

Activity: Ecological Services
Subactivity: Endangered Species

	2010 Actual	2010 Enacted / 2011 CR	2012 President's Budget				Change from 2011 CR (+/-)
			Fixed Costs & Related Changes (+/-)	Administrative Cost Savings (+/-)	Program Changes (+/-)	Budget Request	
Candidate Conservation							
(\$000)	12,580	12,580	+5	-159	-1,000	11,426	-1,154
FTE	77	77	0	0	0	77	0
Listing							
(\$000)	22,103	22,103	-59	-266	+2,866	24,644	+2,541
FTE	128	128	0	0	+13	141	+13
Consultation/HCP							
(\$000)	59,307	59,307	-81	-978	+4,640	62,888	+3,581
FTE	441	441	0	0	+30	471	+30
Recovery							
(\$000)	85,319	85,319	-64	-1,525	-38	83,692	-1,627
FTE	418	418	0	0	+3	421	+3
Total, Endangered Species (\$000)	179,309	179,309	-199	-2,928	+6,468	182,650	+3,341
FTE	1,064	1,064	0	0	+46	1,110	+46

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 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 more than 1,300 domestic listed species and almost 250 candidates for listing, as well as 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 species' conservation needs ensures that all of the activities conducted 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 ESA 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 increases substantially with the complexity of threats. By minimizing or removing threats, which may include supporting species' capacity to respond adequately or increase their resilience to changing conditions, a species may be conserved, eliminating the need for protection under the ESA.

The Service focuses on threat reduction and conservation through the four program elements of the Endangered Species program: 1) Candidate Conservation, 2) Recovery, 3) Consultation/Habitat Conservation Planning, and 4) Listing. The program's activities are further complemented by projects funded through the Cooperative Endangered Species Conservation Fund. In order to meet the goals of the ESA and the Service's strategic plan, the Service is conducting a comprehensive review of 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.

Conservation of listed, candidate, or other at-risk species is a challenging task. Many species face more than one kind of threat, such as habitat degradation (through land, water, and other resource development and extraction) and invasive species proliferation. Determining how to best 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. 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.

The key role of the **Candidate Conservation** program is to provide technical assistance and work with numerous partners on proactive conservation to remove or reduce 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 target conservation at specific known threats that may make listing unnecessary.



Andrea Raven / The Berry Botanic Garden

For U.S. candidate species for listing or species that 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. Candidate Conservation biologists continuously coordinate with a diversity of partners to design, implement, and monitor conservation strategies and agreements, and update them to incorporate new information on threats and conservation, and to apply adaptive management. This approach provides the foundation for a recovery plan and expedites the recovery process for listed species, even if threats cannot be reduced or removed so that listing is unnecessary.

The **Listing** program provides protection under the ESA for foreign and domestic plants and animals when a species is determined to be threatened or endangered on the basis of the best available scientific information concerning threats. This determination includes information crucial for recovery planning and implementation, and 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.

The ESA contains a suite of tools that provide the flexibility needed to guide land development and aid species' recovery. The **Consultation** program leads a collaborative process between the Service and other federal agencies to identify opportunities to conserve listed species. Working in partnership is foundational for the Endangered Species program, because the conservation of the Nation's biological heritage cannot be achieved by any single agency or organization. Essential partners include other federal agencies, states, tribes, non-governmental organizations, industry, academia, private landowners, and other Service programs or partners. Other federal agencies consult with the Service to balance adverse impacts of their development actions with conservation actions that contribute toward species survival and also often to their recovery. Habitat Conservation Plans (HCPs) provide the conservation benefits of proactive landscape planning, combining private land development planning with species ecosystem conservation planning. Research conducted by recovery partners who use scientific permits issued under Section 10 is also vital to species' recovery. This research often provides current information about threats and their associated impacts on a listed species.

Interagency (often called Section 7) consultations and Habitat Conservation Planning (HCP) 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. Considering the complex effects of environmental changes in these processes, the Service must have readily available tools to plan and implement conservation on a landscape or ecosystem scale while ensuring that listed species with very restricted ranges are managed appropriately. An internet-based "Information, Planning, and Consultation" tool (IPaC) was piloted 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 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 that resource development and species conservation need not be an “either-or” choice.

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 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 State Wildlife Action Plans), tribes, and other partners and stakeholders to develop and implement conservation actions.

The Service’s Directorate has identified species recovery 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 projects;
- researching or monitoring threats to a species,
- 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 strategically planning the implementation of individually-tailored recovery programs. Listed species that were under proactive, partnership-based candidate conservation agreements or strategies have a head-start on recovery planning and associated actions to address threats. Most of the existing agreements or strategies, however, need to be updated. In these situations, the Recovery program relies on diverse partner and stakeholder involvement 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 **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 by private landowners. Section 6 grants assist states and territories in building partnerships that achieve meaningful on-the-ground conservation to address or minimize threats.

In addition, Traditional or Conservation Grants available under the CESCF provide funding to states to assist with monitoring and 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.

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 track 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 for performance tracking. The list of Spotlight Species includes approximately 144 listed species. The list of Spotlight Species-at-risk includes approximately 49 candidate species and some non-candidate species-at-risk. By focusing on these species, the Service and our partners may best be able to show our actions that benefit species, as well as our challenges and opportunities in implementing these tasks.

A 5-year action plan was developed for each of the selected species during FY 2009 or early FY 2010. For listed Spotlight Species, the action plan is based on a host of indicators such as 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, together with input from states and other partners. The objective of each Spotlight Species action plan is to identify the most immediate actions to be conducted or continued between FY 2010 and FY 2015 to improve the conservation status of the species. It is likely that these actions also will help conserve many other species, listed or not, that share habitat and are ecologically interlinked 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:

- 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; and
- 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. As 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 - 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, requests from our partners, the complexity of threats, and the necessity for a more fluid and timely response to emerging threats emphasize the importance of such data and systems. Within the Endangered Species program, a system of information integration is being developed that provides science-based spatial decision support to meet these current and future needs. This system will inform local and landscape level conservation by providing spatially explicit candidate and listed species data and decision tools to field biologists, and to partners working with the Service on strategic habitat conservation. A critical portion of this system is the Service’s Information, Planning, and Consultation System (IPaC).

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.

Endangered Species - Performance Overview Table

	2007	2008	2009	2010	2011	2012	Change from 2011 to 2012 PB	Long Term Target
Performance Goal	Actual	Actual	Actual	Actual	Plan	PB		2016
CSF 7.30 Percent of recovery actions for listed Spotlight species implemented	n/a	n/a	n/a	60% (762 of 1,261)	48% (605 of 1,249)	48% (605 of 1,249)	0%	40% (484 of 1,219)
CSF Total Actual/Projected Expenditures (\$000)	n/a	n/a	n/a	\$95,840	\$77,083	\$78,085	\$1,002	\$62,468
CSF Program Total Actual/Projected Expenditures (\$000)	n/a	n/a	n/a	\$56,671	\$57,408	\$58,154	\$746	\$58,154
Actual/Projected Cost Per Actions (whole dollars)	n/a	n/a	n/a	\$125,775	\$127,410	\$129,066	\$1,656	\$129,066
Comments	Performance will be achieved by building partnerships to help the Service implement 5,751 recovery actions (including habitat restoration, captive propagation, and reintroduction) for all listed species.							

Endangered Species - Performance Overview Table

Performance Goal	2007 Actual	2008 Actual	2009 Actual	2010 Actual	2011 Plan	2012 PB	Change from 2011 to 2012 PB	Long Term Target 2016
7.30.8 Percent of threatened and endangered species recovery actions implemented	n/a	n/a	n/a	n/a	n/a	63% (5,751 of 9,183)	n/a	n/a
Comments	New measure for FY 2012. Additional performance is a result of additional funding for declining species.							
7.32.2 % of petition findings made within one fiscal year of petition receipt	n/a	n/a	n/a	12% (9 of 77)	4% (1 of 25)	0% (0 of 80)	n/a	33% (5 of 15)
Comments	Absent a petition sub-cap, the number of petition findings may vary.							
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)	78% (1,122 of 1,433)	73% (827 of 1,132)	86% (1,920 of 2,221)	13% (18.3%)	80% (1,920 of 2,400)
Comments	Number of consultations based on current estimated workload for FY 2012.							

**Subactivity: Endangered Species
Program Element: Candidate Conservation**

	2010 Actual	2010 Enacted / 2011 CR	2012 President's Budget				Change from 2011 CR (+/-)
			Fixed Costs & Related Changes (+/-)	Administrative Cost Savings (-)	Program Changes (+/-)	Budget Request	
Candidate Conservation (\$000)	12,580	12,580	+5	-159	-1,000	11,426	-1,154
FTE	77	77	0	0	0	77	0

Summary of 2012 Program Changes for Candidate Conservation

Request Component	(\$000)	FTE
• Idaho sage-grouse	-1,000	0
Program Changes	-1,000	0
Request Component	(\$000)	FTE
Internal Transfer – Office of the Science Advisor	-55	0

Justification of Program Changes for Candidate Conservation

The 2012 budget request for Candidate Conservation is \$11,426,000 and 77 FTE, a net program change of -\$1,000,000 and 0 FTE from the 2010 Enacted/2011 annualized Continuing Resolution.

Idaho Sage Grouse (-\$1,000,000/+0 FTE)

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 to implement the Idaho Sage-Grouse Management Plan. The Service is not requesting continued Candidate Conservation funding for this earmark in 2012. 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 by 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 State Wildlife Action Plans), tribes, and other partners and stakeholders.

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 whether they have habitat on federal or non-federal lands. One recent example is the adoption of two coordinated candidate agreements, one involving non-federal



Kentucky arrow darter, a new candidate species
 Matt Thomas, Kentucky Department of Fish and
 Wildlife Resources

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 an 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.

2012 Program Performance

Currently, 254 species are candidates for listing. Due to pending petitions to list several hundred additional species, this number may increase in FY 2012 and beyond.

In 2012, the Candidate Conservation Program will continue providing technical assistance for developing Candidate Conservation Agreements (CCA) and Candidate Conservation Agreements with Assurances (CCAA), and facilitating voluntary conservation efforts by private landowners, states, tribes, territories, federal agencies (especially 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 and anticipates implementing 115 conservation actions for spotlight species-at-risk in FY 2012. 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 to increase efficiency and maximize benefits to target species.

Proposed accomplishments in FY 2012 are:

- The Service will continue to collaborate with the states and other partners, to conduct activities that reduce the number of species-at-risk for listing through conservation actions or agreements. The program goal is to reduce the number of species that meet the definition of threatened or endangered by one in FY 2012. To accomplish this, it will continue 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 258 species. This includes the 254 species projected as candidates during FY 2012, and assessing 4 additional species 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.

Species assessments include information on threats to 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 2012 will depend on the assessment outcomes for 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. We then 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 also will provide information and training to increase the efficiency and effectiveness of candidate conservation efforts. This includes continuing our close partnership with states to design and implement new conservation agreements, strategies, and management actions for candidate and potential candidate species identified in 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 that help to make listing unnecessary for certain candidate and other species-at-risk.

**Subactivity: Endangered Species
Program Element: Listing and Critical Habitat**

	2010 Actual	2010 Enacted / 2011 CR	2012 President's Budget				Change from 2011 CR (+/-)
			Fixed Costs & Related Changes (+/-)	Administrative Cost Savings (-)	Program Changes (+/-)	Budget Request	
Critical Habitat (\$000)	11,632	11,632	-46	-155	-1,000	10,431	-1,201
FTE	64	64	0	0	-2	62	-2
Listing (\$000)	9,971	8,971	-13	-111	0	8,847	-124
FTE	61	58	0	0	0	58	0
Foreign Listing (\$000)	500	1,500	0	0	0	1,500	0
FTE	3	6	0	0	0	6	0
Petitions (\$000)	0	0	0	0	+3,866	3,866	+3,866
FTE	0	0	0	0	+15	15	+15
Listing (\$000)	22,103	22,103	-59	-266	+2,866	24,644	+2,541
FTE	128	128	0	0	+13	141	+13

Summary of 2012 Program Changes for Listing and Critical Habitat

Request Component	(\$000)	FTE
• Critical Habitat	-1,000	-2
• Petitions	+3,866	+15
Program Changes	2,866	+13
Request Component	(\$000)	FTE
Internal Transfer – Critical Habitat – Office of the Science Advisor	-55	0
Internal Transfer – Listing – Office of the Science Advisor	-28	0

Justification of Changes for Listing and Critical Habitat

The 2012 budget request for Listing and Critical Habitat is \$24,644,000 and 141 FTE, a net program change of +\$2,866,000 and +13 FTEs from the 2010 Enacted/2011 annualized Continuing Resolution.

Critical Habitat (-\$1,000,000/-2 FTE)

As significant progress is currently being made to develop proposed and final rules for determination of critical habitat for presently listed species, reduction of critical habitat determinations is projected for FY 2012.

Petitions (+\$3,866,000/+15 FTE)

The Service requests increased funding as well as an appropriations language funding sub-cap for petitions. The many requests for species petitions has inundated the Listing Program's domestic species listing capabilities, impeding expeditious progress on listing Candidate species.

The Service was petitioned to list an average of 20 species per year from 1994 to 2006 and was petitioned to list 695 species in 2007, 56 species in 2008, and 63 species in 2009. In 2010, the Service received

many new petitions, as well as a single petition to list 404 species. As petition workload has increased to meet these demands, the Service’s ability to initiate new listings determinations has diminished. As such, the addition of sub-cap language to specify the level of effort directed to petition findings will enable the Service to maintain steady funding for new listings of domestic candidate species in need of protection under the ESA. With additional funding, the Service anticipates completes 39 additional 90-day and 12-month petition findings, while also initiating proposed listing determinations for 93 species with the remaining Listing funding.

Endangered Species Listing - Performance Change Table

Performance Goal	2007 Actual	2008 Actual	2009 Actual	2010 Actual	2011 Plan	2012 PB	Program Change Accruing in 2012	Program Change Accruing in Out- years
CSF 7.32 Percent of final listing determinations promulgated in a timely manner	n/a	0%	17%	20% (1 of 5)	33% (3 of 9)	44% (17 of 39)	10% (30.8%)	n/a
CSF Total Actual/Projected Expenditures (\$000)	n/a	n/a	n/a	\$17,328	\$52,660	\$302,284	\$249,624	n/a
CSF Program Total Actual/Projected Expenditures (\$000)	n/a	n/a	n/a	\$13,329	\$13,503	\$13,678	\$176	n/a
Actual/Projected Cost Per Unit (whole dollars)	n/a	n/a	n/a	\$17,327,961	\$17,553,224	\$17,781,416	\$228,192	n/a
Comments	Number of determinations based on current estimated workload for FY 2012.							
7.32.2 % of petition findings made within one fiscal year of petition receipt	n/a	0%	0%	12% (9 of 77)	4% (1 of 25)	(0 of 80)	-1	n/a
Comments	Number of determinations based on current estimated workload for FY 2012. Absent a petition sub-cap, the number of petition findings may vary.							
7.32.3 % of critical habitat rules promulgated in a timely manner	n/a	0%	60%	57% (4 of 7)	69% (9 of 13)	17% (25 of 147)	-52%	n/a
Comments	Number of determinations based on current estimated workload for FY 2012.							

Program Overview

Listing a species and designating critical habitat provides species with the protections of the ESA, and focuses resources and efforts by the Service and its partners on the recovery of the species. The Listing program works to determine whether species meet the definition of threatened or endangered under the

ESA. Species can be selected for evaluation based on Service priorities or they can be petitioned by the public under the ESA. When the Service receives a petition, the ESA requires a response within set timeframes. The Listing program also is responsible for designating critical habitat as required under the ESA. These determinations must be made on the basis of the best scientific and commercial data available.

ESA DEFINITIONS	
<i>Endangered</i>	<i>Threatened</i>
- 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 conducts the listing process for species it identifies as needing the protections of the ESA, candidate species, or species for which it determines listing is warranted upon review of petitions. 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. Recovery efforts for species also 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.

The ESA does not distinguish between foreign and domestic species with respect to listing, delisting, and reclassification. Until Fiscal Year 2010, 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 Endangered Species program’s mandate to respond to petitions and to list species within specified timeframes for both foreign and domestic species.

The Endangered Species Program works 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. There are a broad range of 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 proposes a budget sub-cap 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.

2012 Program Performance

The Service anticipates the following accomplishments and activities:

Critical Habitat for Already Listed Species

The Service anticipates publishing 11 final critical habitat rules (for 147 species) and 6 proposed critical habitat rules (for 116 species) in FY 2012.

Listing Determinations for U.S. Species*

During the 2012 Fiscal Year, we project the following determinations, including completion of 6 final listing determinations:

- 5 Final listings/critical habitat determinations for 35 species.
- 1 Final listing determination for 2 species.
- 1 Proposed listing determination* for 21 species.
- 17 Proposed listings/critical habitat determinations* for 72 species.
- Emergency listings as necessary.

*Note: Assumes petition sub-cap in FY 2012.

Petition Findings

The Service intends to address 17 petition findings, 90-day and 12-month, for 47 species in FY 2012, with current resources, and address an additional 39, 90-day and 12-month, petition findings if additional resources are provided.

Listing Determinations for Foreign Species

During the 2012 Fiscal Year, we project completion of the following determinations for foreign species:

- 2 Final listing determinations for 2 species.
- 2 Proposed listing determinations for 9 species.
- 2 90-day petition findings for 26 species.
- 4 12-month petition findings for 7 species.

**Subactivity: Endangered Species
Program Element: Consultation and HCPs**

	2010 Actual	2010 Enacted / 2011 CR	2012 President's Budget				Change from 2011 CR (+/-)
			Fixed Costs & Related Changes (+/-)	Administrative Cost Savings (-)	Program Changes (+/-)	Budget Request	
Consultation/HCP							
(\$000)	59,307	59,307	-81	-978	+4,640	62,888	+3,581
FTE	441	441		0	+30	471	+30

Summary of 2012 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
• Ecosystem Restoration – Everglades	+700	+4
• Ecosystem Restoration – Gulf coast	+500	+3
• Ecosystem Restoration – Bay Delta	+1,220	+7
Program Changes	+4,640	+30
Request Component	(\$000)	FTE
Internal Transfer – Office of the Science Advisor	-193	0

Justification of Program Changes for ESA Consultations and HCPs

The 2012 budget request for Consultation and HCPs is \$62,888,000 and 471 FTE, a net program change of +\$4,640,000 and +30 FTE from the 2010 Enacted/2011 annualized Continuing Resolution.

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 reducing 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 requires effective coordination with permitting entities and appropriate environmental review of transmission rights-of-way applications and facilities sites. It also requires 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 multi-species 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 are necessary during plan development to ensure the resulting plan is consensus-based to the extent feasible and implementable. This effort requires intense, focused, and dedicated attention from Consultation staff for renewable projects.

To provide resource information necessary for regional planning and conduct effective and efficient environmental review and approval processes, the Service will implement the internet-based Information, Planning and Consultation System (IPaC) for alternative energy resources throughout the central flyway and western states. IPaC allows for quick analyses of resource threats and the effectiveness of various conservation actions and 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 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 required 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 and 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.

Ecosystem Restoration – Endangered Species Act Consultation for Imperiled Species in the Everglades (+\$700,000/+4 FTE)

The section 7 and section 10 consultation processes under the ESA are particularly important in the Everglades because of the high number of threatened and endangered species (67) and the many threats they face such as habitat loss, invasive species, and 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 Statewide 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 sea level rise and habitat degradation.

Ecosystem Restoration – 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 and Mississippi.

Ecosystem Restoration – Bay Delta (+\$1,220,000/+7 FTE)

This funding will be used to expedite the development, review, permitting, and implementation of high priority conservation measures in the Bay Delta Conservation Plan, to ensure water supply reliability, flood control, water quality, and ecosystem restoration as outlined in the federal Action Plan.

Endangered Species Consultations - Performance Change Table

Performance Goal	2007 Actual	2008 Actual	2009 Actual	2010 Actual	2011 Plan	2012 PB	Program Change Accruing in 2012	Program Change Accruing in Out- years
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%	87% (8,399 of 9,723)	81% (6,052 of 7,512)	81% (6,052 of 7,512)	0%	n/a
CSF Total Actual/Projected Expenditures(\$000)	n/a	n/a	n/a	\$40,020	\$29,212	\$29,591	\$380	n/a
CSF Program Total Actual/Projected Expenditures(\$000)	n/a	n/a	n/a	\$29,638	\$30,024	\$30,414	\$390	n/a
Actual/Projected Cost Per Consultations (whole dollars)	n/a	n/a	n/a	\$4,765	\$4,827	\$4,890	\$63	n/a
Comments	Number of consultations based on current estimated workload for FY 2012.							
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)	78% (1,122 of 1,433)	73% (827 of 1,132)	86% (1,920 of 2,221)	13%	n/a
Comments	Performance increase based on meeting the Secretary's priorities and commitments.							

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. 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 conduct 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 consultations 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 cannot be avoided, and incorporate conservation measures to offset unavoidable impacts in a way that promotes species recovery.

Non-federal applicants play a large role in the consultation process. Many of the federal actions subject to section 7 consultations, 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. An investment in encouraging federal partners to initiate and better prepare for consultations lessens the time needed for Service review. Efficiencies also can be attained through automated data entry and retrieval, web-based access to spatial resource data and consultation planning, and customer education. Service staff have 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 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 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 large-scale regional conservation planning that allows individuals or non-federal entities to receive Incidental Take Permits in an expedited manner.

2012 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 2012 the Service will complete more than 14,000 consultations, of which 1,089 consultations will be renewable energy related.
- Continue to develop and expand the internet-based Information, Planning, and Consultation system (IPaC) 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.

- Ensure that the Consultation and HCP Program's regulations, policies, and guidance effectively address the conservation challenges of today by carrying out a public participation process that engages a broad spectrum of interests affected by or concerned with the ESA. The Service, in partnership with the National Marine Fisheries Service, is focused on: 1) developing a regulatory definition for "destruction or adverse modification" of critical habitat that will guide consultations on projects affecting listed species, and explains the relationship of this threshold to that established by the definition of "jeopardizing the continued existence" of a species; 2) revising and updating the existing regulation governing incidental take of protected species to improve implementation and clarify criteria for incidental take permits; 3) identifying incentives to encourage greater participation in Habitat Conservation Plans and other tools and reduce the transaction time and costs of participation in these programs; and 4) identifying ways for federal agencies to meet their obligations under Section 7(a)(1) of the ESA by using their existing authorities to conserve and recover listed species.

**Subactivity: Endangered Species
Program Element: Recovery of Listed Species**

	2010 Actual	2010 Enacted / 2011 CR	2012 President's Budget				Change from 2011 CR (+/-)
			Fixed Costs & Related Changes (+/-)	Administrative Cost Savings (-)	Program Changes (+/-)	Budget Request	
Recovery							
(\$000)	85,319	85,319	-64	-1,525	-38	83,692	-1,627
FTE	418	418	0	0	+3	421	+3

Summary of 2012 Program Changes for Recovery of Listed Species

Request Component	(\$000)	FTE
• Recovery – Attwater's Prairie Chicken	+1,095	0
• Downeast Maine/Atlantic Salmon	+110	+1
• Ecosystem Restoration – Everglades	+900	+2
• Ecosystem Restoration – Bay Delta	+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
• Ivory Billed Woodpecker	-1,163	-2
• General Program Activities	+4,000	+2
Program Changes	-38	+3
Request Component	(\$000)	FTE
Internal Transfer – Office of the Science Advisor	-221	0
Internal Transfer – Space Transfer	-11	0

Justification of Program Changes for Recovery of Listed Species

The 2012 budget request for Recovery of Listed Species is \$83,692,000 and 421 FTE, a net program change of -\$38,000 and +3 FTE from the 2010 Enacted/2011 annualized Continuing Resolution.

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

The Attwater's prairie-chicken (*Tympanuchus cupido attwateri*) (Attwater's) 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, fewer 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.

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 shows that older hens are more successful at reproduction than first-year hens. The Service must therefore release more birds to grow older age cohorts. Based on the productivity and annual mortality numbers, an estimated minimum of 100 pairs of Attwater's 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. One facility, Fossil Rim Wildlife Center, currently houses more than 50% of the captive Attwater's population. This presents a significant problem since a single catastrophic event or disease outbreak could wipe out that entire facility. This also is inconsistent with the Draft Attwater's Prairie-Chicken Recovery



Attwater's Prairie Chicken

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 near Bartlesville, Oklahoma, and a private landowner have teamed up to establish another dedicated Attwater's 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 released birds.

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.

Ecosystem Restoration – 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 challenges in the Nation such as the Florida panther, Cape Sable seaside sparrow, and Everglade snail kite. These species are dependent on the Everglades ecosystem for their survival and recovery. Until restoration of the Everglades is completed, species conservation and recovery in south Florida will be faced with significant challenges. These funds will allow South Florida Ecological Services Office to work with partners to conserve birds and other species during the transitional period until the Everglades restoration is completed. Specifically, this funding will be used to:

- (1) maximize benefits for multiple species in the short term;
- (2) improve scientific understanding to enhance management and emergency planning; and
- (3) monitor species health for adaptive management.

Ecosystem Restoration – Bay Delta Recovery Initiative (+\$620,000/+0 FTE)

This funding is essential for the Service to lead recovery of threatened and endangered species in the Bay Delta. The delta smelt is hovering on the brink of extinction. This funding will enable the Service to expedite the actions required to recover species and collaborate with 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 that provided grants to states and tribes for livestock producers conducting 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 in FY 2012 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 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 Pacific salmon recovery. There is an array of federal grant programs available for species and habitat conservation, especially focused on salmon and anadromous fish recovery. In light of these other funding and assistance resources, the Service proposes to discontinue funding these efforts in FY 2012.

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 used these funds to coordinate recovery implementation on an ecosystem-based scale for the Lahontan cutthroat trout. Most of the funds support on-the-ground actions and landowner assistance in the Walker and Truckee River basins. They enabled the Service to coordinate with stakeholders affected by the trout's listing and to involve stakeholders in the recovery planning process through a Management Oversight Group comprised of federal, state, and tribal leaders. 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 emanate from the revised Recovery Plan. The Service proposes to discontinue funding these efforts in FY 2012.

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) 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 newly established hatchery and rearing facility supports ongoing and new whooping crane re-introduction activities. The Service proposes to discontinue funding this earmark in FY 2012 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 this unrequested funding in FY 2012 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 \$1,900,000 in unrequested funding targeted for survey, sampling, and diagnostics needed to monitor the spread of WNS disease. The funds also supported developing and utilizing a comprehensive electronic format for 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. 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. The Service proposes to discontinue this unrequested funding in FY 2012 in order to fund higher priority conservation activities elsewhere in the budget request, however base-funded actions will continue.

Ivory Billed Woodpecker (-\$1,163,000/-2 FTE)

The Service has directed this funding to monitoring and research for the presumed to be extinct ivory-billed woodpecker. Ivory-billed woodpeckers have not been documented since the sighting a few years ago. The Service has completed numerous projects with this funding to encourage conservation and recovery of the woodpecker, including pre-commercial thinning and reforestation plans on refuge lands, a new recovery plan, and additional monitoring studies by Cornell University. The Service proposes to discontinue this unrequested funding in FY 2012 in order to fund higher priority conservation activities.

General Program Activities – 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 invasive species, habitat change, development 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 do this for the most vulnerable of listed species, those facing extinction, has been limited. This funding increase will enable the Service to increase collaboration with a wide array of partners and to implement key recovery actions building on past work for declining species.

These funds also will be used to develop recovery plans for newly listed species, revise recovery plans for species whose plans are no longer current, and perform five-year reviews for other species to evaluate their current threatened or endangered classification and ensure their recovery programs are effective. These actions will help prevent the further decline of listed species. The Service must develop recovery plans for newly listed species to ensure a comprehensive and coordinated recovery effort is implemented with our conservation partners. Ninety-one (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 also will help to address the increased petition and foreign species workload. There are currently 29 petitions pending (delisting 23: 20 domestic, 3 international; reclassify to threatened 6: 2 domestic, 4 international.)

2012 Internal Transfer (-\$11,000)

This internal transfer from Endangered Species (ES) Recovery to the Office of Law Enforcement (OLE) corrects an error that occurred when the FY 2005 user-pay space reprogramming was executed. Too little space was attributed to the OLE office in Olympia, Washington, and too much to the ES Office in Washington. This change provides the OLE office in Olympia with the correct amount of funding for the amount of space occupied.

Endangered Species Recovery - Performance Change Table

Performance Goal	2007 Actual	2008 Actual	2009 Actual	2010 Actual	2011 Plan	2012 PB	Program Change Accruing in 2012	Program Change Accruing in Out-years
CSF 7.30 Percent of recovery actions for listed Spotlight species implemented	n/a	n/a	n/a	60% (762 of 1,261)	48% (605 of 1,249)	48% (605 of 1,249)	0%	n/a
CSF Total Actual/Projected Expenditures (\$000)	n/a	n/a	n/a	\$95,840	\$77,083	\$78,085	\$1,002	n/a
CSF Program Total Actual/Projected Expenditures (\$000)	n/a	n/a	n/a	\$56,671	\$57,408	\$58,154	\$746	n/a
Actual/Projected Cost Per Actions (whole dollars)	n/a	n/a	n/a	\$125,775	\$127,410	\$129,066	\$1,656	n/a
Comments	Performance will be achieved by building partnerships to help the Service implement 5,751 recovery actions (including habitat restoration, captive propagation, and reintroduction) for all listed species.							
7.30.8 Percent of threatened and endangered species recovery actions implemented	n/a	n/a	n/a	n/a	n/a	63% (5,751 of 9,183)	n/a	n/a
Comments	New measure for FY 2012. Additional performance is a result of additional funding for declining species.							

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.

Three examples of successful multi-party partnerships, all awarded the Service’s 2009 Recovery Champions Award, include:

Willamette Valley Prairie Restoration Team – Service biologists from the Partners for Fish and Wildlife, National Wildlife Refuge, and Endangered Species Recovery programs took a

collaborative approach to large-scale conservation, engaging partners to restore a biologically rich ecosystem where development pressures continue and the majority of property is privately owned. Using GIS technology to design the plan, the group has protected core populations of the Fender's blue butterfly, Kincaid's lupine, golden paintbrush, Nelson's checker-mallow, Willamette daisy, and Bradshaw's desert parsley. Landscape-scale planning has also identified critical areas of habitat connectivity for wetlands, upland prairies, and oak savannas. This initiative has restored thousands of acres of habitat, cultivated native plants, and expanded seed collections to ensure genetic diversity. The effort doubled the Fender's blue butterfly population, discovered new populations of the species, and documented golden paintbrush blooms in the Willamette Valley for the first time in years. These achievements reflect the trust of private landowners and the participation of a range of stakeholders.

U.S. Army Corps of Engineers, Philadelphia District – The Philadelphia District of the U.S. Army Corps of Engineers has helped to conserve the threatened piping plover and seabeach amaranth along approximately 100 miles of the New Jersey coast from Ocean County to Cape May. The District has shown exemplary leadership in using its authorities under Section 7(a)(1) to carry out programs for the conservation of listed species while still meeting the goal of coastal storm protection. Innovative conservation measures are being implemented through programmatic consultation on beach nourishment (replenishing sand lost through erosion) actions. These include providing piping plover stewards to abate impacts to plover nests and chicks caused from increased public use of improved beaches and requiring that towns develop site-specific endangered species beach management plans. The District's regulatory staff has been committed in requiring prompt restoration of damages to piping plover habitat caused by violations of the Clean Water Act.



Piping plover chick / photo by Nick Kontonikolas, Edwin B. Forsythe NWR

Attwater's Prairie Chicken Recovery

Partnership - The partnership between NASA's Johnson Space

Center, the Houston Zoo, Dow Pipe and Fence Supply Company, and the Attwater's Prairie Chicken National Wildlife Refuge has led one of the most endangered species in North America, the Attwater's prairie-chicken, to take meaningful steps away from the brink of extinction. Participating in the Service's Statewide Texas Recovery Program, the Houston Zoo and NASA's Johnson Space Center joined to build a breeding facility on a quiet piece of coastal prairie on the Space Center's grounds. In 2005, with funding and material provided by Dow Fence and Pipe Company, and labor provided by NASA and Houston Zoo volunteers, the Houston Zoo's breeding facility at Johnson Space Center became a reality. In 2008, the facility hatched 112 eggs, with 78 chicks surviving to eight weeks. As a result of this achievement, partners released 57 Attwater's prairie-chickens at three sites—two Safe Harbor properties and the Attwater Prairie Chicken National Wildlife Refuge. In December 2009, continuing their dedication to this shared mission, partners broke ground on an expansion of the breeding facility to double its size and increase its success.

The Recovery program uses the flexibility in the implementation of the ESA whenever advantageous, 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 are used 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.

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. Recovery management agreements 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 species listing so that it can be delisted or reclassified from endangered to threatened status. This requires decades of constant monitoring, adaptive management, and holistic planning, together with close coordination and technical leadership to our partners to assist their recovery efforts.

2012 Program Performance

The Service anticipates the following accomplishments and activities:

- Initiate 5-year reviews for 220 species in FY 2012, and complete approximately 2005-year reviews initiated in prior years.
- Implement 3rd year of 5-year action plans for 144 Spotlight species, based on current recovery plans.
- Build partnerships to help the Service implement 5,751 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 605 recovery actions for Spotlight species, or 48% of the actions identified in Spotlight species action plans.
- Gather data in FY 2011 to set a baseline for reporting performance in FY 2012 under the new Performance Measure: percent of threatened and endangered species that have improved based on the latest 5-year status review recommendation.