



The Third Era in Conservation-- Restoration

The President's Northwest Forest Summit in April, 1993 opened a new chapter in conservation and resource history. For 150 years, the Nation has been caught between two polar visions. One was of the great natural resources of the Nation as commodities to be exploited for economic gain. The other was of a deep ethical obligation to preserve and care for God's creations. The new vision that crystallized in Portland in 1993 serves both nature and the Nation's economic future. That vision recognizes that understanding landscapes as complex, living, and integrated systems, can result in better ways of living on, and prospering from the land, while protecting species and preserving nature's special places.

Restoration speaks of optimism, of hope, of change, of the ability to make a hands-on contribution. It involves an enormous act of imagination because it says change and improvement are achievable. Partnerships recognize that the fate of a watershed involves all of the people who live in it, and from it, and who share responsibility for deciding its future. Federal and State agencies, local communities, nonprofit groups, and the private sector, working together, are able to address issues and frame solutions. What would bring people to the table to hash out complex solutions? The opportunity to leave a legacy for their children and grandchildren greater than the one they inherited.

Restoring Parks, Refuges, and Public Lands

Protecting and Understanding the Natural Resource Legacy of Parks

Several years after Congress created the National Park Service in 1916, the Service conducted an official study on the purpose of the national parks. The report declared: "America's national heritage is richer than just its scenic features. Perhaps our greatest national heritage is nature itself, which when combined with great scenic beauty as it is in the national parks, becomes of unlimited value."

In the millennium budget year, the National Park Service plans to place renewed emphasis on preserving unimpaired, for the benefit and enjoyment of the people, the many and diverse natural elements and the great scenic beauty of America's

national parks. National Park System units display the diversity of the Nation's natural heritage: its biodiversity as well as geologic, scenic, and scientific features of value. National Park System habitats include all three North American deserts; the majestic forests of the Sierra range; the ancient forests of the Great Smoky Mountains where there are more tree species than in all of Europe; the forests of the sea including Pacific and Atlantic coral reefs; remnant grasslands; and much more. Its limestone, lava tube, and marine caves include both fascinating geologic features and unique habitats for animals that live nowhere else. Seashores, lakes, wetlands, reservoirs, and rivers, including 18 National Scenic Riverways, support diverse aquatic life, including both recreational and commercial fisheries. The System's "Jurassic" parks,

such as Dinosaur National Monument and Arches, provide clues to ancient life and spectacular red rocks. The dormant and active volcanoes in Hawaii, the Cascades, and Alaska hold clues to past and future geologic events.

More than 160 parks provide important, protected habitat to restore endangered species. At least 168 Federally-listed species occur on NPS lands and are the subject of over 2,000 recovery tasks assigned to the National Park Service. Recovery



tasks include wolf re-introduction in Yellowstone National Park and control of exotic species in Hawaiian parks. Emphasis on both public education and law enforcement patrols for endangered species collectors contribute to recovery as well. Species such as the Kemp's ridley turtle and the black-footed ferret depend on the National Park System for their survival.

The 2000 budget includes an increase of \$25.0 million for enhanced management of natural resources. Part of the increase will be devoted to accelerate efforts to acquire basic data on natural resources, allowing parks to complete all of the basic natural resource data inventories NPS funds

within seven years. This funding shortens the time inventories would take at the current funding level by 14 years. Despite operating for over 80 years, the NPS lacks a complete inventory of the natural resources it manages.

Other programs benefiting from the increase include monitoring the condition of key natural resource systems over time, restoring the California Desert lands and ecosystems disturbed by past human activity, assuring new damage is mitigated, protecting fragile and unique geologic resources such as fossils and delicate cave formations, and restoring threatened and endangered species. The increase will allow the Service to control more than 11,000 additional acres of exotic species annually, a 43 percent increase over the current level, and to restore an additional 150 acres disturbed by mines, roads, and other infrastructure and facilities no longer in use.

NPS 2000 Goal - Many parks have lost resources such as scenic beauty, native vegetation, or animal habitat due to disturbance by human activity. By September 30, 2000, NPS will restore over 3,000 acres of lands damaged by human activity.

Making Washington, D.C. Sparkle

The park system of the Nation's Capital includes some of the most important memorials and monuments in the Nation. In recognition of the stewardship responsibilities the National Park Service holds for Washington, D.C., areas such as the National Mall, Constitution Gardens, and the famous Cherry Tree Walk on the Tidal Basin, the 2000 NPS budget request launches the first year of a five-year initiative to improve the visual quality of the Washington, D.C. parks. Among the specific projects planned in 2000 are: a project to preserve and replace trees throughout the NPS National Capital Region, continuation of the rapid response graffiti removal program, seating and lighting improvements at the Carter Baron Amphitheater, and infrastructure repairs at Meridian Hill Park.



Rebuilding Wildlife and Fisheries Resources

The Fish and Wildlife Service has the unique Federal mission of conserving, protecting, and enhancing fish and wildlife and their habitats for the continuing benefit of the American people. Since 1903, when President Theodore Roosevelt established the first "preserve and breeding ground for birds" at Florida's Pelican Island, the National Wildlife Refuge system has grown to 516 units covering 93 million acres. Refuges protect caribou, bears, and salmon inhabiting the towering mountains, misty fjords, tundra, and glacial lakes of the remote Alaska Peninsula; the elusive Florida panther in the Everglades; spectacular flights of sandhill cranes at Bosque del Apache; and provide bird watching and wildlife watching opportunities for city dwellers at the Rocky Mountain Arsenal, John Heinz, and San Francisco Bay Refuges. Since wildlife species do not recognize the artificial boundaries of refuges, FWS also works with

the States to manage interjurisdictional species. For example, FWS leads the Secretary's effort to restore native fish populations to the Nation's lakes and waterways, such as ongoing strategies to rebuild Atlantic salmon stocks in New England.

The 2000 budget includes increases for important FWS programs such as the National Wildlife Refuge system, habitat conservation programs, migratory birds, international affairs, and law enforcement efforts to protect endangered species.

An increase of \$18.1 million will fund critically required habitat protection and wildlife improvement projects on 200 refuges and efforts to eradicate invasive nuisance species on 48 refuges. Projects that protect wildlife center on biological activities. Additional funding will be used, for example, to support the release of endangered red wolves in Florida's St. Vincent NWR; to establish wildlife population densities at Oklahoma's newly established Ozark Plateau NWR; and to implement long-term habitat management strategies at New Jersey's Supawna Meadows NWR.

Projects that improve habitat include the full range of management strategies from the protection of pristine areas to intensive manipulation of soils, water, topography, and vegetative cover. Additional funding in 2000 will be used for habitat restoration projects such as eradicating saltcedar from refuges in the Southwest and Chinese tallow trees from Texas Gulf Coast refuges; removing feral pigs from Hawaiian refuges; and protecting coral reefs at Caribbean refuges. Projects that serve people include educational and recreational activities. More than 98 percent of refuge lands are open to the public and over 34 million people participate in wildlife dependent recreation and environmental education. Additional funding will increase visitor opportunities at Massachusetts' Parker River NWR and establish an outreach program at Alaska's Selawik NWR to serve the local people of Kotzebue.

FWS 2000 Goal - By September 2000, FWS will meet identified habitat needs of the Service lands by ensuring that 93,822,296 acres (total acres managed by the Service) are protected, of which 3,377,260 acres will be enhanced or restored.

Sustaining Productive Landscapes on the Public Land

Nearly 100 years ago, President Teddy Roosevelt knew that preserving the beauty and natural wonder of this great land was vital not just to the health of our environment, but also to the health of our families, the power of our economy, and the strength of our communities.

*Vice President Al Gore
January 1999*

Satisfying the Bureau of Land Management's "multiple use" mission has proven to be far more challenging than meeting the goals of either a commodity driven or a strict preservationist approach to land management. In following its legal requirements, BLM may adopt a management strategy that pleases one set of customers--wilderness advocates, for instance--while simultaneously constraining the uses of another set of customers, such as off-highway vehicle enthusiasts. The BLM well understands that in the 21st century, "sustaining productive landscapes" will require an active approach based on collaboration that must involve competing interests such as recreationists, the mining industry, the timber industry, and many other concerned parties.



Sustaining productive landscapes requires that renewable resources, like timber, be harvested at a pace that can be maintained indefinitely and that grazing should be managed to benefit both livestock and the quality of the public lands on which they graze. In each case, management is guided by a long-term view in which the best interests of both the users and the owners of the public lands are simultaneously invested. To sustain productive public lands in healthy condition, BLM must play an active management role. Whether by controlling the spread of invasive species, using fire and mechanical forest treatments as tools, planting native vegetation, creating in-stream fish habitat, cleaning up runoff from abandoned mines, or limiting wild horse populations, BLM's management plans are blueprints for hard work to produce healthy lands over multiple generations.

Complex balancing act? Certainly, but hardly an impossible one. Look, for instance, at BLM's end-of-the-century achievements in the Grand Staircase-Escalante National Monument in Utah, the Headwaters Forest in California, or the westside forests of Washington and Oregon that are covered by the Northwest Forest Plan. In each of these areas, sometimes antagonistic interests are reaching agreement on long-term management strategies that permit consumptive uses consistent with maintaining the health of the land. For landscapes to remain productive, it is these kinds of solutions that are required.

In 2000, BLM will continue its active management approach with an additional \$10.9 million dedicated to rangeland improvements, including an aggressive weed control effort. Other health of the land initiatives total an additional \$17.0 million, including uncontrollable expenses. Among those program changes are \$2.0 million for landscape-based improvements in the desert areas of the southwest and California, \$1.0 million for management of the Headwaters Forest, and a series of water quality and other initiatives throughout the western United States.

BLM 2000 Goal - By September 30, 2000, 100 percent of NEPA documents for new commercial authorizations address achievement of land health standards, where standards have been adopted.

BLM 2000 Goal - In 2000, 176,000 acres will be treated to prevent the spread of noxious weeds and undesirable plants.

2000 to accelerate the restoration of water resources that have been contaminated by acid mine drainage. Through the Appalachian Clean Streams Initiative, OSM will increase the number of Clean Stream projects to 42 and work with states, local communities, non-profit groups, and the private sector to restore these precious waters.

Restoring Healthy Lands and Clean Streams

Through its abandoned mine lands reclamation and clean streams programs, the Office of Surface Mining plays a key role in the restoration of the Nation's landscape. An increase of \$22.3 million for Abandoned Mine Lands State and tribal reclamation grants and high priority Federal reclamation efforts will result in the reclamation of approximately 1,235 acres. The restoration of this land to productive use supports the Administration's goals for Water and Watershed Restoration as outlined in the Clean Water Action Plan. Not only will these areas become useful again to the local communities in which they are located, health and safety issues will be reduced while the general economy benefits.



After



Before

OSM 2000 Goal - Under the AML State and Tribal reclamation grants and high-priority Federal reclamation efforts, reclaim approximately 1,235 additional acres of abandoned mine land.

Restoring Land Health with Fire

Guided by the principles of the Wildland Fire Management Policy and Program Review, the Departments of the Interior and Agriculture in 2000 will enter the fourth year of a sustained program of fuels treatment. The four land management bureaus that receive funding from BLM's wildland fire appropriation can expect to treat more than one million acres of land in 2000, a tripling of effort since this program began. Lowering the risk of severe fires and lowering long-

Acid mine drainage from abandoned coal mines continues to be a major source of water pollution and the leading cause of aquatic habitat destruction impacting species such as Appalachian native brook trout. OSM is requesting \$3.0 million in

term suppression costs are clearly goals of the Department's fuels programs, promoting ecological health is, as well. In forests and rangelands that have been witness to a blanket of fire suppression for as long as a century, a dramatic shift in species composition and dominance has occurred. This



often has led to an unhealthy, unstable vegetative cover with far less diversity than existed under a natural fire regime. In many cases the upstarts are crowding out fire-resistant, dominant species for limited water, nutrients, and sunlight. The disruption of natural successional patterns has caused some species to become rare or even endangered. The fuels management program is intended to promote health of the land, and as well, to reduce the likelihood of severe and costly "escaped fires."

Consistent with those objectives, the Department proposes continuation of the \$4.0 million "fire science" program for which valuable data are now being collected. The science derived from this initiative is being used to inventory and prioritize fuels treatments through mapping, and to improve our understanding of the potential effects of prescribed fire on air and water quality, wildlife habitat, and sensitive species. The fire science will also be used for evaluating the effectiveness of treatments. The 2000 request for the wildland fire appropriation totals \$305.9 million, an increase of \$19.0 million above the 1999 appropriation level.

Restoring Ecosystems

At the dawn of the century, many Americans saw nature only as a resource to be exploited, or an obstacle to be overcome. We can all take pride, each of us, in the work that we have done. But we have a lot to do.

*President Bill Clinton
January 1999*

Over the last six years the Administration has implemented three large scale restoration efforts using new methods, partnerships, and renewed public participation. The Administration will continue to press ahead with the successful implementation of the Northwest Forest Plan to restore the ecosystem and provide economic stability. During 2000 the Department will continue to lead the Administration's efforts to restore two priority watersheds: California's Bay-Delta, the largest estuary on the west coast of North America and the restoration of the Florida Everglades.

California Bay-Delta

In 1994 Federal and State officials signed the historic California Bay-Delta Accord calling for the restoration and protection of the Bay-Delta eco-

CALIFORNIA BAY-DELTA (dollars in millions)

Ecosystem Restoration	
River Channel Changes	22.0
Improved Instream Flows	20.0
Habitat Restoration in	
Floodplains and Marshes	10.0
Other Ecosystem Restoration.....	<u>23.0</u>
Subtotal.....	75.0
Other CALFED Programs	<u>20.0</u>
Total	95.0

system while strengthening the State's long-term economic health. CALFED, a consortium of ten Federal and four State agencies with management and regulatory responsibilities in the Bay-Delta, is coordinating implementation of the Accord. The

CALFED Bay-Delta program, established in May, 1995, works with stakeholders to develop a comprehensive, long-term solution to the complex and interrelated problems in the region. Uncertain water supplies, aging levees, declining habitat, and threatened water quality are among the issues under consideration.



The California Bay-Delta provides water for two-thirds of all homes and businesses in the State and for more than seven million acres of farmland. The region is also habitat for 120 fish and wildlife species.

The 2000 budget includes a request of \$95.0 million for the Bay-Delta program, an increase of \$20.0 million over the 1999 level. The request includes \$75.0 million to continue implementation of the ecosystem restoration program initiated in 1998, and \$20.0 million for the Federal share of costs to initiate high priority activities in other areas, on which there is broad agreement among California's agricultural, urban, environmental, and business communities. Examples include projects to improve water use efficiency, water quality, and watershed management. These

funds are requested in the Bureau of Reclamation budget, with funds for specific projects or programs being transferred to participating Federal agencies based on plans developed by CALFED. Up to \$9.0 million of the overall amount requested for 2000 may be used for CALFED planning and management activities required to develop the final plan for the Bay-Delta program and to coordinate its initial implementation.

In addition to this request, funds for Bay-Delta program activities are included in the budgets of other Federal agencies. The Environmental Protection Agency anticipates that significant funding in the Clean Water Act and Safe Drinking Water Act program grants provided to California could be used for the water quality portion of the program. Once the final plan is developed, the Administration intends to take this plan and the proposed program to implement it to the authorizing and appropriations committees. It also intends to request funds in the budgets of the Federal bureau or agency that is responsible for implementing a specific program or project.

CALFED released a draft Programmatic Environmental Impact Statement (PEIS) in March 1998, accompanied by a Phase II Report describing three basic options for an overall solution. In December, 1998, CALFED released a Revised Phase II Report that narrows the options and describes a comprehensive framework for restoring ecological health to the Bay-Delta, ensuring a more reliable water supply for all uses, and improving water quality. Implementation of the overall CALFED Bay-Delta Plan may take up to 30 years to complete.

The Revised Phase II Report summarizes the eight elements of the program and their relationships: long-term levee protection, water quality, ecosystem restoration, water use efficiency, water transfers, watershed management, storage, and conveyance. The report includes a draft implementation plan describing proposed actions for the first seven years and a comprehensive monitoring and evaluation program. An innovative aspect of the framework is a water management strategy that uses a broad range of water management tools to meet Bay-Delta program objectives for water supply reliability and other areas. Another innovation is an environmental water account concept designed to provide greater flexibility in operating Federal and State water projects while protecting fisheries and providing more certainty for

water users. A revised draft PEIS, based on this framework, will be released in 1999, and final approval of the plan is expected during 2000.

The Bay-Delta program expects to complete during 2000 the required National Environmental Policy Act review and select the preferred long-term plan to solve critical water-related problems in the California Bay-Delta. The plan will contain specific, measurable performance goals for levee protection, ecosystem restoration, and water conservation, storage, and conveyance.

Florida Everglades

There are no other Everglades in the world....They are, they have always been, one of the unique regions on earth, remote, never wholly known. Nothing anywhere else is like them.

*Marjory Stoneman Douglas
1890-1998*



One of the most significant environmental initiatives of this Administration has been the restoration of the Everglades and the South Florida ecosystem, an environment containing some of the

greatest biodiversity on earth. Since 1993, when the South Florida Ecosystem Restoration Task Force was established, a growing partnership of Federal, State, local, tribal, and private groups have worked to facilitate implementation of the overall restoration effort. The Federal/State commitment has been significant: since 1993, over \$955 million in Federal funds and over \$1.5 billion in State funds have been devoted to Everglades restoration. Funding for Interior has provided critical assistance in resolving ecosystem problems, such as acquiring lands essential to water management capability in the Everglades and improved decision making resulting from scientific research.

In 2000, the Department's request for Everglades restoration totals \$151.5 million, an increase of \$7.4 million over 1999. Interior efforts include ongoing park and refuge operations; hydrologic modeling; continued development of a multi-species recovery plan; scientific research; land acquisition; and construction of the Modified Water Delivery project for Everglades National Park. This project is crucial to restoring ecosystem productivity in the southern Everglades and maintaining adequate freshwater inflow to the downstream estuaries along the Gulf of Mexico and Florida Bay.

This summer, the U.S. Army Corps of Engineers will complete its comprehensive review of the Central and Southern Florida project. The NPS and FWS are cooperating agencies in this effort. This re-evaluation of the entire project water distribution system will provide a master plan for implementing the changes needed to meet ecosystem water resource needs for the next 50 years.

In 1999, the Department obligated all of the remaining funds appropriated to it under the Federal Agricultural Improvement and Reform Act of 1996 (Farm Bill). The Farm Bill appropriated \$200.0 million for the purpose of conducting Everglades restoration activities in the Everglades ecosystem, including the purchase of lands and resource protection and resource maintenance activities. After receiving public input on the use of these funds and ranking the priorities for expenditure, the Department applied nearly all of the funds for the purchase of lands in the Everglades ecosystem, funding grant applications from the State of Florida's Department of Environmental Protection and South Florida Water Management District, as well as The Nature Conservancy. Over-

all, this allows for the acquisition of almost 79,000 acres, including the acquisition of the Talisman Sugar Corporation holdings in the Everglades Agricultural Area (EAA).

On January 8, 1999, the Department and other parties reached an agreement in concept with various owners of lands in the EAA. The agreement will allow for the trade of some of the acquired Talisman lands. This trade could make 50,394 acres available for potential future water storage. In addition, the agreement in concept provides that the South Florida Water Management District will receive an additional 10,708 acres to incorporate into stormwater treatment areas presently under construction in the EAA. These stormwater treatment areas will, when complete, provide for improved water quality. The Department hopes that the agreement in concept will be finalized in mid-February 1999.

The overall acquisitions made possible by the use of the Farm Bill complement the existing land acquisition efforts, both Federal and non-federal, that the Department has made using funds appropriated through the Land and Water Conservation Fund. Specifics of Everglades funding are located in Appendix D.

NPS 2000 Goal - By September 30, 2000, NPS will acquire and/or extend offers on over 20,000 acres in Everglades and Biscayne National Parks and Big Cypress National Preserve.

Using Science for Good Stewardship

The outstanding discovery of the twentieth century is not television, or radio, but rather the complexity of the land. Those who know the most about it can appreciate how little is known about it. We need knowledge.

*Aldo Leopold
Sand County Almanac*

Throughout this Administration, the Department of the Interior has been unwavering in its adherence to the premise that science must underpin its programs and policies. Interior land and resource managers factor science into decisions ranging

from the mundane to the controversial, from extending a grazing permit to implementing the Endangered Species Act. This philosophy has



been critical to the success in gaining support to initiate immensely challenging restoration efforts for key ecosystems like the Everglades, Pacific Northwest Forest, and California Bay-Delta.

The next millennium will require science to grow as managers are confronted with increasing problems created by the inexorable suburban sprawl and other social changes that intensify pressures and demands on Interior managed resources. In the 2000 budget request the Department is making a concerted effort to better equip its land managers and State and local decisionmakers with the necessary tools and information to deal with these growing and complicated issues.

The request for the U.S. Geological Survey includes a total of \$30.0 million for Interior science priorities to aggressively respond to the priority science needs of the Department's land management bureaus. This includes \$15.0 million in new funding to address the highest priority, emerging research needs of these bureaus. These needs

were identified through a collaborative, integrated process involving USGS and the land management bureaus. An additional \$15.0 million in base funding directly supports existing research needs of the bureaus. While other USGS programs, most notably the biological research program, will continue to support the science needs of the land management bureaus, what distinguishes this new \$30.0 million activity is the involvement of the land management bureaus through an annual, collaborative review process. The increase of \$15.0 million for Interior Science Priorities will enable USGS to fund quick response science that is im-

mediately needed by resource managers to address new and emerging issues without having to curtail or cut ongoing, long-term, and equally important base research programs.

In 2000, the funding for Interior Science Priorities will focus on developing methods for restoring degraded habitats; expanding research on declining species, species-at-risk, and invasive species; restoring vegetation diversity; and improving inventory, monitoring, and predictive modeling capabilities to support more effective land management decisionmaking.

USGS 2000 Goal - By September 30, 2000, deliver 1,016 new systematic analyses and investigations for our customers.

USGS 2000 Goal: By September 30, 2000, maintain 32 long-term data collection / data management projects in partnership with others.