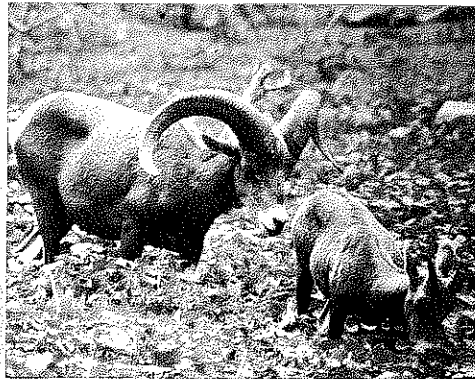


# VISION



**FOR  
THE  
FUTURE**

1991

TOTAL QUALITY MANAGEMENT PLAN



**A MESSAGE FROM THE  
SECRETARY OF THE INTERIOR...**

It is my goal to implement the principles of Total Quality Management (TQM) throughout the Department of the Interior. This will require that: we set priorities for the future and develop faster reflexes; that we work in teams and empower our people; that we conform to our customer's measurements and evaluate our programs on how well they perform, not by how much money we spend on them.

This document is a step towards the realization of Total Quality Management in the U.S. Fish and Wildlife Service. The challenge now becomes one of implementing the VISION FOR THE FUTURE. The goals and objectives articulated herein will become the criteria by which the Fish and Wildlife Service programs will be administered and progress measured.

All this will depend upon the support and involvement of our most important resource—people. A dedicated, motivated and effective workforce, extensive public involvement, and widespread organizational partnerships will be essential to the successful implementation of this VISION FOR THE FUTURE.

A handwritten signature in black ink that reads "Manuel Lujan, Jr." The signature is written in a cursive, flowing style.

Manuel Lujan, Jr.  
*Secretary of the Interior*

**U.S. DEPARTMENT OF THE INTERIOR,  
FISH AND WILDLIFE SERVICE**

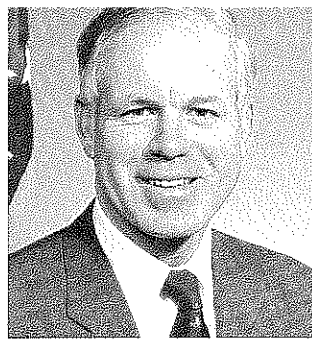
# VISION

## **FOR THE FUTURE**

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**1991  
TOTAL QUALITY  
MANAGEMENT PLAN**



A CENTURY AGO, American wildlife suffered due to over-exploitation at the hands of a young nation. It required an alarmed public and the vision of sportsman-President Theodore Roosevelt to usher in a new age of conservation awareness. The fledgling science of wildlife management was born and fueled by innovative legislation such as the Pittman-Robertson and Dingell-Johnson acts which helped states restore game and fish populations.

During the middle of this century, there was growing realization that our burgeoning population and expanding technology were filling up the country's empty spaces and enlightened actions were needed to deal with the resulting impacts. As game species continued to prosper, Americans looked to the future with far-sighted legislation like the Wilderness Act and the Endangered Species Act to prevent irreversible loss of threatened spaces and species.

As we approach the 21st century, we are now moving to fill in the gaps between the two previous waves of the conservation movement under the twin initiatives of "Biodiversity" and "Watchable Wildlife." These two concepts—the maintenance of viable examples of every native plant and animal community, as is possible, and the provision of opportunities for the general

public to view, understand and appreciate our world's rich and diverse wildlife heritage—are like two sides of the same coin.

With the leadership, interest and involvement of President Bush and Interior Secretary Lujan, the conservation tapestry now becomes complete as we strive to protect, preserve and enhance all forms of wildlife and wildlife habitat on planet Earth. In so doing, we provide opportunities for wildlife use and enjoyment for hunters and fishermen and trappers. We maintain a safety net for those species which might vanish without our concern and assistance. And, we preserve the vast web-of-life which supports both ourselves and all other forms of life which accompany us on the incredible journey of Spaceship Earth.

In the U.S. Fish and Wildlife Service's role as one of America's stewards for wildlife, this "Vision for the Future" calls for a new conservation compact with all citizens as shareholders in our common wildlife inheritance. Our responsibility to our shareholders is two-fold: 1) to increase the value of your wildlife holdings in numbers and diversity, and 2) to provide increased opportunities for you to utilize, associate with, learn about and enjoy your wildlife wealth.

In his book, *A Sand County Almanac*, Aldo Leopold wrote, "There are some who can live without wild things and some who cannot." We now know that Leopold understated the case. None of us can live without wild things and wild places and in the final accounting our stature as a society will be measured by our success in conserving them.

A handwritten signature in cursive script that reads "John F. Turner". The signature is written in dark ink on a light background.

John F. Turner  
*Director, U.S. Fish and Wildlife Service*

OUR SOCIETY PLACES GREAT VALUE on fish and wildlife and the healthy ecosystems on which they depend. They are a source of inspiration and provide us opportunity to escape from the artificial environments in which we live.

We also value fish and wildlife for recreation, for sustenance and for the economic benefits they provide. Hunting and fishing provide a lifelong source of enjoyment to many, while a growing segment of the population seeks to observe, photograph, or simply appreciate the existence of these resources.

As we approach the 21st century, America's fish and wildlife resources are confronted by an increasingly complex combination of factors. The continuing growth of our population, economy and technology places ever greater stresses on natural ecosystems and the species they support, and our use of the resources themselves is changing. A variety of issues require consideration:

- The U.S. population is shifting to coastal, southern and western areas leading to the potential for increased conflicts in land and water use in those regions.
- Changes in income, age structure and ethnic mix in the U.S. population reflect new resource use interests, opportunities and demands, as well as differing conservation ethics.
- Changes in recreational choices are resulting in a detachment of youth from the natural environment.
- The American public has a continuing concern for the quality of the environment.
- As human impacts on the natural environment grow, resource management problems become increasingly global and solutions require cooperative international action.

There are also changes in our fish and wildlife resources:

- Continental populations of waterfowl, including such popular species as mallards and pintails have decreased 30-60% since the late 1950's.
- At least 30 other species of migratory birds have declined significantly during the last 15 years.
- Striped bass and salmonid populations and many other estuarine species have shown a steady decline throughout much of their ranges over the past 15 years.
- Many wildlife habitats such as riparian, bottomland hardwood forest, tall-grass prairie, old-growth forest, and submerged vegetation have declined significantly throughout this century.
- The worldwide rate of extinction for plants and animals is escalating at an alarming rate.

Reversing these trends will be a monumental task, requiring the effective cooperation of federal, state, Native American and international agencies, non-governmental organizations and the private sector. The U.S. Fish and Wildlife Service is able to bring an array of unique attributes to these partnerships:

- *Interjurisdictional Responsibilities:* The migratory nature of many species of fish and wildlife requires an ability to carry out management agreements and activities across state and international boundaries.

## INTRODUCTION

- *Broad Perspective:* Effective resource management requires both detailed, site-specific views and a large-scale perspective that can encompass the full range or distribution of a species or habitat. The Service perspective covers the continuum from specific habitats to international resource issues.
- *Information Base:* The Service can perform national research, data collection and analysis, and develop the database necessary for long-term management of transboundary species and resource problems.
- *Infrastructure and Expertise:* The combination of field stations, lands, physical facilities and experienced personnel provides the Service with broad geographic and program capabilities.
- *Statutory Mandate:* The Service possesses several significant statutory authorities and responsibilities to aid in the management of fish and wildlife resources.

It is the mission of the U.S. Fish and Wildlife Service *to provide leadership to achieving a national net gain of fish and wildlife and the natural systems which support them.* Central to this mission is A VISION FOR THE FUTURE containing an abundance and diversity of fish and wildlife and their habitats which will (1) maintain the basic web of life that sustains all living things, (2) provide for the enjoyment of natural values, (3) promote free-ranging and naturally sustaining populations of native species, and (4) sustain reasonable levels of public use and economic benefits.

To achieve this mission and the resource goals that follow, the Fish and Wildlife Service will pursue these overall principles:

- **Partnerships:** To be effective, conservation of fish and wildlife resources will require the cooperative and coordinated effort of many federal, state and international agencies, Native Americans, private land owners, non-governmental organizations and the American public. In some efforts, the Service will provide leadership; in others, the Service may aid or simply provide the technical assistance to others necessary to achieve the desired results.
- **Integration of Ecological and Economic Considerations:** The future vision of the Service recognizes the critical role to be played by the agency in accommodating environmentally sensitive economic growth and sustained development. Avoiding or mitigating adverse environmental impacts to the extent possible and practical must become an integral component of economic growth and development.
- **Biological Diversity:** The success of this mission requires that conservation efforts focus both on the variety of species and the ecological and evolutionary processes that sustain them. Protection must occur at both the species and ecosystem levels. The loss of biodiversity and decline in natural communities have accelerated dramatically due to over exploitation, pollution, habitat fragmentation, exotic species introduction and human-induced alteration of ecosystems. The Service must be an important participant in growing efforts of the international conservation community to identify and execute meaningful steps to reverse this alarming trend.
- **Public Use Opportunity:** Over the years, traditional fish and wildlife user groups, such as hunters and fishermen, have helped to generate public support for the conservation of the resource. More recently, public interest

in other wildlife-oriented recreation, such as birding and nature photography, has grown dramatically. The Service's vision for the future affirms the importance of promoting quality wildlife experiences for all of our nation's citizens.

- **Public Outreach and Education:** Public support and awareness is absolutely essential to the conservation and continued viability of our nation's fish and wildlife resources. Difficult choices by our citizens may be required over the next decade to restore environmental quality. We must have grass roots support. The Service is committed to educating people about the values of fish and wildlife resources, the threats to these values and actions that each citizen can take to promote resource conservation.
- **Habitat Restoration:** Concerted efforts are needed to maintain the quantity and quality of the existing wildlife habitat base. In some instances, degradation of habitats has been extensive and merely conserving those which remain is not adequate. A combination of protection, enhancement and restoration activities will be necessary to ensure that an adequate resource base is sustained.
- **Scientific Management:** The complexity of the ecological problems confronting conservation of fish and wildlife resources requires state-of-the-art science and technology. Responsible fish and wildlife management can be achieved only by cost effective application of scientific information and technological innovation. The Service will maintain its leadership in fish and wildlife research and its strong commitment to sound decision-making and management based on the best available biological knowledge and technology.

- **Law Enforcement:** A highly motivated, professional enforcement program is integral to accomplishing the mission of the Service. Accelerated habitat degradation and illegal commercialization of fish, wildlife, plants, archaeological and historical resources has diminished the quantity and quality of these resources. Vigorous detection, apprehension and prosecution of violations of laws enacted to protect fish and wildlife and support management strategies at the national and international level will result in positive gains for these resources. Provision for preventive enforcement programs aimed at the educational, corporate, and private sector will promote positive conservation ethics.
- **Total Quality Management:** Agency revitalization is imperative to the accomplishment of this mission. Leadership requires a clear vision to the future and unequivocal commitment to that vision. Total Quality Management focuses attention on organizational leadership, empowering employees to be fully productive, and responding to the needs of an identified clientele. Other characteristics of applied Total Quality Management include adequate and properly allocated resources, a well-trained and motivated staff, aggressive future-focused leadership, a supportive organizational structure, and a commitment to objective monitoring of performance and reporting of progress.

Today's challenges and opportunities are great. We must act now! This plan provides overall direction for the Fish and Wildlife Service to take a future-focused, proactive role in conservation of our nation's living resources.



MANY OF THE FISHERIES of this nation are in jeopardy. Precipitous declines have been recorded for East and Gulf Coast striped bass, lake trout in the Great Lakes, salmonids in the West, Atlantic salmon and sturgeon. The number of endan-

## FISHERIES

gered species is accelerating. Threats to native fisheries include habitat loss, over harvesting, decreases in water quality and quantity, toxic contaminants, impediments to fish migration, introduction of exotics, and other human activities.

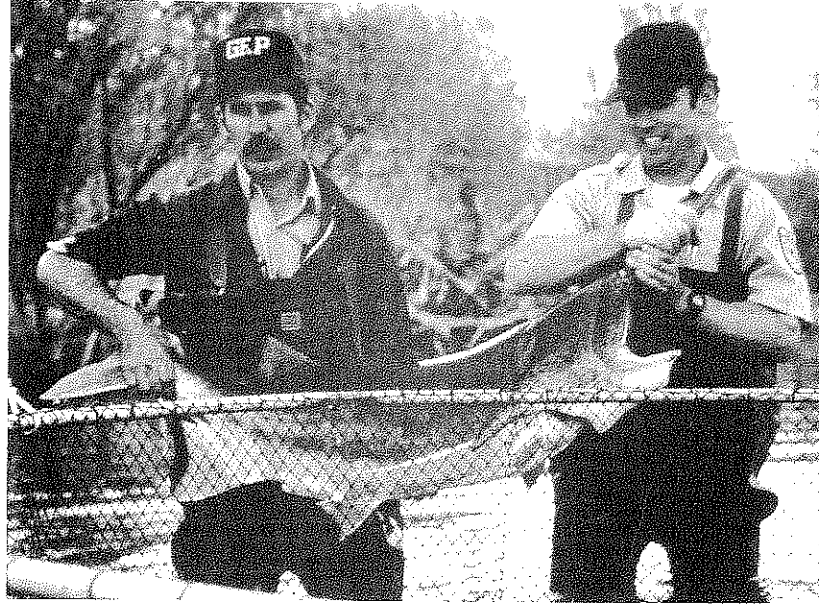
In the face of these trends, the public's interest in fisheries is greater than ever before. Society demands a responsive, cohesive and focused approach to fisheries management. The Service is in a position to catalyze the partnerships needed to ensure comprehensive, consistent goals and objectives required to manage fisheries resources across jurisdictional boundaries.

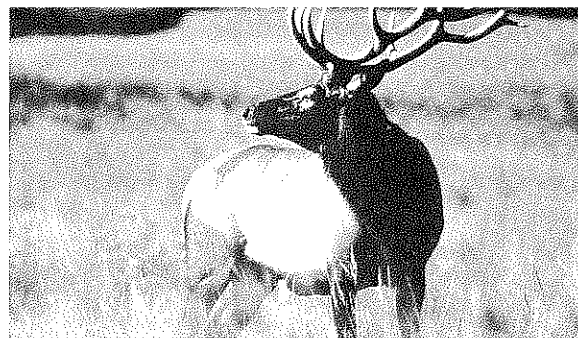
**GOAL:** To restore, enhance, manage, and protect fishery resources.

### STRATEGIES:

- In partnership with the states, Native Americans, the private sector, other federal agencies and appropriate countries, develop and achieve common management goals and objectives.
- Develop formal agreements and processes with other agencies that reduce degradation of riparian, freshwater, marine and estuarine habitats.
- Increase responsiveness and efficiency of the Federal Aid program by improving partnerships with the states, manufacturers, conservation organizations, and public to protect and restore fisheries and meet the needs of recreational users.
- Cooperate with other federal, state, Native American and local entities to protect the quality and quantity of water available for fishery purposes.
- Develop and implement comprehensive fishery management plans and assessments on all applicable refuges.
- Ensure that Service hatchery operations and management programs are compatible with the preservation of existing native stocks and utilize Service expertise to arrest declining fish stocks.
- Establish a national repository for fisheries data and management practices to improve technical understanding of the status, trends, causes and effects of changes of native fish populations and their habitats.

- Increase investigations to better understand fish genetics, disease, depredation, nutrition, contaminant impacts, habitat losses, culture techniques and control of nuisance exotics to restore depleted and endangered fishes to desirable levels.
- Initiate comprehensive follow-up evaluation of survival, and quality control programs for Service hatchery-stocked fish, fishery restoration, mitigation, and enhancement programs.
- Establish partnerships with the private aquacultural community to ensure industry development that is economically viable and compatible with protection of wild fish stocks.
- Establish an environmental awareness and outreach program to develop an informed and involved citizenry to support fish conservation.
- Enforce existing federal laws to ensure that no species is threatened by illegal take, transport, commerce or habitat destruction.





THE SERVICE'S PRIMARY INTEREST in nonendangered terrestrial wildlife is the conservation of migratory birds, including waterfowl and other species such as songbirds, water birds and raptors. This responsibility results from laws and

## WILDLIFE

international treaties relating to the protection of migratory birds. In addition to these responsibilities, other laws such as the Fish and Wildlife Coordination Act and the Federal Aid in Wildlife Restoration Act direct the Service to cooperate with the states to conserve and protect resident wildlife and support traditional consumptive uses of many of these species.

Growing public interest in the conservation of nongame migratory birds dictates that the Service expand its programs to reach a more urban-oriented public. Habitat protection cannot be accomplished by acquisition alone, but requires new and innovative partnerships with private land owners and the states.

Due to previous losses, protection of existing habitat alone is not sufficient to sustain acceptable populations and distribution patterns. Rather, restoration of degraded habitats is increasingly important as the Service strives to provide leadership in the attainment of an increase in the nation's fish and wildlife and their habitats.

The Service's agenda for the 21st century responds to these trends. The agency will be expanding its conservation programs toward the protection and restoration of diverse wildlife habitats, emphasizing the conservation of ecosystems, biological diversity and a new emphasis on watchable wildlife programs. Recognizing the private landowner's rights and the need for their informed involvement, the Service will seek new partnerships for increasing efforts in the wetlands restoration arena.

**GOAL:** To restore, enhance, manage and protect a healthy diversity and desired distribution of wildlife species and their habitats.

### STRATEGIES:

- Increase Service efforts in the conservation of nongame migratory birds and other species and their essential habitats, nationally and internationally.
- Direct acquisition and management of lands within the National Wildlife Refuge System to protect a) areas of high species diversity, b) critical, declining or vulnerable habitats, and c) corridors to link protected habitats.
- Support International, federal, state, and Native American programs to manage endemic populations of game animals for traditional uses such as hunting and trapping.
- Expand technical assistance for private lands habitat protection and restoration programs to maximize wildlife conservation on wetlands and associated upland habitat and riparian areas in accordance with the Food, Agriculture and Trade Act of 1990 and other opportunities.
- Implement cooperative International, federal, state, and Native American enforcement programs, utilizing authorities to protect endemic and migratory species.
- Increase responsiveness and efficiency of the Federal Aid program by developing more partnerships with the states, manufacturers, conservation organizations, and public to protect and restore resident wildlife and meet the needs of recreation users.
- Continue to implement the North American Waterfowl Management Plan to achieve population and habitat targets.
- Increase urban wildlife programs and associated public use opportunities, particularly watchable wildlife programs.
- Establish an environmental awareness and outreach program to develop a more informed and involved citizenry to support wildlife conservation.
- Enforce existing federal laws to ensure that no species is threatened by illegal take, transport, commerce or habitat destruction.



THE RATE OF EXTINCTION for plants and animals is growing rapidly due to both natural and human-induced impacts. The Service must take a proactive approach which prevents species from arriving at the threatened or endangered threshold rather than follow a course of action intended only to prevent those species from becoming extinct or simply recovered to non-threatened status. The need to elevate preventive measures, as reflected in concepts like "pre-listing recovery" and "preservation of biodiversity," are the cornerstones of this effort.

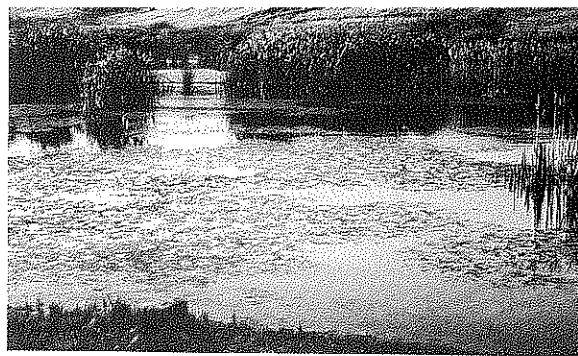


**GOAL:** To manage species, ecosystems, and human-induced impacts to prevent species decline; to accelerate the listing and recovery of endangered and threatened species.

**STRATEGIES:**

- Accelerate efforts to monitor and assess population and ecosystem trends to identify species, subspecies, and populations in decline, and initiate balanced actions to preclude species from becoming candidates for listing under the Endangered Species Act.
- Provide leadership in cooperative national and international efforts to identify and restore ecosystems, habitats, and species that are declining world-wide.
- Promote environmentally and economically sound design and planning to avoid and/or minimize endangered species conflicts with human development. Encourage land management practices that balance human needs and uses with wise stewardship of fish and wildlife.
- Provide leadership in developing partnerships with other federal, state, Native American, and local agencies, with concerned constituency groups and the public to identify and protect candidate species or species in decline, and to develop and implement Recovery Plans.
- Modify the Recovery Priority System to favor threshold species (i.e., those on the verge of recovery) and critically endangered species (i.e., those on the verge of extinction) and develop innovative recovery actions.
- Establish an environmental awareness and outreach program to develop a more informed and involved citizenry to understand the need for conservation of the world's biological diversity.
- Enforce existing federal laws to ensure that no species is threatened by illegal take, commerce, or habitat destruction.

**ENDANGERED SPECIES**



A MAJOR REASON for the loss of species and the decline of populations is habitat degradation caused by the growth in human population. This degradation may be the actual reduction in the habitat acres or the more subtle loss of habi-

tat quality caused by sedimentation, contamination, or by fragmentation. The loss and degradation of habitat has been well

documented in the case of wetlands and other aquatic systems, particularly estuarine areas.

The Fish and Wildlife Service is involved in wetlands conservation through a number of federal laws and Executive Orders that define our participatory role in land and water use decisions. The Service must work to reverse the decline of wetlands and other aquatic systems and work with others to produce an increase in these important habitats.

## WETLANDS AND AQUATIC HABITATS

**GOAL:** To restore, enhance, manage and protect wetlands including freshwater, marine, riparian and estuarine ecosystems.

### STRATEGIES:

- Use existing laws, regulations and law enforcement capabilities to work with federal, state, Native American, local governments and private interests to restore, enhance and protect wetlands and other aquatic habitats, so as to ensure maximum consideration for fish and wildlife resources.
- Improve responsiveness and efficiency of the Federal Aid program by enhancing partnerships with the states, manufacturers, conservation organizations, and public to protect and restore fish and wildlife habitats and meet the needs of recreation users.
- Consolidate technical data on contaminants and develop impact thresholds for contaminants for a variety of species and make it available to the public as well as state and other government agencies.
- Provide technical assistance to other governments and organizations and establish international protocols to protect, conserve and manage wetlands and other aquatic habitats and their fish and wildlife.
- Provide technical assistance and other incentives to private landowners to encourage restoration, management and protection of wetland-dependent fish and wildlife species.
- Aid in review of state Water Quality Standards and Best Management Practices, and identification of areas where water quality adversely affects fish and wildlife or human use.

- Develop a National Wildlife Refuge/National Fish Hatchery Water Resource Data Base, develop water budget models, identify and perfect existing water rights, and train Service personnel and other government employees in water law and adjudication procedures.
- Define the Service's responsibility to restore and enhance species dependent upon estuarine habitats.
- Work cooperatively to ensure adequate instream flows to protect riparian, riverine and other wetland types and maintain adequate freshwater flows to estuarine systems.
- Identify and strive to conserve significant spawning, nesting, rearing and migratory habitats for wild and artificially cultured fish and wildlife.
- Cooperate with federal, state, Native American and local governments and private interests to reduce contaminants and point and non-point air and water pollution.
- Establish an environmental awareness and outreach program to develop an informed and involved citizenry that will support fish and wildlife conservation.





THE MARINE MAMMAL PROTECTION ACT and the Endangered Species Act require protection of marine mammals while providing for their harvest by Alaska Natives. The public's interest in marine mammals generates considerable controversy and has

resulted in Service management taking a high profile with the agency's implementation of policies and regulations often challenged in the courts. Research and management activities have been hampered by: 1) a requirement in the Marine Mammal Protection Act that provides for regulation of harvest only when a population reaches "depleted" status, and 2) a lack of accurate biological data on populations, harvest levels, etc. due to the remoteness of these species and communication difficulties with those who rely on them for traditional uses.

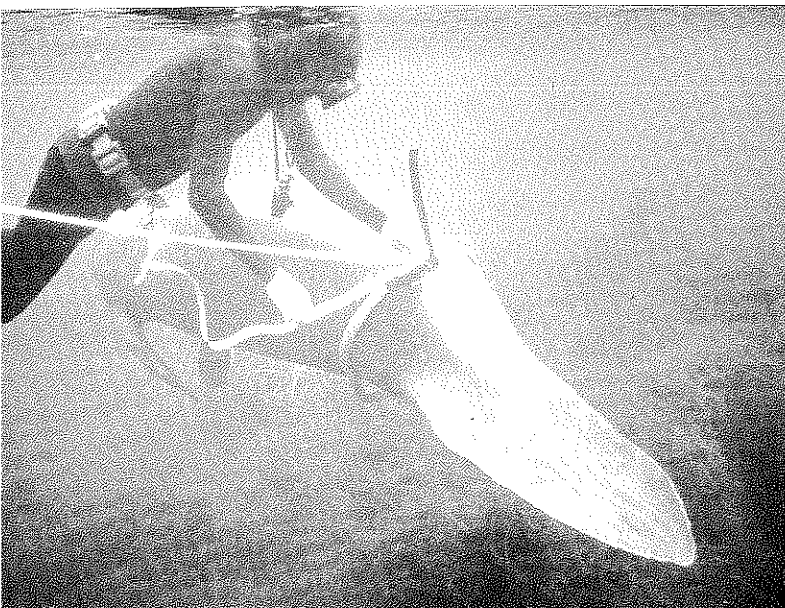
## MARINE MAMMALS

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**GOAL:** To protect and maintain optimum sustainable population levels and achieve recovery of marine mammals for which the service has primary jurisdiction (polar bear, walrus, sea otter, manatee and dugong) and other marine mammals inhabiting service lands and adjacent waters.

### STRATEGIES:

- Cooperate with states, foreign governments, industry, the Fishery Management Councils, Marine Mammal Commissions, and the National Marine Fisheries Service to monitor status and trends of populations, define optimum sustainable population levels, and establish population objectives.
- Cooperate with states, other federal agencies, foreign governments, as well as Native American, conservation, and other interested groups to prepare and implement conservation and recovery plans; priority given to those species listed as "depleted," subject to legal harvest, or incidentally taken in substantial numbers.
- Manage marine mammals based on biological principles and established practices to protect them before populations reach the "depleted" status and transfer management authority to the states where appropriate.
- Establish an environmental awareness and outreach program to develop a more informed and involved citizenry to support conservation of the marine mammal population.
- Enforce federal laws to ensure that no species is threatened by illegal take, transport, commerce or habitat destruction.





THE NATION'S WORKFORCE is changing. By the year 2000, it is likely that more than half of the entrants will consist of white females and people of color. The opportunity to develop a more representative workforce brings challenges in recruiting, training, retaining and managing that workforce.

Rapidly changing technologies, and the diverse responsibilities of the Service require adequate orientation, continuing education and training to maintain the professionalism and effectiveness of its personnel. Management skills are not innate. Supervisory, management, and leadership skills must be developed among Service managers who are generally promoted from the ranks of technically trained professionals. The nature of Service activities often places employees in situations where response to public involvement reflects upon the entire agency and the Department of the Interior.



**GOAL:** To accomplish the mission of the fish and wildlife service with a motivated, well-trained work force which represents the nation's cultural diversity.

**STRATEGIES:**

- Provide equal employment and advancement opportunities for all Service employees through delineation of career tracks, comprehensive career planning and counseling, and initiatives for cross-program, inter-regional, and extra-agency development while recognizing constraints imposed by mobility, family, and health.
- Implement a Total Quality Management Program that ensures a working environment that includes incorporating employee and citizen participation in determining Service direction, evaluating management effectiveness, and challenging artificial barriers to increased productivity.
- Develop innovative and aggressive recruitment programs to attract the best qualified personnel for a Service workforce representative of the cultural diversity of the nation.
- Establish a Service-wide training and employee development program designed to meet career development needs focusing on orientation to the Service and its mission, biological and technical training to maintain professional competencies, and development of supervisory, managerial, and leadership skills and abilities.
- Provide employees with a quality work environment that recognizes the needs of the individual. Day-care facilities, opportunities for health and fitness, etc., will constantly be explored to improve employee morale and job performance.

**ORGANIZATIONAL  
VITALITY**

IT IS ONE THING to define a vision for the future. It is quite another to make that vision become reality. Obviously, this document is only the first step in an ongoing process of responding to challenges to fish and wildlife conservation. It

represents a distillation of the input of individuals, agencies and organizations who answered our call to help describe a

pathway to the future. What will now ensue is the process of addressing the question, "How will we get there?"—in short, implementation of this vision.

Implementation will require that all existing Service functions be analyzed and, if warranted, restructured in light of their contribution to the goals and strategies described.

It will require the annual prioritization of the strategic elements of this plan, so that proposed new initiatives can be described in step-down plans which articulate measurable objectives and which address the specific strategies contained herein. These initiatives will then be adopted and implemented depending upon their contribution to attainment of the goals articulated in this document.

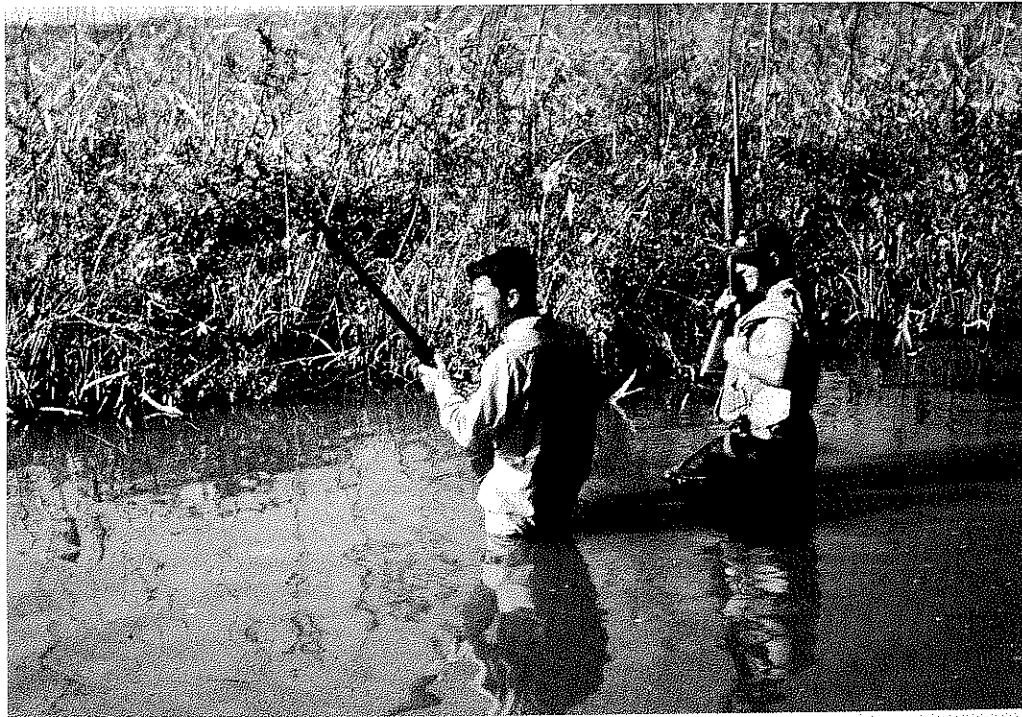
It will require that the periodic analysis of existing functions, coupled with the selection of new initiatives, guide not only management emphasis and organizational structure but drive budget formulation and personnel allocation as well.

It will require that strategies defining the overall emphasis of the agency's mission be the performance standards by which the agency and individual managers are guided and evaluated. Performance evaluations will then become the foundation for an annual reporting of progress in the conservation of the nation's fish and wildlife.

It will require the Service to become more customer-oriented as we document and report progress to the public, and seek input from them in regular re-evaluation and re-definition of our vision for the future.

Finally, it will require a continual investment in our most important resource—a dedicated, motivated and effective work force. Public outreach and employee empowerment are essential to the success of our mission and the future of America's irreplaceable fish and wildlife heritage.

## IMPLEMENTATION



#### PHOTO CREDITS

- Cover:* (left to right)  
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