

U.S. Fish & Wildlife Service



Fisheries  
& Habitat  
Conservation

# Fisheries and Habitat Conservation

## Division of Habitat and Resource Conservation

### *Sikes Act FY 2007 Expenditures Report to Congress*

*April 2008*

## 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 (States), to submit a report to Congress each year detailing expenditures for the development and implementation of Integrated Natural Resources Management Plans (INRMPs). For the purpose of this report, the term States includes the 50 States, United States territories and the District of Columbia.

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 of installation commanders, the USFWS, and the States on the management of natural resources. INRMPs must be reviewed by the parties regularly, and no less than every five years. Since the enactment of the Sikes Act Implementation Act of 1997, 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) 2007, the USFWS and the States expended \$11,687,176 on the development, review, and/or implementation of INRMPs for 163 military installations (Table 1). Nationally, the USFWS expended a total of \$9,936,350, up from the \$6,627,774 expended in the previous fiscal year, FY 2006. In FY 2007, \$4,763,515 of the expenditures were USFWS' appropriated funds and \$5,172,835 were funds provided to the USFWS by the DoD. 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 funds from existing base programs. Forty States including Guam reported Sikes Act-related expenditures to the USFWS totaling \$1,750,825, down from the \$2,306,300 reported in FY 2006. Of the total expenditures by the States, \$1,565,831 were their own funds and \$184,994 were DoD-provided funds.

	USFWS	States	Total
Program Funds	\$4,763,515	\$1,565,831	\$6,329,346
DoD-Provided Funds	\$5,172,835	\$184,994	\$5,357,829
Total	\$9,936,350	\$1,750,825	\$11,687,176

Table 1. FY 2007 summary of funds expended by the USFWS and the States for Sikes Act activities.

## Introduction

Since 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 Sikes Act provides an important mechanism for contribution toward conserving, protecting, and enhancing the nation's fish, wildlife, and plants and their habitats. The law provides for the incorporation of

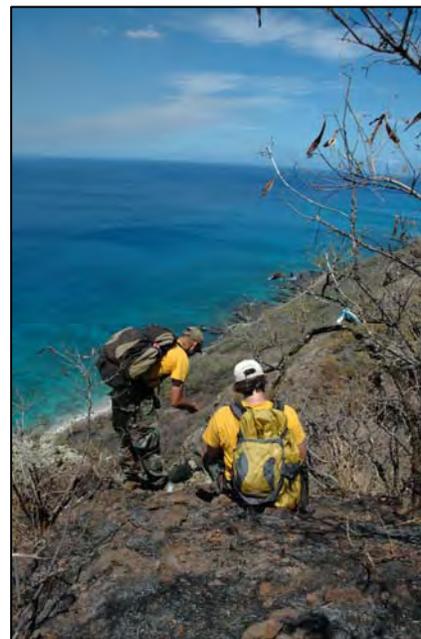
the expertise of the USFWS and the States into the management of natural resources on military installations. DoD installations contain millions of acres that provide important habitat to native species, endangered species, migratory species, and species important to recreational activities. Therefore, 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. The nature of these DoD lands provides a unique opportunity to conserve natural resources. Security and safety concerns have restricted access to these lands, sheltering them from development and other threats to their natural state. 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, 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 continues to be a significant land management challenge for the DoD.

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 valuable collaborative natural resource management programs on installations, while the military continues 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 2007, the USFWS and the States worked with 163 military installations to develop, review, and/or implement INRMPS. Most of the INRMPS that the USFWS and the States worked on were for Air Force and Army installations (Figures 1 and 2). The USFWS and the States expended the least funds on Navy installation activities, but still worked on more Navy INRMPS than for the Marine Corps.

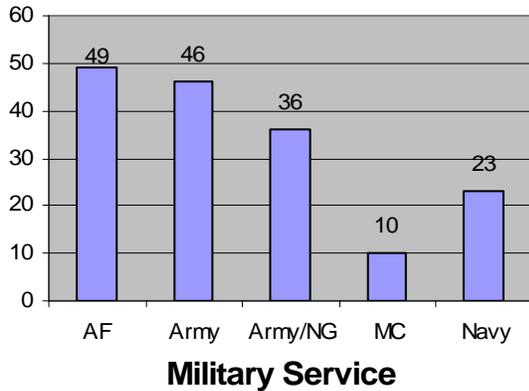


Figure 1. Number of military installations that benefited from USFWS and State expenditures listed by military service in FY 2007.

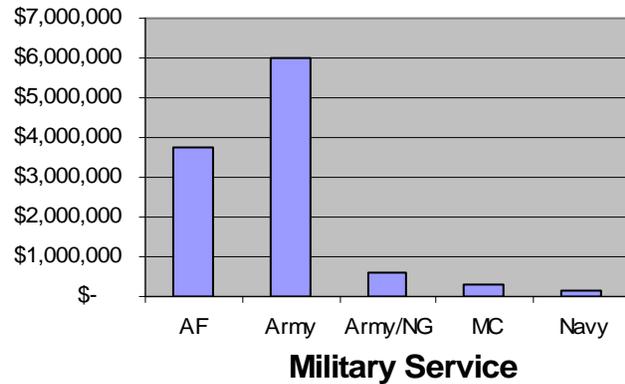


Figure 2. USFWS and State expenditures listed by military service in FY 2007.

### Mutual Challenges

To ensure that INRMPS are current, the Sikes Act stipulates that INRMPS undergo a formal review process every five years. This requires ongoing cooperation and coordination between the USFWS, DoD, and States. Military installations must review their INRMPS, revise them if necessary, and obtain public comment and the mutual agreement of the USFWS and States.



Since November 2006, the USFWS reviewed and provided concurrence on 88 INRMPS and will review and provide concurrence for 281 INRMPS by the next review deadline in 2011.

The USFWS, DoD, and the States continue to work together to develop strategies to manage the increased workload associated with participation in future five-year reviews. Work with the military by the USFWS peaks during the year that INRMPS are due for revision (2001 and 2006) and tapers off in the interim years thereafter (Figure 3). The military and the USFWS developed a strategy to reduce the five-year workload by conducting annual INRMP updates to informally solicit feedback concerning the implementation and effectiveness of the plans. Theoretically, this effort will distribute the INRMP review effort over the course of the five years by conducting INRMP revisions when necessary instead of waiting until the end of the five year period. However, the USFWS' ability to participate in the DoD annual reviews is limited by funding/staffing and competing

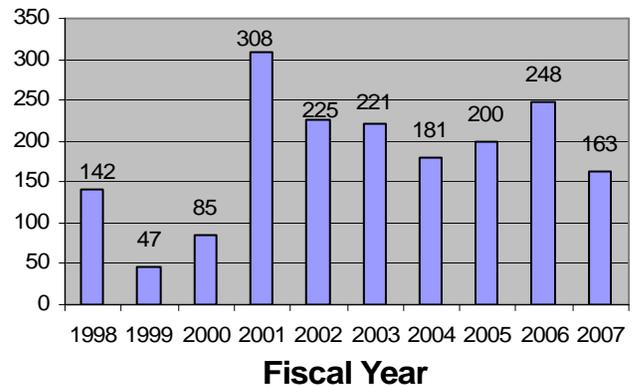


Figure 3. Number of military installations for which the USFWS and States reported expenditures from FY 2001 to FY 2007.

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 (ESA) to preclude the designation of critical habitat on DoD lands subject to an INRMP prepared under the Sikes Act. Under the amendment, in order to preclude critical habitat designation, 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.

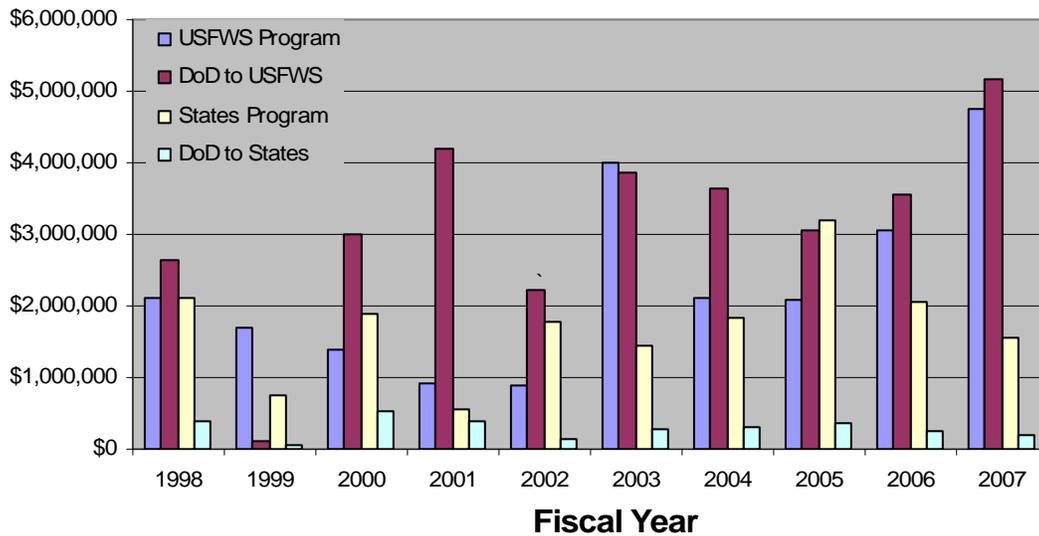


Figure 4. Sikes Act expenditures by the USFWS and States from FY 1998 to FY 2007.

Figure 4 details expenditures by USFWS and the States from FY 1998 to FY 2007. Sikes Act-related activities are accomplished through a combination of appropriated and interagency agreement funds. USFWS funds used to implement Sikes Act responsibilities consist of appropriated general program activity base funds from various sub-activities. Sikes Act work is conducted by staff tasked with other primary USFWS program responsibilities. 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 national level 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, to further strengthen the relationship. The USFWS, DoD, and the States again revised the MOU in January 2006 to better define roles and

identify cooperative opportunities to implement the Sikes Act. This partnership was expanded to include the Association of Fish and Wildlife Agencies (AFWA), representing the States, as a third signatory to the MOU. The 2006 MOU formalized the Sikes Act Core Group, an interagency working 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 coordinates Sikes Act issues at the national level and encourages partnerships at the regional and installation levels.

A primary interest of the USFWS, DoD, and the States is early coordination resulting in long-term resource partnership teams that function throughout the development, implementation, monitoring, and revision of INRMPs. One way to ensure Service and State INRMP participation specific to an installation’s needs is through cooperative funding agreements. In FY 2007, the military entered into 31 cooperative funding agreements with the USFWS totaling \$5,172,835, and 5 with the States totaling \$184,994 to carry out Sikes Act-related activities. (Figure 5)

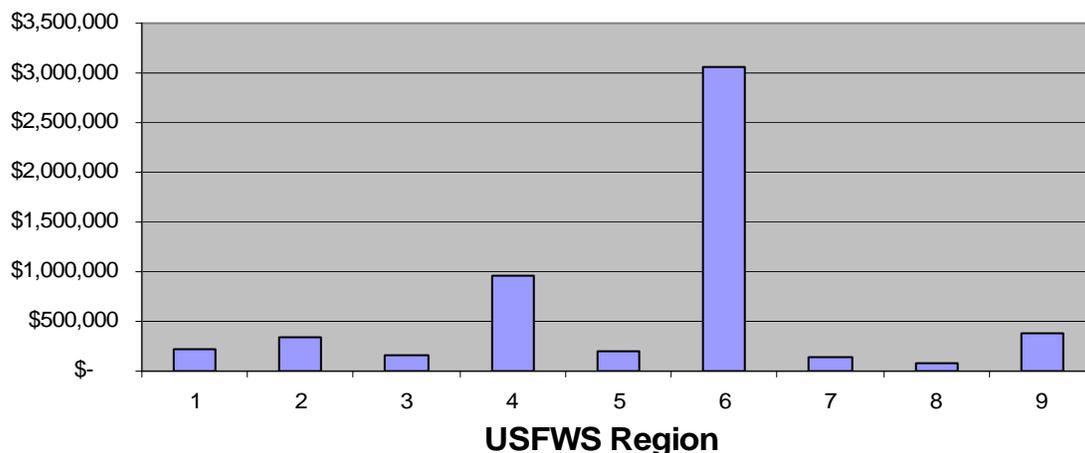


Figure 5. FY 2007 DoD interagency funding provided to the USFWS and the States listed by USFWS region.

Of the \$5,172,835 of DoD funding to the USFWS, \$1,784,347, or 35 percent was provided solely for Fort Carson/Pinyon Canyon in Colorado. The partnership between the USFWS and Fort Carson/Pinyon Canyon began in 1982 and is the largest and one of the longest standing cooperative funding agreements for the USFWS to conduct fish and wildlife management duties on a military installation. Examples of other notable successful partnerships between the military and the USFWS are described below.

White Sands Missile Range, New Mexico

White Sands Missile Range (WSMR) was recognized by the USFWS Director with the annual Military Conservation Partner award for 2007. The USFWS greatly appreciates the cooperative work of WSMR’s participation in three primary conservation partnerships to manage the Chihuahuan desert ecoregion’s desert grasslands, dune ecosystems, mountain sky islands, and streams and springs.



White Sands Missile Range and the USFWS have a long standing cooperative conservation relationship that supports the largest single tract segment (about 1.5 million acres) of Chihuahuan desert in the U.S. This includes over 200 endemic native plant and wildlife species on the military range. The following are a few examples of the outstanding conservation efforts at WSMR.

WSMR and the USFWS led the creation and implementation of the new DoD Legacy Partnership Team project for species at risk in 2007. The team includes WSMR, Holloman Air Force Base, Fort Bliss, New Mexico Department of Game and Fish (NMDGF), and the USFWS. The team will focus on conservation and management of species at risk, such as the gray vireo and San Andres Mountain chipmunk, in addition to ongoing conservation and management efforts for endangered species such as the Mexican spotted owl, Todsens's pennyroyal, and southwestern bald eagle.

WSMR and USFWS staff monitors bats on WSMR and implement new management strategies for bats and caves. WSMR and USFWS staff also contributed to the development of the 2006 DoD/Bat Conservation International MOU for bat conservation on military lands.

The White Sands pupfish conservation team, which includes WSMR, FWS, Holloman AFB, NMDGF and other partners, manage the White Sands pupfish populations resulting in a successful candidate conservation program precluding the need to list.

WSMR and the USFWS hosted the official release of the first Aplomado falcons in the summer of 2007 with BLM, NMDGF, New Mexico Lands Office, Peregrine Fund and the Ted Turner Armendarez Ranch, under the new USFWS Section 10(j) rule for an experimental, nonessential population in New Mexico and Arizona.



WSMR also actively manages restoration and conservation of the desert bighorn sheep in cooperation with the adjacent San Andres National Wildlife Refuge.

#### U.S. Army Garrison (USAG), Alaska

Over the last several years, the Service's Fairbanks Fish and Wildlife Field Office (FFWFO) and the U.S. Army Garrison (USAG), Alaska have built a natural resource partnership, emphasizing cooperative efforts to assess USAG Alaska fish and wildlife resources in the Tanana Flats Training Area (TFTA) and the Gerstle River Training Area (GRTA). From review of USAG Alaska's INRMPs to sharing expertise on pilot projects, these two groups have developed a strong working relationship that has resulted in directed efforts to conduct planning level surveys in both training areas.

This partnership has been guided by the USAG Alaska Fish and Wildlife Cooperative Plan (Plan), part of an MOU between USAG Alaska and the Service. The Plan required INRMP cross programmatic review by the Service that identified specific USAG Alaska needs. By working cooperatively, USAG Alaska and FFWFO staff developed a program to describe fish distribution and associated habitats in the Tanana River basin. Initial efforts resulted in identifying new spawning areas for coho salmon in three streams.

Continued coordination led to the initiation of similar surveys in GRTA to identify fish and wildlife anomalies near the village of Healy Lake. As a result, a reimbursable agreement was negotiated for FFWFO to evaluate the occurrence and distribution of fish, aquatic insects, and small mammals in GRTA, and also to assess contaminant threats to fish and wildlife. FFWFO also worked with USAG Alaska to ensure that the project is designed to meet the needs of the Healey Lake Tribe, which uses these resources.



The positive relationship established between USAG Alaska and FFWFO has set a high standard for similar cooperation conservation projects in Alaska. This process has provided a framework that both parties will use to achieve mutual objectives and meet any future management challenges associated with USAG Alaska fish and wildlife resources.

#### U. S. Army Garrison, Aberdeen Proving Ground, Maryland

The leadership at the Aberdeen Proving Ground (APG) is recognized for their extraordinary efforts in the management and protection of natural resources particularly the bald eagle, our national symbol. Undisturbed forested habitat near the shores of the Chesapeake Bay and surrounding tributaries, have made this northern portion of the Bay a prime attraction for the bald eagle and essential in sustaining three subpopulations of bald eagles. The APG has become one of the most important areas in the eastern United States in providing refuge for the bald eagle.



Since the early 1980's, the number of bald eagle nesting territories at APG have risen to an astonishing 45 nesting pairs. Under an INRMP, APG adopted a Bald Eagle Management Plan (BEMP) designed to protect nesting pairs and communal roost habitat year round from the potentially hazardous nature of activities such as gun-fire, ordnance testing, and soldier training conducted onsite. A self imposed 500-meter protection buffer is enforced by the Army, an area nearly twice the buffer size instituted by other

non-federal land managers. These nest buffers have effectively protected over 2,100 acres of forested habitat for the benefit of nesting bald eagles.

As the bald eagle population rebounded, eagle mortalities sharply increased at APG as a result of electrocution and mid-line collision. The Army, through formal consultation with the Service, identified high-risk areas to eagles and provided measures to significantly reduce bald eagle injuries and mortality. For long-term protection of the bald eagle population at APG, the Army Garrison recently initiated the removal and/or burial of over-head power lines at areas of highest risk to eagles. In addition to line burial, the APG has initiated several satellite telemetry and camera surveillance studies to monitor eagle behavior and dispersal patterns throughout the installation and the Chesapeake Bay. To remove this hazard and sustain the APG bald eagle population the Army is expected to continue requesting annual appropriations for power line burial.

Aberdeen Proving Ground’s contribution to bald eagle protection, in part, fulfilled a key recovery goal under which the USFWS was able to successfully remove protections under the Endangered Species Act and delist the species.

### Sikes Act 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. The USFWS and the States expend their own funds in addition to funds provided to them by DoD to carry out conservation programs on military installations. In FY 2007, the USFWS and the States expended \$11,687,176 to assist in development, review, and/or implementation of INRMPS for 163 military installations. Forty State fish and wildlife agencies reported to the USFWS that they expended staff time and funds on Sikes Act-related activities.

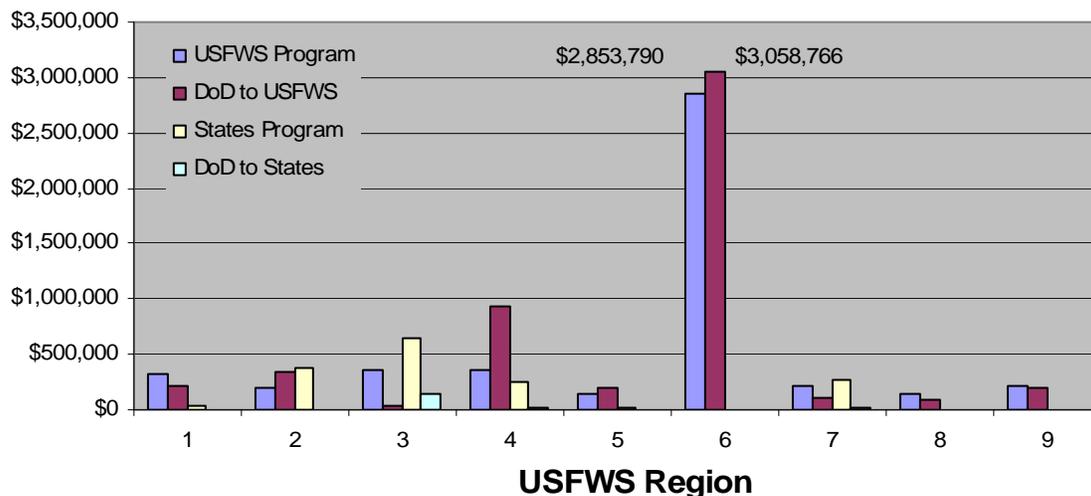


Figure 6. FY 2007 Sikes Act expenditures by the USFWS and States listed by USFWS region.

In FY 2007, the USFWS expended a total of \$9,936,350, nationally, pursuant to the Sikes Act. 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 funds from existing base programs. Forty-eight percent or \$4,763,515 of the total funds were USFWS appropriated funds,

and fifty-two percent or \$5,172,835 was provided to the USFWS by the DoD through cooperative funding agreements. A total of \$1,750,825 was expended by the States in FY 2007 pursuant to the Sikes Act. Eighty-nine percent or \$1,195,831 of the total funds were from State conservation funds, and eleven percent or \$184,994 was provided to the States by the DoD. Figure 6 illustrates the total FY 2007 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.

Region 6 had the highest level of expenditures for Sikes Act implementation. Much of Region 6's funding was provided to the USFWS by the DoD through an interagency agreement with Fort Carson. In addition to work at Fort Carson, the USFWS also worked with the Air Force Academy in Colorado. USFWS staff worked with the greatest number of military installations in the southwest (Region 2) for a total of 39 installations, and southeast (Region 4) for a total of 31 installations (Figure 7).

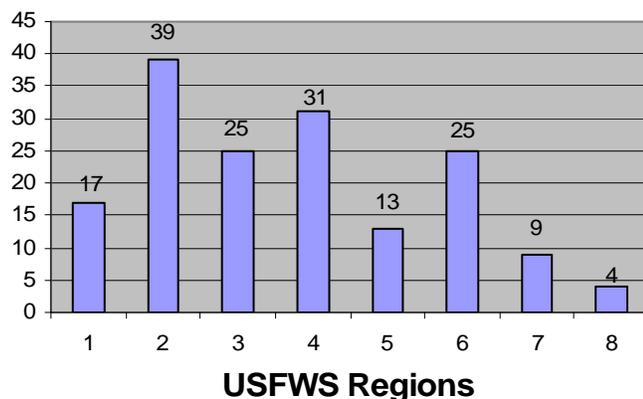


Figure 7. Number of military installations for which the USFWS and States reported expenditures in FY 2007 listed by USFWS region.

The highest Sikes Act expenditures by State fish and wildlife agencies were in Regions 2 and 3 related to work at Yuma Proving Ground in Arizona, Savannah Army Depot in Illinois and Camp Ripley in Minnesota. State wildlife agencies in USFWS Region 3 received the greatest amount of cooperative funding from the military related to work at Camp Ripley in Minnesota.

### 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 working to develop and implement effective INRMPs; meeting new challenges to conserve natural resources and promoting public access and recreation; and ensure 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 J. Stout, Chief, Division of Habitat and Resource Conservation, at 4401 North Fairfax Drive, Room 840, 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 2007 Sikes Act  
USFWS and State Expenditures  
by  
USFWS Region and State**

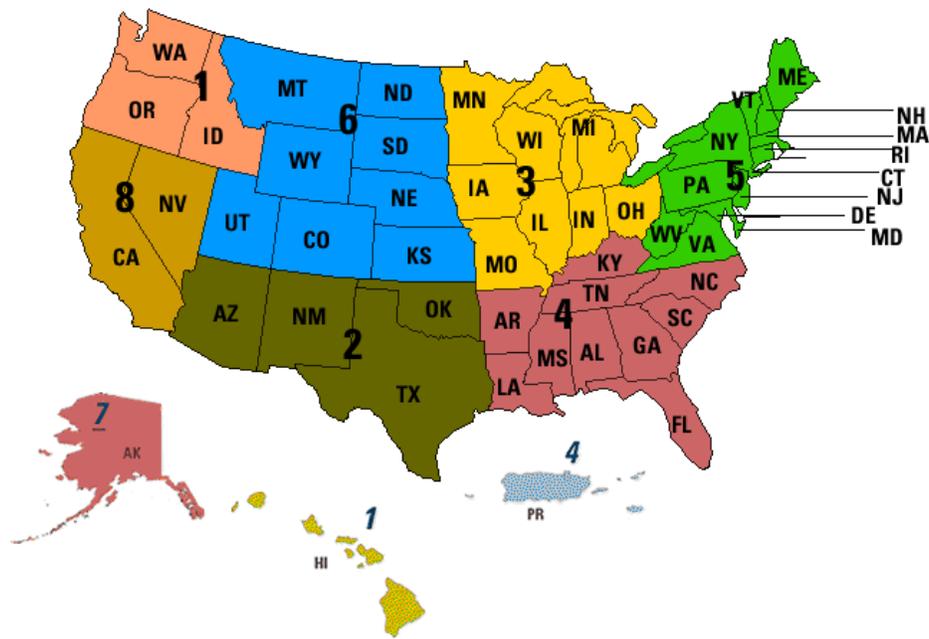


Figure 8. U.S. Fish and Wildlife Service Regions.  $\xi$  = Regional Office. The USFWS Washington Office is considered Region 9.

Table 2. Total USFWS/States FY 2007 Sikes Act expenditures, including DoD provided funds, and number of military installations for which expenditures were reported, for each State in USFWS Region 1.

Region 1		
States Where USFWS/States Reported Expenditures	Number of Installations Benefiting From Expenditures	Total USFWS/States Expenditures Reported Per State
Guam	2	\$1,980
Hawaii	7	\$426,742
Idaho	1	\$29,990
Oregon	1	\$2,025
Washington	6	\$105,832
Regional Office	N/A	\$957
<b>TOTAL</b>	<b>17</b>	<b>\$567,526</b>

Table 3. Total USFWS/States FY 2007 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	8	\$369,797
New Mexico	8	\$3,500
Oklahoma	5	\$26,647
Texas	18	\$46,049
Regional Office	N/A	\$464,850
<b>TOTAL</b>	<b>39</b>	<b>\$910,843</b>

Table 4. Total USFWS/States FY 2007 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	2	\$25,098
Illinois	5	\$572,130
Indiana	6	\$29,260
Kansas	1	\$37,238
Michigan	2	\$7,580
Minnesota	2	\$451,504
Missouri	4	\$6,555
Ohio	1	\$4,284
Wisconsin	2	\$19,436
Regional Office	N/A	\$6,938
<b>TOTAL</b>	<b>25</b>	<b>\$1,160,023</b>

Table 5. Total USFWS/States FY 2007 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	1	\$980
Florida	4	\$1,265,629
Georgia	11	\$69,512
Kentucky	4	\$729
Louisiana	1	\$188,149
North Carolina	2	\$18,557
South Carolina	5	\$13,674
Tennessee	3	\$538
Regional Office	N/A	\$0
<b>TOTAL</b>	<b>31</b>	<b>\$1,557,768</b>

Table 6. Total USFWS/States FY 2007 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>
Maryland	5	\$211,440
Maine	1	\$330
New Hampshire	1	\$17,500
New Jersey	4	\$7,772
New York	2	\$102,187
Regional Office	N/A	\$0
<b>TOTAL</b>	<b>13</b>	<b>\$339,229</b>

Table 7. Total USFWS/States FY 2007 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	7	\$5,099,096
Idaho	1	\$14,995
Kansas	4	\$259,441
Montana	2	\$26,608
North Dakota	2	\$686
Nebraska	2	\$1,096
Utah	4	\$8,217
Wyoming	3	\$502,187
Regional Office	N/A	\$1,180
<b>TOTAL</b>	<b>25</b>	<b>\$5,913,506</b>

Table 8. Total USFWS/States FY 2007 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	9	\$602,983
Regional Office	N/A	\$0
<b>TOTAL</b>	<b>9</b>	<b>\$602,983</b>

Table 9. Total USFWS/States FY 2007 Sikes Act expenditures, including DoD provided funds, and number of military installations for which expenditures were reported, for each State in USFWS Region 8.

<b>Region 8</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	4	\$223,460
Regional Office	N/A	\$0
<b>TOTAL</b>	<b>4</b>	<b>\$223,460</b>