



U.S. Fish & Wildlife Service

# Fisheries and Habitat Conservation

## Division of Habitat and Resource Conservation

### *Sikes Act FY 2008 Expenditures*

### *Report to Congress*

April 2009



# 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) 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 five 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) 2008, the USFWS and the States expended \$2,729,705 of their own funds and \$4,269,219 of funds provided by DoD on the development, review, and/or implementation of INRMPs for 183 military installations (Table 1). Nationally, the USFWS expended a total of \$4,031,117, down from the \$9,936,350 expended in the previous fiscal year, FY 2007. In FY 2008, \$921,472 of the expenditures were USFWS' appropriated funds and \$3,109,645 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-two States including Guam reported Sikes Act-related expenditures to the USFWS totaling \$2,967,807, up from the \$1,750,825 reported in FY 2007. For the purpose of this report, the term States includes United States territories and the District of Columbia. Of the total expenditures by the States, \$1,808,233 were their own funds and \$1,159,574 were DoD-provided funds.

**Table 1. FY 2008 summary of funds expended by the USFWS and the States for Sikes Act activities.**

	<i>USFWS</i>	<i>States</i>	<i>Total</i>
Program Funds	\$921,472	\$1,808,233	\$2,729,705
DoD-Provided Funds	\$3,109,645	\$1,159,574	\$4,269,219
Total	\$4,031,117	\$2,967,807	\$6,998,924

# 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 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.



*Endangered plant monitoring by the Oahu Army Natural Resource Staff Region 1.*

# 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 adverse impacts 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.



Capturing fish for transplanting to a restored wetland. Photo by Ft. Wainwright

The DoD has embraced its stewardship responsibilities for 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 2008, the USFWS and the States worked with 183 military installations to develop, review, and/or implement INRMPs. Most of the INRMPs that the USFWS and the States worked on were for the Air Force and Army (Figures 1 and 2). The USFWS and the States expended the least amount of funds on Marine Corps installation activities.

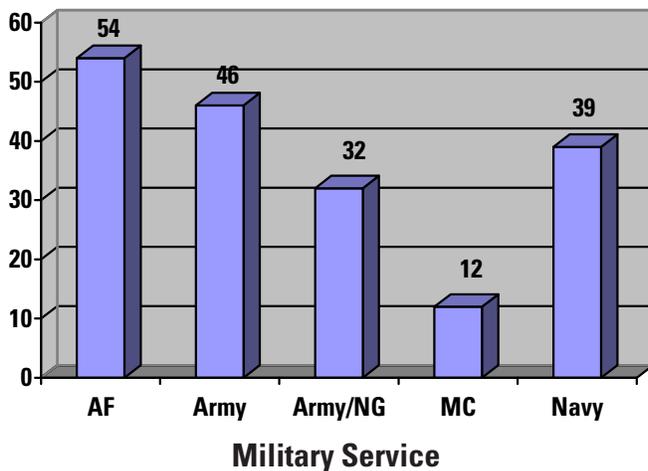


Figure 1. Number of military installations that benefited from USFWS and the States expenditures listed by military service in FY 2008.

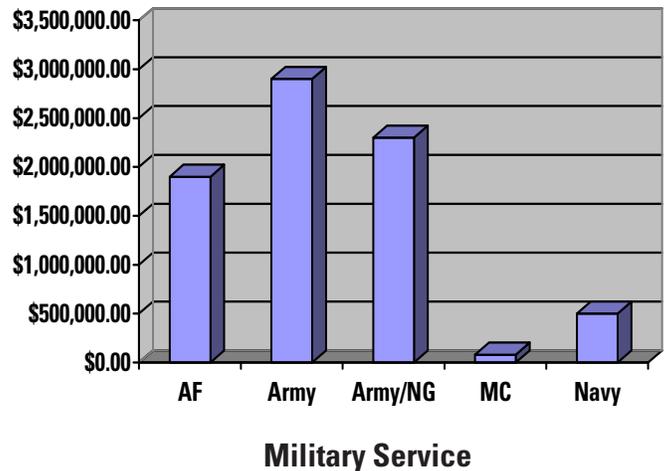


Figure 2. USFWS and the States expenditures listed by military service in FY 2008.

# Mutual Challenges

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 first round of INRMP reviews 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 most of the approximately 380 installations across the nation.



Improving storm water management. Photo by US Air Force Academy

To ensure that INRMPs are current, the Sikes Act requires that INRMPs undergo a review process every five years. This requires ongoing cooperation and coordination between the USFWS, DoD, and States. Three hundred and sixty nine INRMPs must be reviewed and revised if necessary. These military installations must also obtain public comment and the mutual agreement of the USFWS and States.

The USFWS reviewed and provided concurrence on 32 INRMPs, during 2008. The USFWS plans to review and provide concurrence for 245 INRMPs by the next review deadline of 2011.

The USFWS, DoD, and the States continue to work together to develop strategies to manage the increased workload associated with USFWS and States' participation in future five-year reviews. Work with the military by the USFWS peaks during the year that INRMPs are due to be revised (2001 and 2006) and

tapers off the 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. This will help distribute the USFWS and State INRMP review efforts over the five years by conducting revisions when necessary. However, the USFWS' ability to participate in the DoD annual reviews is limited by funding/staffing and competing priorities.

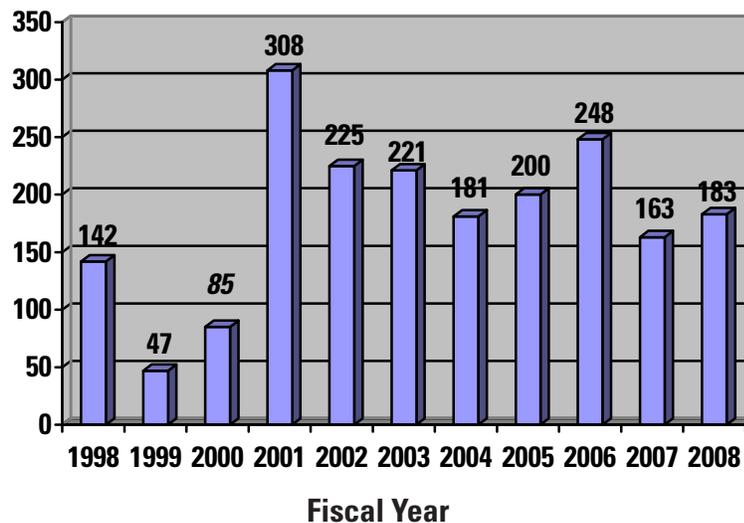


Figure 3. Number of military installations for which the USFWS and States reported expenditures from FY 1998 to FY 2008

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.

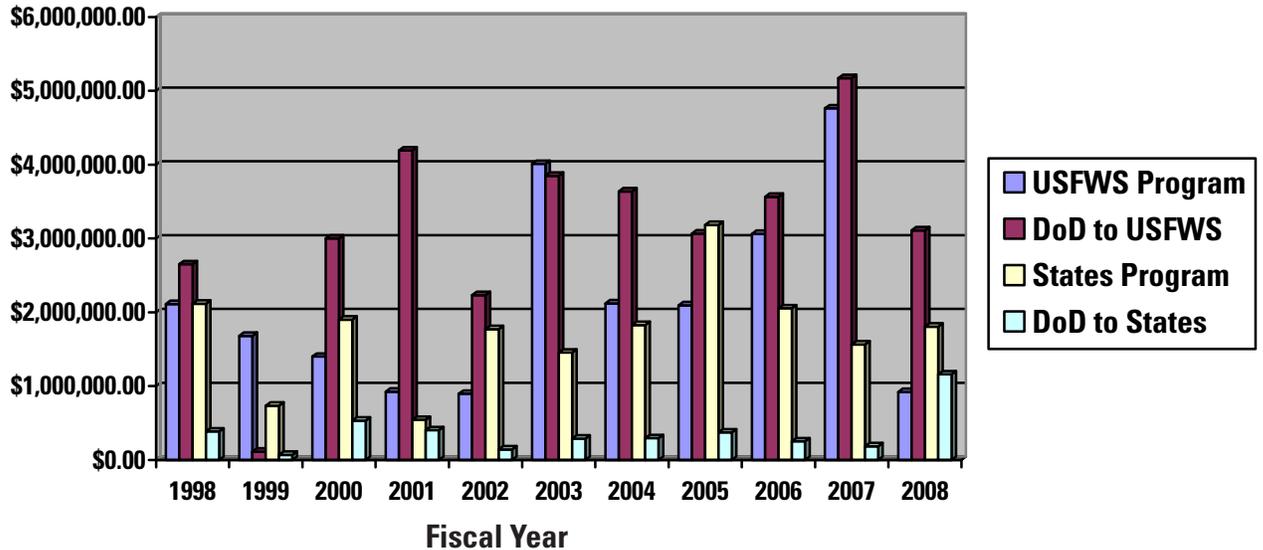


Figure 4. Sikes Act expenditures by the USFWS and States from FY 1998 to FY 2008

Figure 4 details expenditures by USFWS and the States from FY 1998 to FY 2008. Our Sikes Act-related activities are accomplished through a combination of appropriated and interagency agreement funds. The USFWS program funds consist of appropriated general program activity funds from various sub-activities and carried out by staff tasked with other 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 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 by including the Association of Fish and Wildlife Agencies (AFWA), representing the States, as a third signatory to the MOU. The 2006 MOU also 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 is actively engaged in coordinating 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 in INRMP development 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 2008, the military entered into 55 funded agreements totaling \$3,413,583 with the USFWS and 38 agreements totaling \$2,466,065 with the States to carry out Sikes Act-related activities (Figure 5).

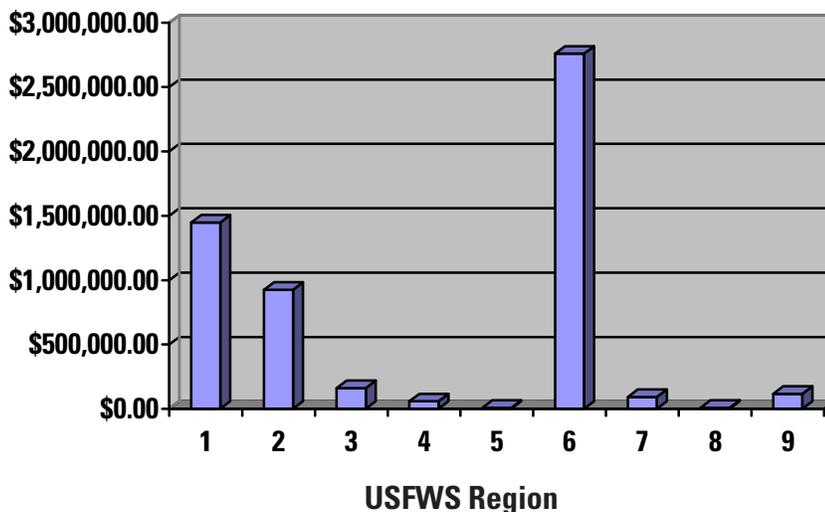


Figure 5. FY 2008 DoD interagency funding provided to the USFWS and the States by the military listed by USFWS region.

Of the \$3,413,583 in DoD funding to the USFWS, \$1,713,420, or 50 percent of the funding 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 in the United States. Examples of other notable successful partnerships between the military and the USFWS are described below.

## **U. S. Army Garrison, Hawaii: Schofield Barracks**

U. S. Army Garrison, Hawaii: Schofield Barracks (Schofield Barracks) was recognized by the USFWS with its annual Military Conservation Partner award for 2008. The U.S. Army has once again done an exceptional job implementing conservation actions on the island of Oahu. Schofield Barracks staff make substantial contributions to the conservation of seventy-three listed species (one bird species, nine tree snail species, and sixty-three plant species) on seven Army installations on Oahu.

Natural resource conservation on Oahu presents extreme challenges as managers must address a diverse array of issues such as wildfire, invasive weeds, boring insects, predatory snails, rodents, mongoose, and feral pigs and goats.

Schofield Barracks partners with the USFWS, the Natural Resources Conservation Service, Hawaii Division of Forestry and Wildlife, the University of Hawaii, Oahu Fire Council, watershed partnerships, Lyon Arboretum, private landowners, and The Nature Conservancy to conserve endangered species on Oahu.

The Schofield Barracks endangered plant propagation and out-planting program maintains four greenhouses and funds private contract facilities that pioneer techniques for plant propagation. The Army has propagated and out-planted 21 listed plant species with such success that their plants account for approximately 23 percent of these species' total individuals occurring in the wild.



*US Army plant propagation greenhouse. Photo by US Army, Hawaii.*

Additionally, the Army maintains a genetic plant storage program to safeguard against species losses. Due to these efforts, two endangered plant species, *Cyanea superba* and *Phyllostegia kaalaensis*, extirpated as a result of rat and ungulate damage and competition from weeds, were recently reintroduced to the wild.

Army-funded biological surveys have discovered previously unknown listed plants and animals. The Army rediscovered the snail, *Achatinella bulimoides*, which for the past 20 years was thought to be extinct.

### **Naval Air Station Key West, Florida**



*Lower Keys marsh rabbit. Photo by US Navy*

Naval Air Station Key West (NASKW) and the USFWS maintain a strong collaborative relationship that has enhanced the condition of natural resources on the Florida Keys. These accomplishments have been realized because of the NASKW Natural Resources and Environmental Compliance Partnering Team, which is comprised of Navy, USFWS, and other Federal, State, and local government agency representatives. The team was created in 2004 to protect and conserve the Florida Keys' natural resources, maintain environmental compliance, and enhance the Navy's ability to meet its mission critical objectives.

NASKW includes the majority of terrestrial, estuarine, and near-shore marine communities found in the Florida Keys, several of which are considered globally imperiled. Additionally, NASKW provides habitat for numerous Federal and State listed species, endemic taxa, and has high biodiversity, in a remote island setting. Among

the listed species is the Lower Keys marsh rabbit, one of the most endangered mammals in the United States. Accordingly, resource management challenges at NASKW are complex and diverse.

The NASKW Natural Resources and Environmental Compliance Partnering Team designed a large scale restoration of the NASKW airfield, resulting in an adaptive management approach which will allow the Navy to restore and maintain safe flight operations while providing protection and enhancements to the rabbit and ecosystems that support it.

Through innovative consultation and technical assistance, NASKW and USFWS provided for the implementation of prescribed fire for maintaining low vegetative structure in the safety clear zones around the airfield in a manner that provides ecosystem benefits. Results indicate a decrease in woody cover including invasive exotics, maintenance of native herbaceous flora, and increased use by rabbits.

The NASKW in cooperation with the USFWS and U.S. Department of Agriculture, Animal and Plant Health Inspection Service, has also implemented a long term rabbit predator control program. The program includes the removal of feral cats and raccoons from rabbit habitat. Rabbit sightings have increased greatly since inception of the program and, unlike two other rabbit subpopulations, abundance and distribution has also been maintained or increased on the NASKW.

**Naval Support Facility, Indian Head, Maryland**

Through hard work and dedication to conservation efforts, the Naval Support Facility, Indian Head has built a working relationship with the USFWS, Chesapeake Bay Field Office and other regulatory agencies to manage approximately 3,500 acres of land and 17 miles of the environmentally sensitive Chesapeake Bay shoreline. Indian Head implements projects related to bald eagle/raptor and other migratory bird conservation, shoreline restoration, wetland enhancement, invasive species control, fish and wildlife habitat enhancement and hunting and fishing programs.

Indian Head and the USFWS jointly developed a Bald Eagle Management Plan and Raptor Electrocution Prevention Plan with incidental take provision to conserve bald eagle at the installation. Indian Head is currently working with the USFWS to transition incidental take provisions to ensure coverage under the Bald and Golden Eagle Protection Act.

The Raptor Electrocution Prevention Plan addresses raptor mortality that results from electrocution and power line strikes. Areas of the installation have been delineated based on highest risks to nesting bald eagles, their flight and forage areas, and previous mortality sites. Electrical distribution systems in these areas have been retrofitted to reduce raptor electrocutions and line strike mortalities.



Indian Head is also working with partners on a \$20 million project to repair shoreline by the installation of sill and breakwater structures with sand fill to create intertidal wetland and riparian floodplain habitat. This project will protect Navy critical infrastructure, improve Chesapeake Bay water quality and enhance aquatic and terrestrial wildlife by creating intertidal wetland and riparian floodplain habitat. These enhancements will benefit bald eagles, shortnose sturgeon/anadromous fish spawning, and 225 acres of tidal and non-tidal wetlands in Chesapeake Bay.

*Breakwater and sill with sand fill. Photo by US Navy*

# 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 also expend their own funds to carry out conservation programs on military installations. In FY 2008, the USFWS and the States expended a combined total of \$2,729,705 of their own funds and a combined total of \$4,369,219 of funds provided by DoD to assist in development, review, and/or implementation of INRMPs for 183 military installations (Table 1 – See Executive Summary). Forty-two State fish and wildlife agencies reported to the USFWS that they expended staff time and funds on Sikes Act-related activities.

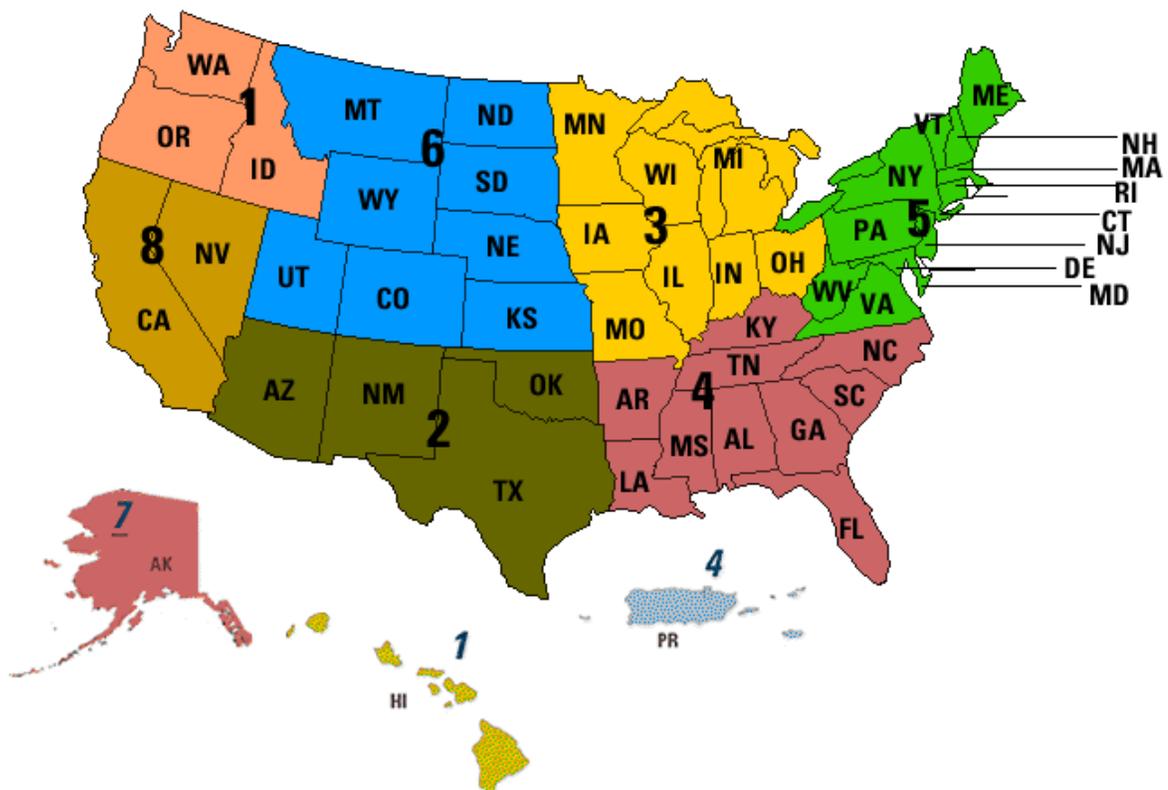


Figure 6. U.S. Fish and Wildlife Service Regions. The USFWS Washington Office is considered Region 9.

**Sikes Act FY 2008 Expenditures Report to Congress**

In FY 2008, the USFWS expended a total of \$4,031,117, pursuant to the Sikes Act. Twenty-three percent or \$921,472 of this total was USFWS appropriated funds, and seventy-seven percent or \$3,109,645 was provided by the DoD through cooperative funding agreements. A total of \$2,967,807 was expended by the States in FY 2008 pursuant to the Sikes Act. Sixty-one percent or \$1,808,233 of this total was from State conservation funds, and thirty-nine percent or \$1,159,576 was provided to the States by the DoD. Figure 7 illustrates the total FY 2008 Sikes Act expenditures by the USFWS and States listed by USFWS Region. Appendix Tables 2 through 9 provide specific dollar expenditures listed by State.

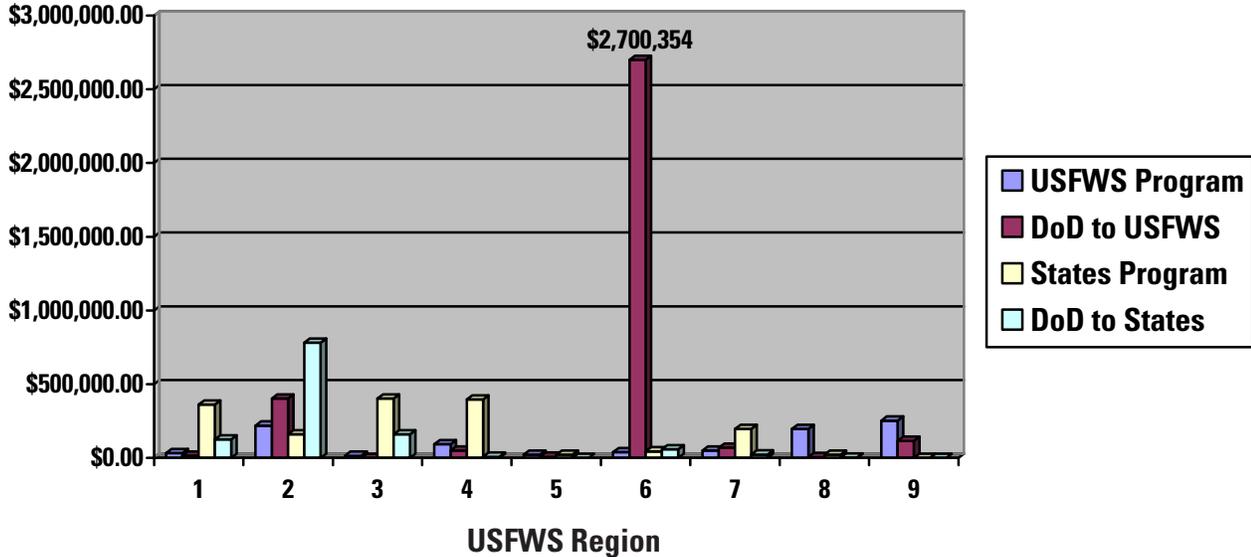


Figure 7. FY 2008 Sikes Act expenditures by the USFWS and States listed by USFWS region

Region 6 had the highest level of expenditures for Sikes Act implementation. A significant portion of the funding was provided by the DoD to the USFWS through an interagency agreement between Fort Carson and the USFWS. In addition to work at Fort Carson, the USFWS also had interagency agreements with six other installations. USFWS staff worked with the most military installations in the Southeast Region 4 (50 installations) and Southwest Region 2 (29 installations), as depicted in Figure 8.

The highest Sikes Act expenditures by State fish and wildlife agencies were in Regions 1 and 2, for work related to efforts at Camp Rilea in Oregon, and Barry M Goldwater Air Force Range in Arizona. State wildlife agencies in USFWS Southwest Region 2 received the most cooperative funding from the military related to work at Yuma Proving Ground, Camp Navajo, and Florence Military Reservation in Arizona.

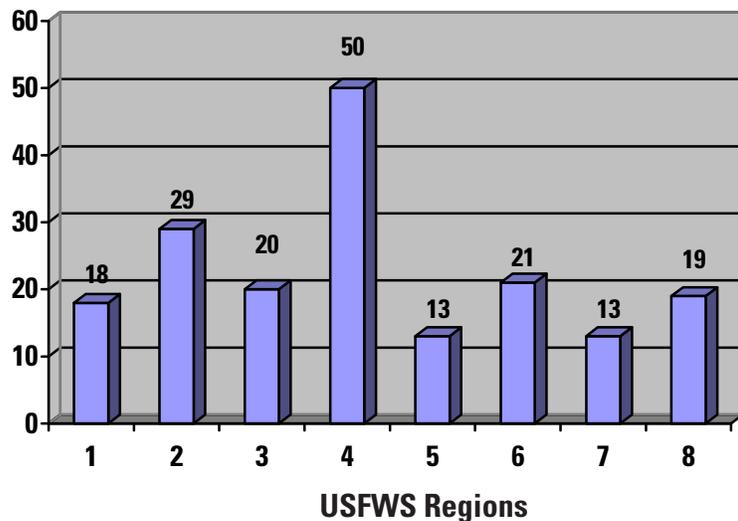


Figure 8. Number of military installations for which the USFWS and States reported expenditures in FY 2008 listed by USFWS region.

# 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 2008 Sikes Act USFWS and State Expenditures by USFWS Region

**Table 2. Region 1 Expenditures by Reporting State.**

<b>Region 1</b>		
<i>State</i>	<i>Number of Installations Benefiting From Expenditures</i>	<i>Total USFWS/States Expenditures Reported</i>
Guam	2	\$370,325
Hawaii	3	\$6,750
Idaho	2	\$19,435
Oregon	4	\$1,321,500
Washington	7	\$125,370
Regional Office	N/A	\$0
<b>TOTAL</b>	<b>18</b>	<b>\$1,843,380</b>

**Table 3. Region 2 Expenditures by Reporting State.**

<b>Region 2</b>		
<i>State</i>	<i>Number of Installations Benefiting From Expenditures</i>	<i>Total USFWS/States Expenditures Reported</i>
Arizona	7	\$1,154,884
New Mexico	5	\$12,309
Oklahoma	3	\$10,599
Texas	14	\$51,622
Regional Office	N/A	\$276,500
<b>TOTAL</b>	<b>29</b>	<b>\$1,505,914</b>

**Table 4. Region 3 Expenditures by Reporting State.**

<b>Region 3</b>		
<i>State</i>	<i>Number of Installations Benefiting From Expenditures</i>	<i>Total USFWS/States Expenditures Reported</i>
Illinois	2	\$24,437
Indiana	3	\$10,498
Iowa	1	\$861
Michigan	3	\$3581
Minnesota	2	\$382,124
Missouri	5	\$142,340
Ohio	2	\$6,023
Wisconsin	2	\$330
Regional Office	N/A	\$7,656
<b>TOTAL</b>	<b>20</b>	<b>\$577,850</b>

**Table 5. Region 4 Expenditures by Reporting State.**

<b>Region 4</b>		
<i>State</i>	<i>Number of Installations Benefiting From Expenditures</i>	<i>Total USFWS/States Expenditures Reported</i>
Alabama	2	\$12,488
Florida	13	\$163,946
Georgia	8	\$29,738
Kentucky	6	\$35,643
Mississippi	4	\$7,352
North Carolina	10	\$26,178
South Carolina	4	\$13,767
Tennessee	3	\$242,070
Regional Office	N/A	\$16,746
<b>TOTAL</b>	<b>50</b>	<b>\$547,928</b>

**Table 6. Region 5 Expenditures by Reporting State.**

<b>Region 5</b>		
<i>State</i>	<i>Number of Installations Benefiting From Expenditures</i>	<i>Total USFWS/States Expenditures Reported</i>
Maryland	1	\$14,110
Massachusetts	2	\$17,240
New Jersey	2	\$7,720
Virginia	8	\$13,428
Regional Office	N/A	\$0
<b>TOTAL</b>	<b>13</b>	<b>\$52,498</b>

**Table 7. Region 6 Expenditures by Reporting State.**

<b>Region 6</b>		
<i>State</i>	<i>Number of Installations Benefiting From Expenditures</i>	<i>Total USFWS/States Expenditures Reported</i>
Colorado	4	\$2,588,788
Kansas	5	\$49,949
Montana	1	\$26,628
Nebraska	1	\$1,880
North Dakota	2	\$990
Oregon	1	\$62,500
South Dakota	1	\$172
Utah	4	\$65,011
Wyoming	2	\$47,860
Regional Office	N/A	\$0
<b>TOTAL</b>	<b>21</b>	<b>\$2,843,778</b>

**Table 8. Region 7 Expenditures by Reporting State.**

<b>Region 7</b>		
<i>State</i>	<i>Number of Installations Benefiting From Expenditures</i>	<i>Total USFWS/States Expenditures Reported</i>
Alaska	13	\$336,062
Regional Office	N/A	\$2,806
TOTAL	13	\$338,868

**Table 9. Region 8 Expenditures by Reporting State.**

<b>Region 8</b>		
<i>State</i>	<i>Number of Installations Benefiting From Expenditures</i>	<i>Total USFWS/States Expenditures Reported</i>
California	17	\$160,916
Nevada	2	\$65,610
Regional Office	N/A	\$0
TOTAL	19	\$226,526





*Makua Valley photo by USFWS*