

North American Wetlands Conservation Fund

Appropriations Language

For expenses necessary to carry out the provisions of the North American Wetlands Conservation Act, as amended (16 U.S.C. 4401 et seq.), [\$35,554,000]\$39,425,000, to remain available until expended. (Consolidated Appropriations Act, 2012.)

Authorizing Statutes

North American Wetlands Conservation Act of 1989 (16 U.S.C. 4401). Section 4406 of the Act (NAWCA) authorizes fines, penalties, and forfeitures from violations of the Migratory Bird Treaty Act to be made available for wetlands conservation projects. Section 4407 authorizes interest on excise taxes for hunting equipment deposited for wetlands conservation grants and costs for administering this grant program. The Act authorizes appropriations to be used to encourage partnerships among public agencies and other interests to protect, enhance, restore, and manage wetland ecosystems and other habitats for migratory birds and other fish and wildlife; to maintain current or improved distributions of migratory bird populations; and to sustain an abundance of waterfowl and other migratory birds consistent with goals of the North American Waterfowl Management Plan and international obligations with other countries.

Coastal Wetlands Planning, Protection and Restoration Act (16 U.S.C. 3951-3956). Establishes the National Coastal Wetlands Planning, Protection and Restoration Program within the Sport Fish Restoration Account for projects authorized by NAWCA in coastal states.

Aquatic Resources Trust Fund (26 U.S.C. 9504). Authorizes appropriations from the Sport Fish Restoration Account to carry out the *Coastal Wetlands Planning, Protection and Restoration Act*.

Appropriation: North American Wetlands Conservation Fund

	2011 Actual	2012 Enacted	2013			Change from 2012 (+/-)
			Fixed Costs and Related Changes (+/-)	Program Changes (+/-)	Budget Request	
<i>Appropriations:</i> North American Wetlands Conservation Fund (\$000)	37,425	35,497	0	+3,928	39,425	+3,928
<i>Receipts (Mandatory):</i> Migratory Bird Treaty Act Fines (\$000)	689	651	0	+49	700	+49
Total, North American Wetlands Conservation Fund (\$000)	38,114	36,148		+3,977	+40,125	+3,977
FTE	9	9	0	0	9	0

Summary of 2013 Program Changes for North American Wetlands Conservation Fund

Request Component	(\$000)	FTE
• North American Wetlands Conservation Fund	+3,928	0
Program Changes	+3,928	0

Justification of 2013 Program Changes

The 2013 budget request for the North American Wetlands Conservation Act (NAWCA) grants program is \$39,425,000 and 9 FTE, with a net program change of \$3,928,000 and 0 FTE from the 2012 Enacted.

North American Wetlands Conservation Fund (+3,928,000/+0 FTE)

The Administration requests \$39.4 million for the North American Wetlands Conservation Fund in 2013 to help partners acquire, protect, restore and enhance wetland habitat across the continent. NAWCA funding is frequently the catalyst needed to bring federal and state conservation agencies, local governments, private industry, non-profit conservation organizations, and individuals together in public-private partnerships to address mutual conservation needs and concerns in important wetland areas.

These vital local conservation partnerships match each grant dollar awarded with at least one non-federal dollar, and often more. Consequently, the FY 2013 increase in available grant dollars will ultimately result in more than \$7,850,000 for conserving thousands of acres of important wetland ecosystems such as the Gulf Coast of Louisiana and Mississippi, the San Francisco Bay and Sacramento/San Joaquin River Delta, the Great Lakes watershed, and the Atlantic Coast.

Mandatory Receipts - Receipts are derived from court-imposed fines for violations of the Migratory Bird Treaty Act and vary greatly from year to year. However, an estimate of \$700,000 is consistent with the trend for this account.

Program Overview

The North American Wetlands Conservation Act program provides grants throughout North America for conserving habitat for waterfowl and other wetland-associated migratory birds. For the past 22 years, NAWCA has provided the funds for the Service, state wildlife agencies and sportsmen and conservation organizations to protect and restore more than 26 million acres for waterfowl and other wetland-associated fish and wildlife. NAWCA has been the primary federal program contributing to the

conservation of waterfowl nesting, migrating and wintering habitat across North America, funding efforts to return waterfowl populations to 1970s levels and helping maintain cultural ties to hunting and other outdoor activities.

NAWCA funds have been invested in North America’s most vital wetland ecosystems. Projects are selected for funding based on the significance of the wetland ecosystems and wildlife habitat to be conserved, migratory bird species benefitted, partner diversity and non-federal contributions leveraged, as well as the long-term value of the conservation work proposed. The Service also has increased the amount and intensity of project monitoring to help projects succeed and ensure grant program accountability. Consistent and thorough monitoring helps the Service identify areas of technical assistance needed by partners; evaluate grantee performance; ensure regulatory compliance and responsible financial management; correct grant administration errors, irregularities and noncompliance; and deter waste, fraud and abuse.

Country	Protected Acres	Enhanced, Restored, and Created Acres	Number of Projects
Canada	14,628,830	3,270,936*	495
Mexico	2,125,788	1,094,526	253
U.S.	4,522,799	3,498,010	1,367
All Countries	21,277,416	7,863,473	2,115

Acres represent total proposed acres approved for funding in the U.S. and Canada from FY 1991 through FY 2011. Some acres are included in both “Protected” and “Enhanced, Restored and Created” due to multiple activities occurring on the same property. Therefore, while the two categories should not be added to demonstrate total acres affected, approximately 28.5 million acres have been affected by protection, enhancement, or restoration activities.

* This figure includes 413,910 acres of moist soil management completed prior to 1998.

Grants made through NAWCA have assisted thousands of public-private partnerships in protecting and improving the health and integrity of wetland and wetland-associated landscapes across North America, providing critical habitat for waterfowl and other wetland species. Through FY 2010, the NAWCA program has supported 2,015 projects in 50 U.S. States, Puerto Rico, the U.S. Virgin Islands, 13 Canadian provinces and territories, and 31 Mexican states and the Federal District of Mexico. Millions of acres have been protected, restored and enhanced by more than 4,600 partners.

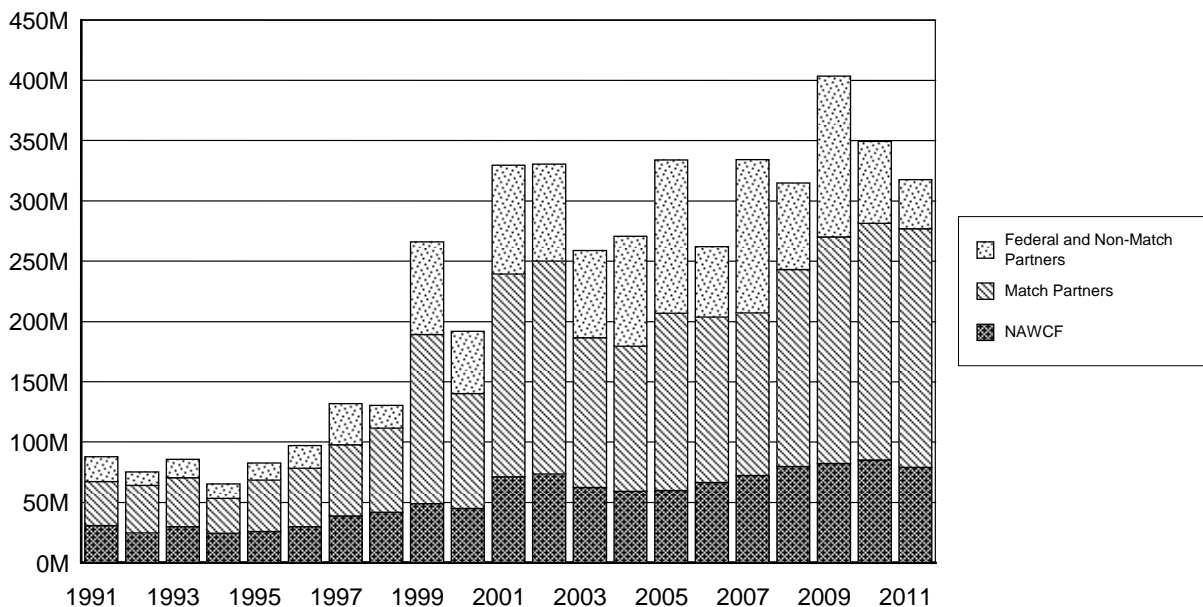
By partnering with non-federal cooperators such as private landowners, states, local governments, conservation organizations, national and local sportsmen groups, tribes, trusts, and corporations, NAWCA funds have effectively leveraged twice the legally required 1:1 match-to-grant ratio. NAWCA grants are the catalysts for partnerships and projects that:

- Generate migratory bird conservation, flood control, erosion control, and water quality improvement;
- Sustain cultural traditions, such as hunting and fishing;
- Help implement the tri-national North American Waterfowl Management Plan and other national and international bird conservation plans;
- Assist in the recovery of endangered and threatened species; and
- Achieve the Service’s long-term outcome goal of healthy and sustainable migratory bird populations, including waterfowl.

NAWCA administers Standard and Small Grants programs. The Standard Grants Program is open to applicants in the U.S., Canada, and Mexico. Standard grant amounts in the U.S. are generally \$750,000 to

\$1,000,000, and eligible grantees must provide matching funds at least equal to the award amount. Usually, the *non-federal match* amount exceeds the requested grant amount by more than 2:1. The Small Grants Program, available only in the U.S. and limited to \$75,000 per project, is intended to assist smaller partners and projects to successfully compete for NAWCA funds. This program attracts new partners for wetland conservation and helps diversify the types and locations of projects funded by NAWCA.

Partner Funds Leveraged by NAWCF Grants (Standard and Small Grants in Canada, Mexico, and the U.S.)



Data collected through 2011 shows the Standard Grants Program has supported nearly 3,600 partners, including environmental organizations; sportsmen’s groups; corporations; farmers and ranchers; small businesses; federal, state and local governments; and private landowners, as they implemented 1,580 projects worth over \$4.5 billion. NAWCA has contributed over \$1.1 billion to these projects, with total partner funds of more than \$3.4 billion. More than \$2.2 billion of these partner funds are from *non-federal sources*, providing more than \$2 in eligible match for every NAWCA dollar awarded. More than 26.4 million acres of wetlands and associated uplands have been protected, restored, enhanced and/or established through the Standard Grants Program in the U.S., Canada, and Mexico.

The Small Grants Program started in 1996 with \$250,000 in grant funds. Currently, up to \$5 million of NAWCA funds may be used for small grant awards each year, depending upon the availability of funds and qualifying projects. Through 2011, 535 projects have been approved for more than \$28.6 million in grant funds. Eligible partners have contributed more than \$117 million in *non-federal matching* funds (including in-kind contributions) to projects located in 49 states and Puerto Rico. Such *non-federal matching* has allowed small grants to leverage more than \$4 for every NAWCA dollar, awarded affecting almost 194,000 acres, benefiting a diversity of wetland and wetland-associated habitats, and fostering new and expanded partnerships for the NAWCA program.

A nine-member North American Wetlands Conservation Council (Council) recommends projects for approval by the Migratory Bird Conservation Commission (MBCC). The Council comprises the FWS Director, the Secretary of the Board of the National Fish and Wildlife Foundation, four Directors of state

fish and game agencies representing each of the migratory bird flyways (Atlantic, Mississippi, Central, Pacific), and representatives from three nonprofit conservation organizations actively involved in wetlands conservation projects.

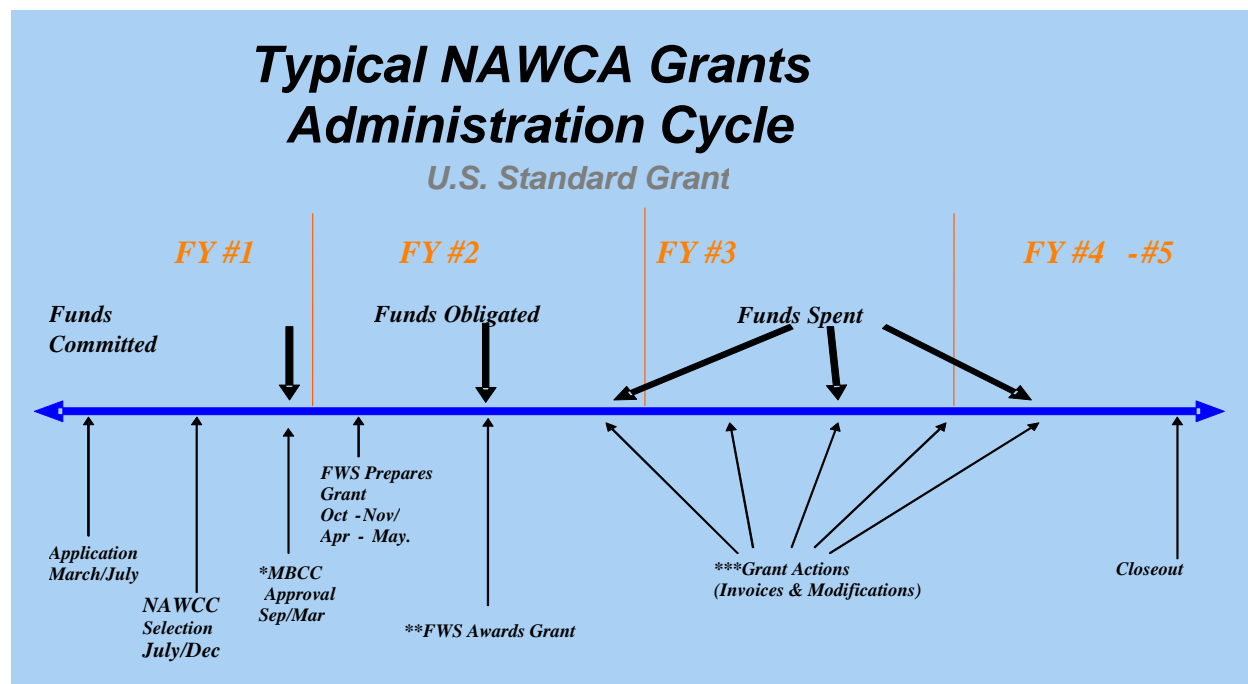
The MBCC includes two U.S. Senators and two U.S. Representatives, the Secretaries of Interior and Agriculture, and the Administrator of the Environmental Protection Agency. The MBCC approves or rejects projects, or may reorder the priority of any Council-recommended project list.

The Act authorizes funding from four sources:

- Direct appropriations
- Interest from receipts in the Federal Aid in Wildlife Restoration account
- Fines, penalties and forfeitures resulting from violations of the Migratory Bird Treaty Act
- Receipts from the Sport Fish Restoration account for U.S. coastal projects (Pacific and Atlantic coastal states, states bordering the Great Lakes, Puerto Rico, the Virgin Islands, Guam, the Commonwealth of the Northern Mariana Islands, and American Samoa).

2013 Program Performance

NAWCA projects will continue to focus on wetland priority areas and support partners as they identify the appropriate tools and activities for the habitat conservation they have committed to accomplish. NAWCA-funded projects will meet DOI’s objective of optimizing landscape conservation, leveraging private contributions and conserving land for wildlife habitat value.



May not accurately represent the less complex small grants.

* 100% of NAWCA grants are approved and committed by the MBCC in the same fiscal year in which those funds are appropriated.

** Processing/obligating grants may require 2-3 months due to the complexity of NAWCA projects, the need for environmental and historic preservation clearances, and FWS administrative procedures.

*** Funds are expended as requested by each grantee over the life of the grant, typically 2-5 fiscal years.

Additionally, projects funded through NAWCA grants explicitly address two Fish and Wildlife Service measurable outcomes (FWS Ops Plan CSF 4.1 and 4.4). These measures are the number of habitat acres enhanced/restored in North America through the North American Wetlands Conservation Fund

(NAWCF) (FWS CSF 4.1.6) and the number of non-FWS wetland acres protected or secured by NAWCF (FWS CSF 4.4.1). Habitats protected, restored, or improved through NAWCA help maintain healthy and sustainable wetland-associated migratory bird populations by insuring that suitable habitat is available.

The 2013 request, along with non-federal partner matches, will enable the NAWCA program to select and fund wetland protection, restoration, and enhancement projects that will ultimately conserve approximately 961,426 acres of wetland and wetland associated habitats in out years, including the estimated 85,840 acres attributed to the proposed budget increase. An estimated 798,000 acres of protected, restored, and enhanced habitat will be reported in 2013. All of these acres will result from previously funded projects that are currently scheduled for completion in 2013.

NAWCA grants are typically multi-year projects so there is not a direct correlation between the funding received in a fiscal year and the accomplishments reported that year. Acres accomplished by projects awarded with 2013 funds will actually be completed and reported in out years. Acres reported as protected, restored, and enhanced in 2013 are the result of previously funded projects that are scheduled for completion in 2013. If projects are extended, completed early or even terminated for cause, changes in the previously estimated acreages can occur. For example, the 2013 performance numbers are almost double the number of acres estimated in the 2012 budget, demonstrating the significant year-to-year variability that occurs because projects have unique acreage objectives and funding periods that may be extended up to five years.

NAWCF – Combined Performance Change and Overview Table

Performance Goal	2008 Actual	2009 Actual	2010 Actual	2011 Actual	2012 Plan	2013 PB	Change from 2012 Plan to 2013 PB	Long Term Target 2016
CSF 4.1 Number of non-FWS wetland acres restored, including acres restored through partnerships, as specified in management plans or agreements that involve FWS - annual (GPRA)	974,658	458,713	363,141	372,004	213,378	340,270	+126,892	447,693
4.1.6 # of habitat acres enhanced/restored of habitat in North America through NAWCF - annual (GPRA)	468,928	264,189	214,507	293,410	178,500	285,428	+106,928	277,469
Comments	Acres of habitat reported as "restored or enhanced" are the result of projects funded from several years previous that were completed during a particular fiscal year. The change in performance from 2008 to 2009, 10, 11, 12 and 2013 demonstrates the variability, inherent in multi-year grants, as to when they are proposed/funded and when they are reported as completed. This year-to-year variability is responsible for the fluctuation in reported acreages that are associated with a given fiscal year.							

NAWCF – Combined Performance Change and Overview Table

Performance Goal	2008 Actual	2009 Actual	2010 Actual	2011 Actual	2012 Plan	2013 PB	Change from 2012 Plan to 2013 PB	Long Term Target 2016
CSF 4.4 Number of non-FWS wetland acres managed or protected to maintain desired condition, including acres managed or protected through partnerships, as specified in management plans or agreements that involve FWS - annual (GPRA)	7,872,799	2,440,943	965,710	760,706	292,366	560,357	+267,991	580,612
4.4.1 # of non-FWS wetland acres protected/secured through NAWCF - annual (GPRA)	709,942	497,254	797,083	666,009	241,663	512,570	+270,907	519,854
Comments	Acres of habitat reported as "protected or secured" are the result of projects funded from several years previous that were completed during a particular fiscal year. The change in performance from 2008 to 2009, 10, 11, 12 and 2013 demonstrates the variability, inherent in multi-year grants, as to when they are proposed/funded and when they are reported as completed. This year-to-year variability is responsible for the fluctuation in reported acreages that are associated with a given fiscal year.							

Standard Form 300

**DEPARTMENT OF THE INTERIOR
FISH AND WILDLIFE SERVICE
NORTH AMERICAN WETLANDS CONSERVATION FUND**

Program and financing (in millions of dollars)	2011	2012	2013
Identification code 14-5241-0-302	Actual	Estimate	Estimate
0100 Balance, start of year	0	0	0
<u>Receipts:</u>			
0200 Fines, Penalties and Forfeitures from Migratory Bird Treaty Act	1	1	1
0400 Total: Balances and collections	1	1	1
<u>Appropriations:</u>			
0500 North American Wetlands Conservation Fund (-)	-1	-1	-1
0799 Balance, end of year	0	0	0
<u>Obligations by program activity:</u>			
0003 Wetlands conservation projects	44	43	40
0004 Administration	1	1	1
0900 Total obligations	45	44	41
<u>Budgetary Resources:</u>			
Unobligated balance:			
1000 Unobligated balance brought forward, Oct. 1	12	7	0
1021 Recoveries of prior year unpaid obligations	2	1	1
1050 Unobligated balance, total	14	8	1
Budget authority:			
1100 Appropriation, discretionary	37	35	39
1201 Appropriation (special fund)	1	1	1
1900 Budgetary authority, total	38	36	40
1930 Total budgetary resources available	52	44	41
1941 Unexpired unobligated balance, end of year	7	0	0
<u>Change in obligated balance:</u>			
3000 Obligated balance, start of year	88	75	71
3030 Obligations incurred	45	44	41
3040 Total outlays, gross (-)	-56	-47	-44
3080 Recoveries of prior year unpaid obligations	-2	-1	-1
3090 Unpaid obligations, end of year	75	71	67

Standard Form 300

**DEPARTMENT OF THE INTERIOR
FISH AND WILDLIFE SERVICE
NORTH AMERICAN WETLANDS CONSERVATION FUND**

Program and financing (in millions of dollars)	2011	2012	2013
Identification code 14-5241-0-302	Actual	Estimate	Estimate
<u>Budgetary authority and outlays, net:</u>			
Discretionary:			
4000 Budgetary authority, gross	37	35	39
4010 Outlays from new discretionary authority	6	7	8
4011 Outlays from discretionary balances	47	38	35
4020 Total outlays (gross)	53	45	43
Mandatory:			
4090 Budgetary authority, gross	1	1	1
4100 Outlays from new mandatory authority	0	1	1
4101 Outlays from mandatory balances	3	1	
4110 Total outlays (gross)	3	2	1
4180 Budget authority, net	38	36	40
4190 Outlays, net	56	47	44
<u>Direct Obligations:</u>			
11.1 Full-time permanent	1	1	1
25.2 Other services		1	1
32.0 Land and structures	2	1	1
41.0 Grants, subsidies, and contributions	41	41	38
99.9 Total obligations	44	44	41
Personnel Summary			
1001 Civilian full-time equivalent employment	9	9	9

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