



U.S. Fish & Wildlife Service

## Fisheries and Habitat Conservation Division of Habitat and Resource Conservation

June 2006

### Report to Congress Sikes Act and Integrated Natural Resource Management Plans Activities and Expenditures for FY 2005



## Executive Summary

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

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

In Fiscal Year (FY) 2005, the USFWS and the States expended \$8,717,801 on the development, review, and/or implementation of INRMPs for 200 military installations. (table 1) Nationally, the USFWS expended a total of \$5,161,432, down slightly from the \$5,768,886 expended in the previous fiscal year, FY 2004. In FY 2005, \$2,093,241 of the expenditures was the USFWS' own appropriated funds and \$3,068,191 was of DoD-provided funds. None of the funds used by the USFWS for Sikes Act activities were appropriated specifically for Sikes Act projects, rather these activities were performed by using existing base program funds. Twenty-seven States including 2 United States territories reported Sikes Act-related expenditures to the USFWS totaling \$3,556,369, up significantly from the \$2,124,880 expended in FY 2004. For the purpose of this report, the term States includes United States territories and the District of Columbia. Of the total expenditures by the States, \$3,183,847 was of their own funds and \$372,522 of DoD-provided funds.

	USFWS	States	Total
Program Funds	\$2,093,241	\$3,183,847	\$5,314,953
DoD-Provided Funds	\$3,068,191	\$372,522	\$3,440,713
Total	\$5,161,432	\$3,556,369	\$8,717,801

Table 1. FY 2005 summary of funds expended by the USFWS, including the Washington Office, and the States for Sikes Act activities

## Introduction

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

## Complementary Missions

The DoD manages approximately 30 million acres of land on its major military installations in the United States. Limits on access to these lands, due to security and safety concerns, have sheltered them from development and other adverse impacts, providing a unique opportunity to conserve natural resources. This relative isolation has preserved many rare plant and animal species and native habitats such as old-growth forests, tall-grass prairies, and vernal pool wetlands. In addition, more than 300 threatened and endangered species inhabit DoD-managed lands.

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



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

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

In FY 2005, the USFWS and the States worked with 200 military installations to develop, review, and/or implement INRMPs. Most of the INRMPs that the USFWS and the States

worked on were from the Army and Air Force. (Figures 1 and 2) The USFWS and the States expended the least amount of funds on Navy installation activities, but still worked on more Navy INRMPs than for either the Army National Guard or the Marine Corps.

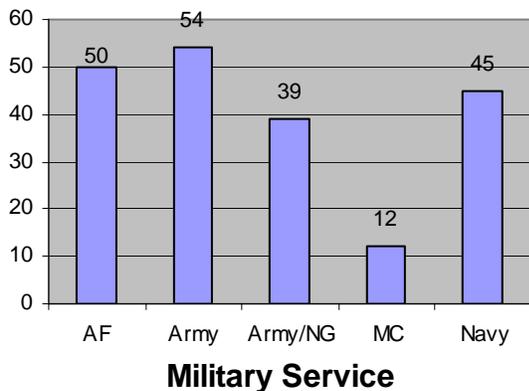


Figure 1. Number of military installations that benefited from USFWS and the States expenditures listed by military service in FY 2005

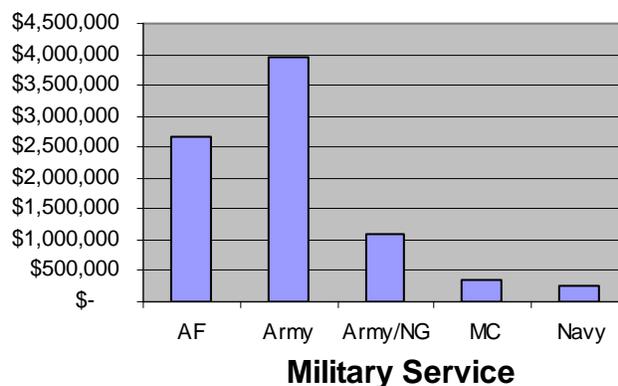


Figure 2. USFWS and the States expenditures listed by military service in FY 2005

### Mutual Challenges

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

The Sikes Act stipulates that INRMPs undergo a formal review process every 5 years. This requires a continual process of cooperation and coordination between the USFWS, DoD, and the States. Military installations must review their INRMPs, revise them if necessary, and obtain public comment and the mutual agreement of the USFWS and States.



The next round of INRMP formal reviews and revisions, if necessary, are due by November 2006. Some revised INRMPs are currently undergoing formal review. However, the majority of them have not yet started the review process. The USFWS is working with the DoD and the States to develop strategies to meet the anticipated increased workload for USFWS and the States in participating in the 5-year review. Work with the military by the USFWS peaks during the year that INRMPs are due to be revised and tapers off the years thereafter. (Figure 3) The military and the USFWS developed a strategy to reduce the 5-year workload by conducting an annual INRMP update to informally solicit feedback concerning the implementation and effectiveness of the plans from the USFWS and the States. Theoretically, this will distribute the

USFWS and States INRMP review effort over the 5 years and reduce the work load in the fifth year. The DoD guidelines recommend annual informal INRMP reviews. However, the USFWS' ability to participate in the DoD annual reviews is limited due to funding limitations and competing priorities.

In 2004, the National Defense Authorization Act (Public law 108-136) reauthorized the Sikes Act, emphasizing the Nation's continued commitment to the development and implementation of INRMPs that will conserve our natural resources and maintain military preparedness. The National Defense Authorization Act for FY 2004 also amended the Endangered Species Act to preclude the designation of critical habitat on DoD lands that subject to an INRMP prepared under the Sikes Act. Under the amendment, the Secretary of the Interior must determine in writing that such a plan provides a benefit to the species for which critical habitat is proposed for designation. This legislative change further emphasizes the importance of developing and implementing high quality INRMPs.

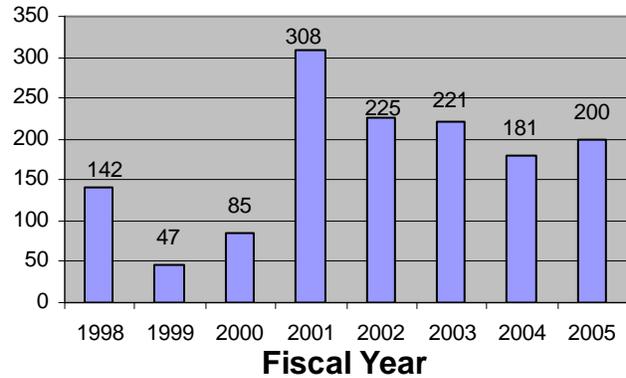


Figure 3. Number of military installations for which the USFWS and States reported expenditures from FY 2001 to FY 2005

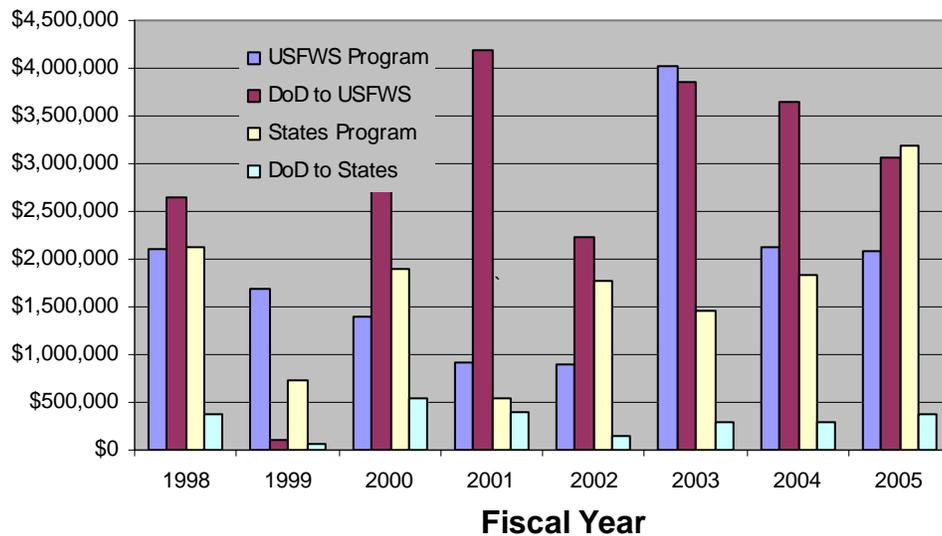


Figure 4. Sikes Act expenditures by the USFWS and States from FY 1998 to FY 2005

Figure 4 details expenditures by USFWS and the States from FY 1998 to FY 2005. Our Sikes Act-related activities are accomplished through a combination of appropriated and interagency agreement funds. The USFWS program funds consist of appropriated funds from various sub-activities, carried out by staff tasked with other competing priority assignments and workloads. Due to these competing high priority needs and budget constraints, the USFWS has not requested appropriations under Sikes Act authority. The USFWS will continue to fulfill our

Sikes Act duties in this manner. We continue to work with the DoD to seek ways to improve our capabilities to be more effective and expeditious in our Sikes Act-related work.

### Collaborative Partnerships

The USFWS began its partnership with the DoD following the enactment of the original Sikes Act in 1960. Since that time, the USFWS and the DoD have worked together on many cooperative projects on military lands. The first Memorandum of Understanding (MOU) between the USFWS and DoD establishing a cooperative relationship to manage military lands was signed in 1978 and revised in 1999, further strengthening the relationship. The USFWS, DoD, and the States again revised the MOU in January 2006 to better define roles and identify cooperative opportunities in the implementation of the Sikes Act. This partnership is further expanded by including the Association of Fish and Wildlife Agencies (AFWA), representing the States, as a third signatory to the MOU. The new MOU also formalized the Sikes Act Core Group, an interagency group comprised of representatives from the DoD, each of the military services, AFWA, and the USFWS. The Core Group meets regularly in Washington, D.C. and is actively engaged in the coordination of Sikes Act issues at the national level, including encouraging partnerships at the regional and installation levels.

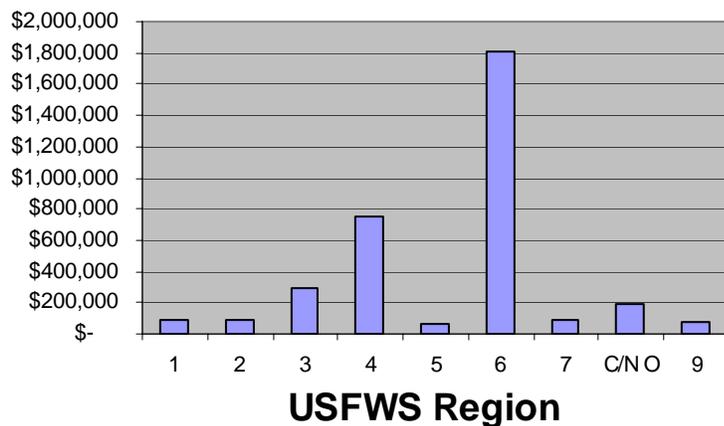


Figure 5. FY 2005 Interagency Funding provided to the USFWS and the States by the military listed by USFWS region.

A primary goal of the USFWS, DoD, and the States is early coordination in the INRMP development phase that leads to long-term resource partnership teams that function throughout the development, implementation, monitoring, and revision of INRMPs. One way to ensure Service INRMP participation specific to an installation’s needs is through cooperative funding agreements. In FY 2005, the military entered into 26 cooperatively funded agreements totaling \$3,068,191 with the USFWS and 6 totaling \$372,522 with the States to carry out Sikes Act-related activities. (Figure 5)

Of the \$3,068,191 in DoD funding to the USFWS, \$1,181,155, or 38 percent of the cooperative funding was provided solely for Fort Carson/Pinyon Canyon in Colorado. The partnership built between the USFWS and Fort Carson/Pinyon Canyon began in 1982 and is the largest and one of the longest standing cooperatively funded agreements for the USFWS to conduct fish and wildlife management duties on a military installation in the United States. Examples of other cooperative relationships between the military and the USFWS are described below.

Fort Riley's Conservation Office (Division) is an excellent example of the Army's role in effective partnering with the USFWS. This partnering has greatly benefited regional conservation efforts while fully supporting Fort Riley's military mission. For example, Fort Riley partnered with the USFWS and The Nature Conservancy to establish the Fort Riley Prairie Partnership, an effort developed to lead activities to conserve the tall grass prairie ecosystem on Fort Riley and adjacent private lands. This example shows how the Sikes Act, which applies to lands owned by military, can lead to conservation efforts outside military lands. The management framework and goals contained in INRMPs provide a foundation for DoD installations to create conservation partnerships that benefit lands adjacent to the installations. Fort Riley also provided important assistance to the USFWS in support of research and monitoring activities for listed and candidate species, both on and off the installation. Implementation of Fort Riley's INRMP precluded the designation of critical habitat for the endangered Topeka shiner on Fort Riley, a first for an Army installation. Fort Riley also



partnered with the Service on the development and management of wetland projects on the installation. The Division and the USFWS Kansas Field Office have established a cooperative spirit and level of trust in conserving our natural resources. In recognition of these accomplishments, in March 2006, the USFWS presented Fort Riley with the Military Installation Conservation Partner Award for 2005.

Naval Air Station (NAS) Kingsville in Southern Texas is a leader in natural resources partnering team development. NAS Kingsville, 2 other area naval installations, the USFWS, and Texas Parks and Wildlife Department formed the South Texas Natural Resources Partnering Team (STNRPT). The team meets quarterly to review INRMP projects and plan updates; provide inter-agency education and information exchange; and resolve any areas of potential conflict at the earliest opportunity. In August 2005, the STNRPT was highlighted by the White House Conference on Cooperative Conservation as a national role model for DoD and military conservation partnerships.

As a member of the STNRPT, NAS Kingsville has worked with the Service on a number of conservation projects. One major accomplishment by the Team in 2005 was the completion of the endangered South Texas Ambrosia (*Ambrosia cheirantifolia*) management plan. NAS Kingsville implemented this recovery-type plan to benefit the South Texas Ambrosia which is found on NAS Kingsville's main station. Because the South Texas Ambrosia is a short-grass prairie species and is managed by mowing, keeping areas mowed to certain heights benefits this species and meshes well with the Navy's general maintenance plans. Therefore, managing for the South Texas Ambrosia on NAS Kingsville and outlying Navy ranges managed by NAS Kingsville benefits both the resource and the military mission. NAS Kingsville's conservation plan is a recovery road map that leads by example for other conservation partners, including surrounding private ranches.



The U. S. Air Force Academy (USAFA) has worked cooperatively with the USFWS, the Colorado Division of Wildlife (CDOW), the U.S. Forest Service (USFS), and other organizations on a wide variety of natural resource issues and programs. The success of the cooperative work at the USAFA is in part because of an agreement between the USAFA, USFWS, and CDOW to provide funding and mutual aid for natural resources conservation and management. Under this agreement, the USAFA participated on the threatened Preble's meadow jumping

mouse recovery planning team, implemented a conservation agreement for the species to streamline ESA compliance, and conducted population and habitat monitoring and research. The USAFA also erected an educational kiosk explaining riparian and wetland habitat requirements for the conservation and management for the Preble's meadow jumping mouse on the Academy.

The USAFA manages a popular hunting and fishing program, and is a recognized leader in managing urban deer and elk populations. The USAFA also coordinates with the USFWS and CDOW to monitor fish and wildlife pests and diseases, including chronic wasting disease, New Zealand mudsnails, whirling disease, anchor worms, and unwanted fish species.



The USAFA coordinated with the USFS on preparing a trail management and maintenance plan, and on the use of interagency trails. The plan was implemented by initiating extensive upgrades and repairs to 20 miles of recreational trails.

### Expenditures

Since FY 1998, the USFWS has reported to Congress expenditures by the USFWS and the States for the implementation of requirements of the Sikes Act. In order to carry out the conservation mission at the various installations, the USFWS and the States expend their own funds in addition to funds provided to them by DoD. In FY 2005, the USFWS and the States expended \$8,717,801 to assist in development, review, and/or implementation of INRMPs for 200 military installations. Twenty-seven State fish and wildlife agencies reported to the USFWS that they expended staff time and funds on Sikes Act-related activities.



### U.S. Fish & Wildlife Service Regions

Figure 6. U.S. Fish and Wildlife Service Regions  
 \* = Regional Office

Nationally, the USFWS expended a total of \$5,161,432 pursuant to the Sikes Act in FY 2005. Forty-one percent or \$2,093,241 of this total was taken from the USFWS' appropriated funds, and 59 percent or \$3,068,191 was provided to the USFWS by the DoD through cooperative funding agreements.

Figure 7 provides the total FY 2005 Sikes Act expenditures by the USFWS and States listed by the USFWS Region. Tables 2 through 9, in the Appendix, provide specific dollar expenditures listed by State. A total of \$3,556,369 was expended by the States in FY 2005 pursuant to the Sikes Act. Ninety percent or \$3,183,847 of this total was from State conservation funds, and 10 percent or \$372,522 was provided to the States by the DoD. The highest Sikes Act expenditures by State fish and wildlife agencies were in Regions 1 and 4 related to work at Andersen AFB in Guam and several installations in the Southeast states. State wildlife agencies in the Midwestern USFWS Region 3 received the highest amount of cooperative funding dollars from the military related to work at Camp Ripley in Minnesota.

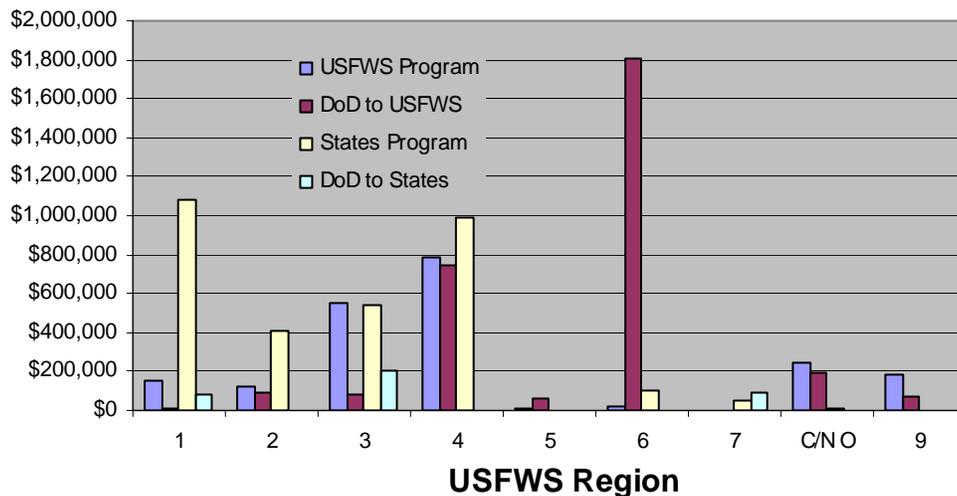


Figure 7. FY 2005 Sikes Act expenditures by the USFWS and States listed by USFWS Region

The highest level of expenditures at an installation by the USFWS was in Region 6. These expenditures consisted of funds provided by the DoD to the USFWS through an interagency agreement between Fort Carson and the USFWS. The highest levels of expenditures of USFWS program funds were in Regions 3 and 4 related to work at Fort Polk in Louisiana and Savanna Army Depot in Illinois. USFWS Staff worked with the most military installations in the USFWS Southeast Region 4 (60 installations) and Southwest Region 2 (30 installations). (Figure 8)

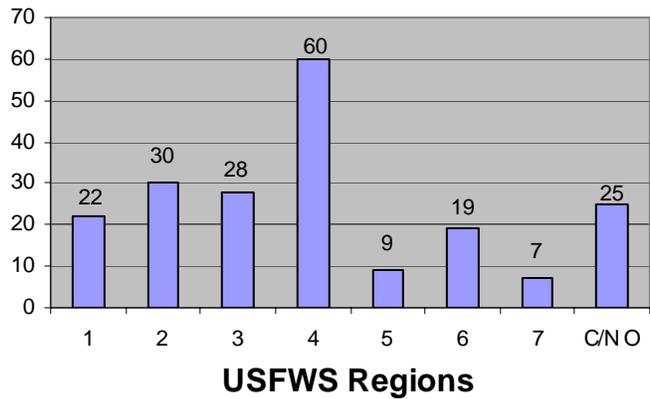


Figure 8. Number of Military Installations for which the USFWS and States Reported Expenditures in FY 2005 listed by USFWS Region.

The work that the USFWS and the States conduct on military installations includes a variety of activities related to developing and implementing INRMPs that will achieve environmental compliance, fully realize opportunities for the restoration and enhancement of fish and wildlife resources, and provide multiple use and recreational opportunities. In FY 2005, the USFWS collected information from USFWS field offices and State fish and wildlife agencies on the following activity categories:

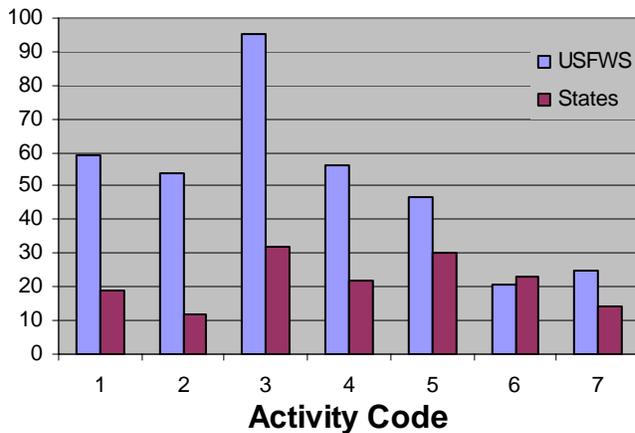


Figure 9. The number of military installations for which the USFWS or States reported use of a Sikes Act activity code listed by USFWS Region in FY 2005. The chart activity code numbers correspond with the descriptions above.

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

USFWS and State expenditures of \$8,717,801 in FY 2005 were more than the \$7,893,756 expended in the previous fiscal year, FY 2004. The primary reason is that in FY 2005 the USFWS and States worked on an additional 19 military installations, involving about 30 more installation site reviews and interagency meetings in FY 2005, than in FY 2004. (Figure 9)

In FY 2005, USFWS field offices reported working additional hours in all activities, except for field technical assistance and INRMP implementation activities, which remained about the same as in FY 2004. Most of the activities conducted by the States consisted of installation site reviews, interagency meetings, and field technical assistance, such as wildlife surveys and habitat assessments. (Figure 9)

## Continued Commitment

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

This report was prepared by Ms. Laura Henze, National Sikes Act Coordinator for the U.S. Fish and Wildlife Service. For additional information, please contact Ms. Henze or Mr. David Stout, Chief, Division of Habitat and Resource Conservation, at 4401 North Fairfax Drive, Room 400, Arlington, Virginia, 22203; phone (703) 358-2161; or by email [Dave\\_Stout@fws.gov](mailto:Dave_Stout@fws.gov), or [Laura\\_Henze@fws.gov](mailto:Laura_Henze@fws.gov).

# **APPENDIX**

**FY 2005 Sikes Act  
USFWS and State Expenditures  
by  
USFWS Region and State**

Table 2. Total USFWS/States FY 2005 Sikes Act expenditures, including DoD provided funds, and number of military installations for which expenditures were reported, for each State in USFWS Region 1.

<b>Region 1</b>		
<b>States Where USFWS/States Reported Expenditures</b>	<b>Number of Installations Benefiting From Expenditures</b>	<b>Total USFWS/States Expenditures Reported Per State</b>
Guam	2	\$1,000,239
Hawaii	7	\$167,068
Idaho	3	\$1,989
Northern Mariana Is.	1	\$52,626
Oregon	2	\$1,332
Washington	7	\$104,807
Regional Office	N/A	\$0
<b>TOTAL</b>	<b>22</b>	<b>\$1,328,061</b>

Table 3. Total USFWS/States FY 2005 Sikes Act expenditures, including DoD provided funds, and number of military installations for which expenditures were reported, for each State in USFWS Region 2.

<b>Region 2</b>		
<b>States Where USFWS/States Reported Expenditures</b>	<b>Number of Installations Benefiting From Expenditures</b>	<b>Total USFWS/States Expenditures Reported Per State</b>
Arizona	7	\$463,838
New Mexico	4	\$3,423
Oklahoma	6	\$15,635
Texas	13	\$42,255
Regional Office	N/A	\$99,251
<b>TOTAL</b>	<b>30</b>	<b>\$624,402</b>

Table 4. Total USFWS/States FY 2005 Sikes Act expenditures, including DoD provided funds, and number of military installations for which expenditures were reported, for each State in USFWS Region 3.

<b>Region 3</b>		
<b>States Where USFWS/States Reported Expenditures</b>	<b>Number of Installations Benefiting From Expenditures</b>	<b>Total USFWS/States Expenditures Reported Per State</b>
Iowa	1	\$2,220
Illinois	8	\$563,244
Indiana	8	\$95,566
Michigan	3	\$8,852
Minnesota	3	\$517,580
Missouri	1	\$159,908
Ohio	2	\$2,822
Wisconsin	2	\$23,569
Regional Office	N/A	\$6,938
<b>TOTAL</b>	<b>28</b>	<b>\$1,380,699</b>

Table 5. Total USFWS/States FY 2005 Sikes Act expenditures, including DoD provided funds, and number of military installations for which expenditures were reported, for each State in USFWS Region 4.

<b>Region 4</b>		
<b>States Where USFWS/States Reported Expenditures</b>	<b>Number of Installations Benefiting From Expenditures</b>	<b>Total USFWS/States Expenditures Reported Per State</b>
Arkansas	2	\$380,991
Florida	12	\$519,417
Georgia	8	\$68,187
Kentucky	6	\$648,965
Louisiana	4	\$545,847
Mississippi	6	\$9,621
North Carolina	9	\$30,576
Puerto Rico	3	\$6,106
South Carolina	8	\$25,093
Tennes	2	\$274,068
Regional Office	N/A	\$15,727
<b>TOTAL</b>	<b>60</b>	<b>\$2,524,598</b>

Table 6. Total USFWS/States FY 2005 Sikes Act expenditures, including DoD provided funds, and number of military installations for which expenditures were reported, for each State in USFWS Region 5.

<b>Region 5</b>		
<b>States Where USFWS/States Reported Expenditures</b>	<b>Number of Installations Benefiting From Expenditures</b>	<b>Total USFWS/States Expenditures Reported Per State</b>
Massachusetts	2	\$4,071
Maryland	1	\$26,148
Maine	1	\$463
New Jersey	1	\$463
Virginia	4	\$47,679
Regional Office	N/A	\$3,701
<b>TOTAL</b>	<b>9</b>	<b>\$82,525</b>

Table 7. Total USFWS/States FY 2005 Sikes Act expenditures, including DoD provided funds, and number of military installations for which expenditures were reported, for each State in USFWS Region 6.

<b>Region 6</b>		
<b>States Where USFWS/States Reported Expenditures</b>	<b>Number of Installations Benefiting From Expenditures</b>	<b>Total USFWS/States Expenditures Reported Per State</b>
Colorado	5	\$1,794,588
Kansas	6	\$34,928
Montana	3	\$26,769
North Dakota	1	\$4,209
Utah	1	\$55,187
Wyoming	3	\$4,348
Regional Office	N/A	\$5,551
<b>TOTAL</b>	<b>19</b>	<b>\$1,925,579</b>

Table 8. Total USFWS/States FY 2005 Sikes Act expenditures, including DoD provided funds, and number of military installations for which expenditures were reported, for each State in USFWS Region 7.

<b>Region 7</b>		
<b>States Where USFWS/States Reported Expenditures</b>	<b>Number of Installations Benefiting From Expenditures</b>	<b>Total USFWS/States Expenditures Reported Per State</b>
Alaska	7	\$137,191
Regional Office	N/A	\$1,480
<b>TOTAL</b>	<b>7</b>	<b>\$138,671</b>

Table 9. Total USFWS/States FY 2004 Sikes Act expenditures, including DoD provided funds, and number of military installations for which expenditures were reported, for each State in USFWS California/Nevada Office.

<b>California/Nevada Office</b>		
<b>States Where USFWS/States Reported Expenditures</b>	<b>Number of Installations Benefiting From Expenditures</b>	<b>Total USFWS/States Expenditures Reported Per State</b>
California	22	\$438,801
Nevada	3	\$14,528
C/N Office	N/A	\$925
<b>TOTAL</b>	<b>25</b>	<b>\$454,254</b>