conservation is $11,471,000 and 74 FTE, a program change of -$1,000,000 and 0 FTE from the 2010 Enacted.

Idaho Sage Grouse (-$1,000,000/+0 FTE)
Over the past several years, this earmark has resulted in modifications to an existing cooperative agreement with the Idaho Office of Species Conservation to transfer funds for greater sage-grouse conservation in Idaho for implementation of the Idaho Sage-Grouse management Plan. The Service is not requesting continued Candidate Conservation funding for this earmark in 2011. Funding for this earmark limits the Service's flexibility to deliver conservation actions in the most effective manner possible. Sage-grouse occur in 11 states, and the Service would prefer to direct any funds for its conservation in a strategic manner that is most likely to effectively reduce or remove specific threats to the species. Idaho is eligible to apply for grant funding for sage-grouse conservation actions or plan implementation through the Service's State Wildlife Grants program.

Program Overview

The Candidate Conservation program plays a crucial role in identifying species that warrant listing through a scientifically rigorous assessment process, and guiding, facilitating, supporting, and monitoring the implementation of partnership-based conservation agreements and activities by the Service, other DOI bureaus and Federal agencies, States (e.g. through coordination involving State Wildlife Action Plans), Tribes, and other partners and stakeholders.

Mountain yellow-legged frog Rick Kuyper/FWS

For U.S. species that are candidates for listing or are likely to become candidates, the program uses a proactive, strategic, and collaborative approach for conservation planning that is designed to reduce or remove identified threats. This often results in a conservation agreement or strategy covering the entire range of one or more candidate species, or a landscape scale plan targeting threats in a particular area that supports multiple species-at-risk. Two kinds of formal Candidate Conservation Agreements can be used to benefit these species depending on if they have habitat on either Federal or non-Federal lands. One recent example is the adoption of two coordinated candidate agreements, one involving non-Federal landowners and the other involving Bureau of Land Management lands with habitat in New Mexico for two candidate species, the lesser prairie chicken

and the sand dune lizard. Another on-going example is the collaborative work by the Service with a coalition of partners including Federal, State, and non-governmental organizations to develop a conservation agreement to guide conservation activities for the gopher tortoise and its habitat at a landscape scale, spanning public and private lands in four southeastern States.

2011 Program Performance

Currently, 249 species are candidates for listing, and due to pending petitions to list several hundred additional species, this number may increase by FY 2011. Despite this potential increase, we anticipate that the number of candidates in FY 2010 will decrease to approximately 186. This decrease is anticipated as the Listing Program completes proposed rules to list species or determinations that listing is not warranted in FY 2010.

In 2011, the Candidate Conservation Program will continue providing technical assistance for developing Candidate Conservation Agreements (CCA), Candidate Conservation Agreement with Assurances (CCAA), and facilitating voluntary conservation efforts by private landowners, States, tribes, territories, Federal agencies (in particular Natural Resource Conservation Service), and partners for priority candidate and other species-at-risk for which potential listing is a concern. The Service will focus conservation efforts on reducing or eliminating threats to spotlight species identified using the criteria in the program's Strategic Plan; the Service anticipates implementing 110 conservation actions for spotlight species-at-risk in FY 2011. Examples of spotlight species include the diamond darter from West Virginia, New England cottontail, the Coral Pink Sand Dunes tiger beetle found in Utah, and the yellow-billed loon from Alaska.

The Service's cross-program approach to candidate conservation will also continue. This includes sharing information resources and expertise, and coordinating conservation work for spotlight species and geographic focal areas in order to increase efficiency and maximize benefits to target species.

Proposed accomplishments in FY 2011 are as follows:

- Through continued collaboration with the States and other partners, the program will conduct activities to meet the goal of reducing the number of species-at-risk for listing through conservation actions or agreements. The program will strive to meet the goal of reducing the number of species that meet the definition of threatened or endangered by one in FY 2011 by continuing to work with partners to design and prepare collaborative conservation activities, begin implementation, and determine effectiveness on a scale that is meaningful to the species.
- The Service will complete rigorous assessments under the candidate assessment process for approximately 190 species. This includes the 186 species projected as candidates at the end of FY 2010, plus 4 additional species that will be assessed for possible elevation to candidate status. Based on past history, we expect some species will be removed from candidate status and others may be elevated to candidate status.

Bartram's Hairstreak HLSalvato

Species assessments include information on threats that help guide the design of conservation agreements and actions so that listing might become unnecessary for some candidate species. The exact number of candidate species in 2011 will depend on the outcome of the assessments of existing candidates, as well as the outcome of findings on existing petitions to list several hundred additional species. Funding for the petition findings is provided through the Listing Program. If the Service finds that listing is warranted but precluded by other higher priority listing actions, the Service considers the petitioned species to be a candidate for listing and we address its conservation through the Candidate Conservation

Program pending development of a proposed listing rule or removal from candidate status due to conservation efforts or other reasons.

- The Service will continue to provide technical assistance to our partners to implement specific activities identified in CCAs and CCAAs, particularly for our spotlight candidate species and species-at-risk. For example, landowners continue to enroll in the programmatic CCA/CCAA for the lesser prairie chicken and sand dune lizard, and implement actions to enhance and protect the habitat for these two species. This agreement is unique in that it combines efforts on federal land with those on private land in southeastern New Mexico. One of our main partners in this effort is the Bureau of Land Management.

  The Service will also provide information and training to increase the efficiency and effectiveness of candidate conservation efforts. This includes continuing to work in close partnership with the States to design and implement new conservation agreements, strategies, and management actions for candidate and potential candidate species identified in the State Wildlife Action Plans. It also includes continuing strong coordination with the Service's Partners for Fish and Wildlife Program to help private landowners implement habitat restoration projects that are likely to be effective in addressing threats and thus helping make listing unnecessary for certain candidate and other species-at-risk.

Program Change Table - Endangered Species - Candidates

Performance Goal	2007 Actual	2008 Actual	2009 Actual	2010 Plan	2011 Base Budget	2011 President's Budget Request	Program Change Accruing in 2011	Program Change Accruing in Out-years
Sustaining Bioligical Communities								
CSF 8.3 Percent of Spotlight species-at-risk that no longer meet the definition for threatened or endangered due to conservation agreements and/or actions	n/a	n/a	n/a	(0 of 34)	(0 of 34)	3% (1 of 34)	1	
Comments:	Performance will be a result of work performed in FY 2010.							
8.3.2 % Spotlight species-at-risk that achieve their conservation target	n/a	n/a	n/a	(0 of 34)	(0 of 34)	3% (1 of 34)	1	
Comments:	Performance will be a result of work performed in FY 2010.							
8.3.3 % of conservation actions for Spotlight species-at-risk implemented	n/a	n/a	n/a	41% (105 of 255)	41% (105 of 255)	43% (110 of 255)	2% (5 of 255)	

Note: 2011 Base Budget is equal to 2010 Plan (enacted level) plus fixed cost (absorbed).

Subactivity: Endangered Species
Program Element: Listing and Critical Habitat

		2009 Actual	2010 Enacted	2011 DOI-wide Changes & Transfers (+/-)	2011 Program Changes (+/-)	2011 Budget Request	Change from 2010 (+/-)
Critical Habitat	($000)	10,458	11,632	-84	-1,000	10,548	-1,084
	FTE	56	58	0	-2	56	-2
Listing	($000)	8,808	9,971	-1,074	0	8,897	-1,074
	FTE	52	51	-3	0	48	-3
Foreign Listing	($000)	0	500	1,000	0	1,500	1,000
	FTE	0	3	3	0	6	3
Listing	**($000)**	**19,266**	**22,103**	**-158**	**-1,000**	**20,945**	**-1,158**
	FTE	**108**	**112**	**0**	**-2**	**110**	**-2**

Summary of 2011 Program Changes for Listing and Critical Habitat

Request Component	($000)	FTE
• Critical Habitat	-1,000	-2
TOTAL Program Changes	**-1,000**	**-2**

Justification of Program Changes for Listing and Critical Habitat

The 2011 budget request for Listing and Critical Habitat is $20,945,000 and 110 FTE, a program change of -$1,000 and -2 FTE from the 2010 Enacted.

Critical Habitat (-$1,000,000/-2FTE)
In FY 2010, significant progress will be made on developing proposed and final rules for determination of critical habitat. The unrequested increase of $1,000,000 in 2010 will not be continued in 2011. The 2011 funding level is $100,000 over the 2009 enacted level.

Program Overview

Listing a species and designating critical habitat provides species with the protections of the ESA, and focuses resources and the efforts of the Service and its partners on the recovery of the species. The Listing program works to determine whether species meets the definition of threatened or endangered under the ESA. Species can be selected for evaluation based on Service priorities, or they can be the subject of petitions from the public under the ESA. When the Service receives a petition, it must act on it within 90 days. The Listing program also is responsible for designating critical habitat as required under the ESA. Under the ESA, these determinations must be made on the basis of the best scientific and commercial data available.

ESA DEFINITIONS	
Endangered	***Threatened***
- a species is in danger of extinction throughout all or a significant portion of its range.	- a species is likely to become an endangered species within the foreseeable future throughout all or a significant portion of its range.

The Service undertakes the listing process for species it identifies as needing the protections of the ESA, candidate species, or species for which we determine listing is warranted upon our review of a petition. The Service also receives petitions for amendments to critical habitat and other actions.

Listing determinations, critical habitat designations and their associated processes support the program's goal to recover species. This support stems in large part from the information developed when conducting the analysis of whether a species meets the definition of threatened or endangered. Using the best scientific and commercial data available, the listing rule provides information on the species (taxonomy, historic and current range, population information, habitat requirements, etc.), an analysis of the threats faced by the species, designation of critical habitat if appropriate, examples of available conservation measures, and a preview of actions that would be prohibited if the species were to be listed. Additionally, recovery efforts for species are initially identified based on information to address threats identified within the listing rules. In this way, listing packages are a crucial step on the road to recovery.

Brazilian Merganser Photo credit: Bird Life International

The Endangered Species Act does not distinguish between foreign and domestic species with respect to listing, delisting, and reclassification. Until this year, the responsibility for listing foreign species pursuant to the ESA was handled by the Assistant Director for International Affairs, through the Division of Scientific Authority. On February 12, 2009, the Director transferred the ESA section 4 responsibilities to the Endangered Species Program. Thus, it is now the mandate of the Endangered Species Program to respond to petitions and to list species within specified timeframes for both foreign and domestic species.

The Endangered Species Program is working to accomplish many of the pending actions related to listing of foreign species. However, the Service believes the conservation benefit of listing domestic species is generally much higher than that of listing foreign species. This is because management tools for domestic species include several ESA and other conservation tools, including: recovery planning and implementation under section 4, cooperation with States under section 6, coordination with other federal agencies under section 7, full take prohibitions of section 9, management agreements and permits under section 10, and other laws/treaties such as Marine Mammal Protection Act or Migratory Bird Treaty Act. Foreign species' management tools are very limited; generally few ESA or other conservation tools apply. The chief tools are trade restrictions through section 10 and/or CITES trade prohibitions, education and public awareness, and grant monies. Direct recovery actions are not practicable. Currently, listing actions for foreign species compete in priority with actions for domestic species, on an equal basis. As a result, the Service is proposing a budget subcap to allow it to balance its duty to protect both foreign and domestic species in a way that will not detract from its efforts to protect imperiled domestic species, while working with existing resources. .

2011 Program Performance

The Service anticipates the following accomplishments and activities:

Critical Habitat for Already Listed Species

The Service anticipates publishing 15 final critical habitat rules (for 19 species) and 20 proposed critical habitat rules (for 27 species) in FY 2011.

Listing Determinations

During the 2011 Fiscal Year, we project completion of 12 final listing determinations, including:

- Final listings/critical habitat determinations for 28 species.

- Final listings determinations for 29 species.
- Proposed listings/critical habitat determinations for 20 species.
- Emergency listings as necessary

Petition Findings

The Service intends to address 15 petition findings, 90-day and 12-month, for 28 species in FY 2011.

Performance Change Table - Endangered Species - Listing

Performance Goal	2007 Actual	2008 Actual	2009 Actual	2010 Plan	2011 Base Budget	2011 President's Budget Request	Program Change Accruing in 2011	Program Change Accruing in Out-years
Sustaining Biological Communities								
CSF 7.32 Percent of final listing determinations promulgated in a timely manner	n/a	n/a	n/a	100% (12 of 12)	100% (12 of 12)	42% (5 of 12)	-58% (-7 of 12)	
Comments:	Number of determinations based on current estimated workload for FY 2011.							
7.32.1 % of final listing determinations promulgated in a timely manner	n/a	n/a	n/a	100% (12 of 12)	100% (12 of 12)	42% (5 of 12)	-58% (-7 of 12)	
Comments:	Number of determinations based on current estimated workload for FY 2011.							
7.32.2 % of petition findings made within one fiscal year of petition receipt	n/a	n/a	n/a	2% (4 of 230)	2% (4 of 230)	33% (5 of 15)	(1 of -215)	
Comments:	Number of determinations based on current estimated workload for FY 2011.							
7.32.3 % of critical habitat rules promulgated in a timely manner	n/a	n/a	n/a	25% (3 of 12)	25% (3 of 12)	60% (9 of 15)	(6 of 3)	
Comments:	Number of determinations based on current estimated workload for FY 2011.							

Note: 2011 Base Budget is equal to 2010 Plan (enacted level) plus fixed cost (absorbed).

Subactivity: Endangered Species
Program Element: Consultation and HCPs

	2009 Actual	2010 Enacted	2011 President's Budget			Change from 2010 (+/-)
			DOI-wide Changes & Transfers (+/-)	Program Changes (+/-)	Budget Request	
Consultation/HCP ($000)	53,462	59,307	-648	+4,640	63,299	+3,992
FTE	423	438	0	+30	468	+30

Summary of 2011 Program Changes for ESA Consultations and HCPs

Request Component	($000)	FTE
• ESA Consultation – Renewable Energy Projects	2,000	+14
• Downeast Maine/Atlantic Salmon	220	+2
• Treasured Landscapes – Everglades	700	+4
• Treasured Landscapes – Gulf coast	500	+3
• Treasured Landscapes – Bay Delta	1,220	+7
TOTAL Program Changes	**4,640**	**+30**

Justification of Program Changes for ESA Consultations and HCPs

The 2011 budget request for Consultation and HCPs is $63,299,000 and 468 FTE, a program change of +$4,640,000 and +30 FTE from the 2010 Enacted.

ESA Consultations for Renewable Energy Projects (+$2,000,000/+14 FTE)

The Nation currently faces the challenge of securing diverse energy sources while sharply reducing our dependence on foreign oil and climate-changing greenhouse gas emissions. Through responsible development of federally-managed onshore and offshore renewables; such as wind, solar, and geothermal energy; the Department can play a central role in moving the Nation toward a clean energy economy. The deployment of renewable energy technologies will require the utilization of new areas of biologically-sensitive land. Developing these renewable resources and the corresponding transmission capabilities will not only require effective coordination with corresponding permitting entities and appropriate environmental review of transmission rights-of-way applications and facilities sites, but also a balanced and mindful approach that addresses the impacts of development on land, wildlife and water resources. The Department of Energy, State Fish and Game agencies, Bureau of Land Management, and State Energy Commissions have expressed a need for expedited multispecies conservation strategies accompanied by appropriate permits to comply with ESA.

The purpose of these conservation strategies is to provide for effective protection and conservation of natural resources while allowing solar and other qualified renewable energy development in a manner that avoids, minimizes, or mitigates environmental impacts. To complete these plans, biologists and energy specialists must develop, collect, process and interpret geographic, biological, land use, and other environmental data for the entire plan area. Multiple stakeholder meetings and reviews will be necessary during plan development to ensure the resulting plan is consensus-based to the extent feasible and implementable. This effort will require intense, focused, and dedicated attention from consultation staff for renewable projects.

To provide resource information to regional planning efforts and conduct effective and efficient environmental review and approval processes, the Service will implement the internet-based Information, Planning and Consultation (IPaC) program for alternative energy resources throughout the central flyway and western States. Among other things, the IPaC system allows for quick analyses of resource threats and the effectiveness of various conservation actions, rapid identification of potential projects that will not affect specific categories of natural resources; expedites completion of requirements involving ESA section 7 consultation and other environmental review processes; and better integrates the various reviews to assist Federal agencies with energy-related resource management decisions that have a direct impact on fish, wildlife, plants and their habitats. The Service anticipates an estimated increase of 1,089 additional requests for endangered species consultations for new energy projects and an estimated 30 additional landscape-level habitat conservation efforts related to renewable energy with States, industry and other conservation stakeholders. This funding increase for the Service to conduct these consultations is critical for the production of renewable energy and its associated power lines without compromising environmental values.

Endangered Species Act Compliance for Atlantic Salmon (+$220,000/+2 FTE)
The expanded Gulf of Maine Distinct Population Segment designation for Atlantic salmon will require greater capacity by the Service to provide regulatory compliance in a timely manner to avoid delays in important economic activities and critical recovery actions. Two FTEs will be added to the current staff at the Ecological Services Maine Field Office to assist with Endangered Species Act compliance for infrastructure projects and other ongoing and new activities that adversely affect Atlantic salmon, as well as for habitat restoration and other recovery activities.

Treasured Landscapes – Endangered Species Act Consultation for Imperiled Species in the Everglades (+$700,000/+4 FTE)
The section 7 and section 10 consultation processes under the Endangered Species Act are particularly important in the Everglades because of the high number of threatened and endangered species (67 in total) and the many threats they face such as habitat loss, invasive species, and the deteriorating conditions in the ecosystem caused by the limitations of existing water infrastructure.

Specifically, these funds will build upon recent landscape-level partnerships to:

- develop conservation plans for 150,000 acres of Florida panther habitat;
- develop and implement interim plans to protect highly endangered birds during the transition to Everglades restoration;
- create a State-wide conservation strategy for sea turtles; and
- develop conservation strategies for highly imperiled species in the low lying Florida Keys - an area that is particularly vulnerable to climate change and sea level rise.

The requested funding will increase our percentage of formal/informal other non-energy consultations addressed in a timely manner by 20 percent for the South Florida Ecological Services and Everglades Restoration program.

Treasured Landscapes – Gulf Coast (+$500,000/+3 FTE)
This funding will enable the Service to contribute directly to the design and implementation of an accelerated Gulf Coast restoration program that will benefit listed species while maintaining the ability to address the large and growing Section 7 consultation workload in Louisiana (LA) and Mississippi (MS). The northern Gulf Coast contains some of the world's most diverse and productive ecosystems including a large percentage of the Nation's estuaries, barrier islands, and fresh and saltwater marshes. The barrier islands, rivers, inland bays, and coastal flatlands provide essential habitat for numerous threatened and

endangered species such as the Mississippi sandhill crane, piping plover, wood stork, Louisiana black bear, pallid and Gulf sturgeon, and sea turtles.

The Service's Section 7 consultation workload in LA and MS has grown significantly as a result of hurricane protection and restoration efforts being planned subsequent to hurricanes Katrina and Rita. As comprehensive planning efforts associated with Gulf Coast hurricane protection and ecosystem restoration efforts are expedited, the need to provide timely expert technical assistance is expected to increase as well. This increase in funding will allow Service biologists to:

- provide technical assistance and
- work with federal action agencies and their applicants to design and/or modify Gulf Coast hurricane protection and ecosystem restoration projects to minimize impacts to listed species.

Treasured Landscapes – Bay Delta (+$1,220,000/+7 FTE)
To ensure water supply reliability and ecosystem restoration outlined in the Federal Action Plan for the Bay Delta, the Service will prioritize the development, review, permitting, and implementation of high-priority conservation measures in the Bay Delta Conservation Plan. This funding increase will allow the Service to meet these obligations. Successful implementation of this plan would lead to an increase in delta ecosystem restoration and a reduction in water/ecosystem conflict.

Program Overview

The Consultation program is the primary customer service component of the Endangered Species program and makes an important contribution to addressing threats and moving species towards recovery. The Consultation program includes two primary components, the Section 10 Habitat Conservation Planning (HCP) program and the Section 7 Consultation program.

The Consultation program uses the tools of sections 7 and 10 of the ESA in partnership with other Service programs, other agencies, and members of the public to solve conservation challenges and create opportunities to recover listed and at-risk species' ecosystems. To that end, the Program will support delivery of the consultation and HCP programs through: 1. Coordination and collaboration; 2. Consistent application and interpretation; 3. Programmatic and landscape-level approaches to conservation management; and 4. Strategic workload management.

Section 7 - Interagency Consultation

Section 7 of the ESA requires Federal agencies to use their authorities to conserve endangered and threatened species, including an obligation to ensure that activities they authorize, fund, or carry out are not likely to jeopardize the continued existence of listed species or destroy or adversely modify designated critical habitat. For example, U.S. Forest Service (USFS) or Bureau of Land Management (BLM) approval of livestock grazing on federal lands, or the U.S. Army Corps of Engineers approval of discharge of fill material into waters of the U.S., requires section 7 consultation when these activities may affect listed species. Through section 7 consultations, the Service attempts to identify and remove threats to endangered and threatened species. Coordination between the Service, other federal agencies, and their applicants during consultation is critical to ensure that the actions are designed in ways that reduce threats to species, minimize effects that can not be avoided, and incorporate conservation measures to offset unavoidable impacts in a way that promotes species recovery.

Endangered Indiana bat

Non-federal applicants play a large role in the consultation process. Many of the Federal actions subject to section 7 consultation, such as grazing allotments or timber sales on Federal lands and permits issued under the Clean Water Act, involve non-federal applicants. Section 7 of the ESA and its implementing regulations provide non-federal applicants a role in all phases of the interagency consultation process.

Interagency consultations between Federal project proponents and the Service, required by section 7 of the ESA, take time. However, an investment in encouraging Federal partners to initiate and better prepare for consultations lessens the time needed for Service review. Efficiencies can also be attained through automation of data entry and retrieval, Web-based access to spatial resource data and consultation planning, and customer education. Service staff has already begun to educate and provide techniques to Federal partners so that the federal project proponents and non-federal applicants can become more self-sufficient in fulfilling Section 7 requirements.

Section 10(a)(1)(B) - Habitat Conservation Planning

The Service works with private landowners and local and State governments through the Habitat Conservation Planning program to develop Habitat Conservation Plans (HCPs) and their associated Incidental Take Permits. Private land development is one of the most common threats to listed species. By working with States, cities, and private individuals to develop and implement HCPs, the Service is able to facilitate private lands development in a way that addresses threats and fulfills recovery needs of endangered and threatened species and species at-risk.

The HCP program particularly emphasizes landscape-level conservation in order to preserve large blocks of habitat for threatened and endangered species, as well as the ecosystem function and values upon which these species depend. For example, recently developed policy, such as the General Conservation Plan policy, provides for the development of large-scale regional conservation planning that also allows individuals or non-Federal entities to receive Incidental Take Permits in an expedited manner.

2011 Program Performance

The Service anticipates the following accomplishments and activities.

- Continue to work with all federal customers to design projects that will not have adverse impacts on listed species. In FY 2011 the Service will complete more than 15,000 consultations, of which 1,089 consultations will be renewable energy related.

- Continue to develop and expand the internet-based Information, Planning, and Consultation (IPaC) system that can be used to obtain information regarding all Service trust resources, screen out projects that will not affect ESA listed species or designated critical habitat, complete or expedite the requirements of section 7 consultation, better integrate section 7 consultation with action agencies' other environmental review processes, including NEPA, and better coordinate the Service's various programs toward unified objectives in accordance with the goals of the Strategic Habitat Conservation initiative.

- Complete a revision of the HCP Handbook, including receiving public comments. These efforts will also include development of methods to improve the consistency of application of the program throughout the Service and increase efficiencies in the HCP development process. The Service anticipates that these improvements to the HCP program will result in greater conservation for threatened and endangered species. In the HCP program, the Service provides technical assistance to applicants in developing a Conservation Plan which will contribute to the recovery of listed species as well as provide for conservation of unlisted species. In FY 2010, approximately 52,000,000 acres will have been covered by HCPs, benefiting more than 600 listed and non-listed species.

Program Change Table Endangered Species - Consultations

Performance Goal	2007 Actual	2008 Actual	2009 Actual	2010 Plan	2011 Base Budget	2011 President's Budget Request	Program Change Accruing in 2011	Program Change Accruing in Out-years
Sustaining Biological Communities								
CSF 7.31 Percent of formal/informal "other non-energy" consultations addressed in a timely manner	84% (15,902 of 18,822)	86% (11,746 of 13,711)	84% (9,263/ 11,056)	80% (7,763 of 9,723)	80% (7,763 of 9,723)	78% (7,584 of 9,723)	-2% (-179 of 9,723)	
Improve Resource Management to Assure Responsible Use and Sustain a Dynamic Economy								
14.1.2 % of formal/informal energy (non-hydropower) consultation addressed in a timely manner	93% (2,801 of 3,027)	87% (1,582 of 1,828)	87% (1,192 of 1,372)	80% (1,046 of 1,311)	80% (1,046 of 1,311)	80% (1,920 of 2,400)	(874 of 1089)	
Comments:	Performance increase based on meeting the Secretary's priorities and commitments.							

Note: 2011 Base Budget is equal to 2010 Plan (enacted level) plus fixed cost (absorbed).

Subactivity: Endangered Species
Program Element: Recovery of Listed Species

	2009 Actual	2010 Enacted	2011 DOI-wide Changes & Transfers (+/-)	2011 Program Changes (+/-)	2011 Budget Request	Change from 2010 (+/-)
Recovery ($000)	74,575	85,319	-833	+1,125	85,611	+292
FTE	436	436	0	+5	441	+5

Summary of 2011 Program Changes for Recovery of Listed Species

Request Component	($000)	FTE
• Recovery – Attwater's Prairie Chicken	1,095	+0
• Declining Species	4,000	+2
• Downeast Maine/Atlantic Salmon	110	+1
• Treasured Landscapes – Everglades	900	+2
• Bay Delta Ecosystem	620	0
• Wolf Livestock Loss Demonstration Program	-1,000	0
• NFWF Salmon Endangered Species Grants	-1,500	0
• Lahontan Cutthroat Trout	-350	0
• Whooping Crane Facilities	-500	0
• Steller's and Spectacled Eider Recovery in AK	-350	0
• Monitoring for White Nose Syndrome (WNS) in Bats	-1,900	0
TOTAL Program Changes	**+1,125**	**+5**

Justification of Program Changes for Recovery of Listed Species

The 2011 budget request for Recovery of Listed Species is $85,611,000 and 441 FTE, a program change of +$1,125,000 and +5 FTE from the 2010 Enacted.

Attwater's Prairie Chicken (+$1,095,000/+0 FTE)

The Attwater's prairie-chicken (*Tympanuchus cupido attwateri*) (APC) is a grouse species critically close to extinction. Over 100 years ago, up to 1 million Attwater's roamed the coastal prairies of Texas and Louisiana. Today, less than 100 birds are found at three Texas locations. In order to save the species, captive propagation of Attwater's prairie chickens was initiated in 1992. Since the program's first pilot release in 1995, an annual average of 100 birds have been released into the wild.

Attwater's Prairie Chicken

Although the captive program has temporarily saved the species from extinction, the number of birds produced and released into the wild to date has only stabilized the wild populations at an extremely low and precarious population level. Research has shown that older hens are more successful at reproduction than first-year hens. Therefore, we must release more birds to grow older age cohorts. Based on the productivity and annual mortality numbers, we estimate that a minimum of 100 pairs of APCs in captivity is necessary to grow the wild population. These

captive pairs would provide the approximately 400 – 500 birds that need to be released consistently every year in order facilitate an increase in wild populations.

In order to achieve this objective, the captive breeding program must be expanded. Currently, one facility, Fossil Rim Wildlife Center (FRWC), houses more than 50% of the captive APC population. This presents a significant problem since a single catastrophic event or disease outbreak could wipe out that entire facility and is inconsistent with the Draft APC Recovery Plan Revision that specifies that no more than 25% of the captive flock be held at any one facility. To address this need, recovery partners at the Sutton Avian Research Center (SARC) near Bartlesville, Oklahoma and a private landowner have teamed up to help establish another dedicated APC breeding facility. A dedicated facility in Oklahoma will diversify the program and provide another location to refine husbandry techniques to improve survival and reproductive success of release birds.

Declining Species (+$4,000,000/+2 FTE)
With this increase, the Service proposes to build on the success of the Preventing Extinction program. Expansion of this successful program is increasingly important given the uncertainty associated with the impacts that climate change, invasive species and other growing threats will have on individual species. Even in light of this uncertainty, we can confidently improve species' likelihood of survival by ameliorating threats we know and understand. The amount of funding specifically available to help do this for the most vulnerable of listed species, those facing extinction, has been limited. This increase in funding will allow the Service to increase collaboration with a wide array of partners and implementation of key recovery actions to build on past work for declining species.

In addition, these funds will go toward developing recovery plans for newly listed species, revising recovery plans for species whose plans are no longer current, and performing five-year reviews for other species to evaluate their current threatened or endangered classification to ensure their recovery programs are effective. These actions will help prevent the further decline of listed species. The Service needs to develop recovery plans for newly listed species to ensure a comprehensive and coordinated recovery effort is implemented with our conservation partners. In addition, 91 currently listed endangered or threatened species have recovery plans that are more than 15 years old and do not contain explicit threats-based downlisting and delisting criteria. For example, the recovery plan for the gray bat was completed in 1982 and does not address the new threat of white-nose syndrome that is devastating bat colonies.

The increase for the Recovery program will also help to address the increased petition and foreign species workload. There are currently 30 petitions pending (delisting 26: 24 domestic, 2 international; reclassify to threatened 4: 2 domestic, 2 international.)

Downeast Maine/Atlantic Salmon (+$110,000/+1 FTE)
One FTE will be added to the Maine Field Office to coordinate the development of a recovery plan for the expanded Gulf of Maine Distinct Population Segment of Atlantic salmon with the State of Maine, NMFS, Tribes and other stakeholders. This will enhance the effective implementation of priority recovery actions by all stakeholders.

Treasured Landscapes – Recovering Imperiled Species and Restoring the Everglades (+$900,000/+2 FTE)
The South Florida Ecological Services Office is charged with recovering 67 imperiled species, including some of the greatest species recovery challenges in the Nation such as the Florida panther, Cape Sable seaside sparrow, and Everglade snail kite. Until restoration of the Everglades, the ecosystem on which the listed species depends, is completed, however, species conservation and recovery in south Florida will be faced with significant challenges. A portion of these funds will allow South Florida Ecological Services Office to work with many partners to conserve birds and other species during the transitional period between today and the completion of Everglades restoration and beyond.

Specifically, the effort includes three central components: (1) maximize benefits for multiple species in the short term; (2) improve our scientific understanding for management and emergency planning; and (3) monitor species health for adaptive management.

In addition, the South Florida Ecological Services Office will also need to manage both new and old threats to the imperiled species' survival. The most recent new threat, and maybe the most significant, is the non-native Burmese python. The Burmese python continues to expand its range in Florida, and land managers are increasingly concerned about the impacts of this invasive snake on listed species. For example, Burmese pythons were recently found in the northern Florida Keys, and had consumed three endangered Key Largo woodrats. The best estimate of the Key Largo woodrat population is 200 animals. Addressing the Burmese python threat in south Florida will require a three-pronged approach to include: (1) developing, field testing, and deploying traps for Burmese pythons; (2) developing and implementing an early detection and rapid response team for pythons; and (3) designing and implementing a public awareness campaign.

This funding will allow the South Florida Ecological Services Office to complete ten priority recovery actions for imperiled species and to take steps toward the goal of controlling an invasive species threat to listed species in Florida.

Treasured Landscapes – Bay Delta Recovery Initiative (+$620,000/+0 FTE)
Recovery funding is essential for improving the Service's ability to lead recovery of threatened and endangered species in the Bay-Delta. The delta smelt is hovering on the brink of extinction. The funding will enable the Service to expedite the actions needed to recover species and collaborate with the other partners, as specified in the Federal Action Plan.

Wolf Livestock Loss Demonstration Program (-$1,000,000/+0 FTE)
In FY 2010, Congress provided $1,000,000 to fund a demonstration program used to provide grants to States and Indian Tribes to assist livestock producers in undertaking proactive, non-lethal activities to reduce the risk of livestock loss due to predation by wolves, and to compensate livestock producers, as appropriate, for livestock losses due to such predation. The Service proposes to discontinue funding this unrequested earmark in FY 2011 in order to fund higher priority conservation activities elsewhere in the budget request.

NFWF Salmon Endangered Species Grants (-$1,500,000/+0 FTE)
In FY 2010, Congress provided an unrequested earmark of $1,500,000 for Pacific Salmon grants. This funding is a pass-through grant to the National Fish and Wildlife Foundation (NFWF) for salmon habitat recovery projects in the State of Washington. Although the Service plays a role in salmon management, the National Marine Fisheries Service is the Federal agency with lead responsibility for recovery of the Pacific salmon. An array of Federal grant programs are available for species and habitat conservation, particularly programs focused on salmon and anadromous fish recovery. In light of these other sources of funds and assistance, the Service proposes to discontinue funding these efforts in FY 2011.

Lahontan Cutthroat Trout (-$350,000/+0 FTE)
In FY 2010, a congressional earmark provided $350,000 to the Service for recovery of the Lahontan cutthroat trout in Nevada. The Service has used these funds to coordinate recovery implementation on an ecosystem-based scale for the Lahontan cutthroat trout. Most of the funds are being used for on-the-ground actions and landowner assistance in the Walker and Truckee River basins. The funds enabled the Service to coordinate with stakeholders affected by the trout's listing and to involve stakeholders in the recovery planning process through the formation of a Management Oversight Group comprised of federal, state and tribal leaders to coordinate recovery efforts and revise the Recovery Plan for the Lahontan Cutthroat trout. Continued funding is not requested because these on-the-ground actions have been implemented and the

Management Oversight Group has been established; any recommendations for future actions—and the appropriate management entities to implement them—are expected to come out of the revised Recovery Plan. The Service proposes to discontinue funding these efforts in FY 2011.

Whooping Crane Facilities (-$500,000/+0 FTE)
In FY 2010, Congress provided a $500,000 earmark in pass through funds for the Audubon Center for Research of Endangered Species (ACRES)'s captive facility for the endangered whooping crane. The ACRES partnered with the Service, USGS Patuxent Wildlife Research Center, International Crane Foundation, San Antonio Zoo and Calgary Zoo to maintain a captive breeding flock of whooping cranes to protect whooping cranes from extinction. The funds supported the second phase of ACRES' captive whooping crane facility: a crane hatchery and chick-rearing facility. The new hatchery and rearing facility continues to support ongoing and new whooping crane re-introduction activities. The Service proposes to discontinue funding this earmark in FY 2011 in order to fund higher priority conservation activities elsewhere in the budget request.

Steller's and Spectacled Eider Recovery in AK (-$350,000/+0 FTE)
In FY 2010, a congressional earmark provided $350,000 to partially fund activities at the Alaska SeaLife Center to support reintroduction and recovery of listed Steller's and spectacled eiders. Re-introduction to historical breeding areas provides the only possibility for recovering listed Steller's eiders, which have nearly disappeared from breeding grounds in Alaska. The SeaLife Center maintains a captive population of Steller's eiders taken as eggs from the last remaining breeding population in North America. The Service proposes to discontinue funding this unrequested funding in FY 2011 in order to fund higher priority conservation activities elsewhere in the budget request.

Monitoring for White Nose Syndrome (WNS) in Bats (-$1,900,000/+0 FTE)
In FY 2010, Congress provided $500,000 in unrequested funding targeted for surveying, sampling, and diagnostics needed to monitor the spread of white nose syndrome (WNS) disease, as well as developing and utilizing a comprehensive electronic format for the data management required for the collection and maintenance of the information. The WNS has primarily affected bats in the northeast, but experts believe that the disease will spread to the very diverse, high density bat population areas in the Midwest and Southeast. The Service has been working with conservation partners throughout the country to address the cause and spread of this disease. The Service proposes to discontinue this unrequested funding in FY 2011 in order to fund higher priority conservation activities elsewhere in the budget request. In addition to these earmarked appropriations, WNS related projects are being funded through grant opportunities, funding provided by our conservation partners, and other Service funds such as the Preventing Extinction initiative.

Program Overview

Coordinating, developing, implementing, and managing all of the recovery tools and partner activities in a cohesive and effective manner for species' recovery requires significant commitment and resources. The Recovery program plays a vital role in leading or guiding the recovery planning process and facilitating, supporting, and monitoring the implementation of recovery actions by the Service, other DOI bureaus, Federal agencies, States, and other partners and stakeholders.

Two examples of successful multi-party partnerships include:

- The Upper Colorado River Recovery program, where federal, State, local agencies, and water users implement and assist in recovery activities for the humpback chub, Colorado pikeminnow, razorback sucker, and bonytail chub; and,
- The Platte River Recovery program which focuses on protecting and restoring the Platte River ecosystem, including the endangered whooping crane, piping plover, and least tern.

The Recovery program utilizes flexibility in the implementation of the ESA whenever feasible and practical. Special rules developed for threatened species under section 4(d) of the ESA allow the Service to tailor protections to the needs of the species while enabling human activities to continue, consistent with the conservation of the species. Special rules have been developed for several fish species, such as the Apache trout, that allow the accidental catch of the species by anglers, provided the species is returned to the water. The revenues generated from fishing in waters inhabited by the Apache trout helps to promote conservation of Apache trout habitat. In addition, experimental populations established under section 10(j) of the ESA provide for flexibility in management by considering the population as threatened, regardless of its status elsewhere in its range, and allowing for the development of a special rule to provide flexibility in management of the species.

The Hawaiian hawk, shown here in its juvenile white phase, is another species that may soon be delisted due to recovery.

Other successful and flexible conservation tools include Safe Harbor agreements and recovery management agreements. Safe Harbor Agreements build positive relationships with landowners to preserve needed habitat; while recovery management agreements work to implement actions that manage remaining threats so that a species may be delisted and transferred to the management authority of another appropriate agency, such as a State partner.

The goal of the Recovery program is to minimize or remove the threats that led to the listing of a species so that the species can be delisted or reclassified from Endangered to Threatened status. This requires constant monitoring, adaptive management, and holistic planning over decades, along with close coordination and technical leadership to our partners to assist their recovery efforts.

2011 Program Performance

The Service anticipates the following accomplishments and activities:

- In FY 2011, the program will strive to ensure the status of 561 listed species remains stable or improves from the previous year.
- In FY 2011, based upon funding and other new information, delist 9 species due to recovery; possible examples may include Lake Erie water snake, Eureka dunes evening primrose, Hidden lake bluecurls, for a total of 35 species delisted due to recovery.
- Initiate 5-year reviews for 256 species in FY 2011, and complete approximately 200 5-year reviews initiated in prior years. Due to efficiencies gained in our five-year review process, the Service anticipates reducing the number of months to complete a five-year review to 25 months.
- Implement 2nd year of 5-year action plans for 142 Spotlight species, based on current recovery plans.
- Build partnerships to help the Service implement recovery actions (including habitat restoration, captive propagation, and reintroduction) for all listed species.
- Provide final recovery plans for 1,096 listed species.
- Implement more than 646 recovery actions for Spotlight species, or 53% of the actions identified in Spotlight species action plans.

Performance Change Table - Endangered Species - Recovery

Performance Goal	2007 Actual	2008 Actual	2009 Actual	2010 Plan	2011 Base Budget	2011 President's Budget Request	Program Change Accruing in 2011	Program Change Accruing in Out-years
Sustaining Biological Communities								
7.19.2 % of threatened or endangered species that are stabilized or improved (GPRA)	45% (573 of 1,269)	43% (549 of 1,267)	47% (592 of 1,270	44% (561 of 1,271)	44% (561 of 1,271)	44% (561 of 1,271)	0	
7.19.3 Decrease in average completion time for 5-year reviews of all listed species	n/a	21	26	26	26	25	-1	
Comments:	Due to efficiencies gained in our five-year review process, the Service anticipates reducing the average number of months to complete a five-year review to 25 months							
CSF 7.20 Percent of delisted species due to recovery (cumulative)	31% (11 of 35)	34% (12 of 35)	36% (14 of 39)	38% (15 of 40)	38% (15 of 40)	58% (35 of 60)	20% (20)	
Comments:	The 2010 baseline is reported by number to be completed solely in FY 2010. The FY 2011 target is reporting cumulative completion; in FY 2011, the Service anticipates delisting 9 species due to recovery for a cumulative total of 35 species delisted due to recovery out of an anticipated 60 species delisted.							
CSF 7.30 Percent of recovery actions for listed Spotlight species implemented	n/a	n/a	n/a	50% (604 of 1,219)	50% (604 of 1,219)	53% (646 of 1,219)	3% (42 of 1,219)	
Comments:	New measure in FY 2010; additional performance would be a result of additional funding for declining species.							
7.30.4 # of species with approved recovery plans (cumulative)	1,085	1,089	1,089	1,096	1,096	1,096	0.0	

Note: 2011 Base Budget is equal to 2010 Plan (enacted level) plus fixed cost (absorbed).