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Record Group/Collection: George H.W. Bush Presidential Records
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Series: Speech File Backup Files
Subseries: Chron File, 1989-1993

OA/ID Number: 13671
Folder ID Number: 13671-009

Folder Title:
Ducks Unlimited--Sixth International Waterfowl Symposium 6/8/89 [OA 6264] [3]

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EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF MANAGEMENT AND BUDGET
WASHINGTON, D.C. 20503

JUN 8 1989

MEMORANDUM TO DAVID F. DEMAREST, JR.
ASSISTANT TO THE PRESIDENT
FOR COMMUNICATIONS

FROM: Robert E. Grady *REG*
SUBJECT: Recreational Land Acquisition Projects
Included in the FY 1990 President's Budget

Attached for your information are lists of FY 1990 proposed recreational land acquisitions by the Departments of the Interior (National Park Service, Fish and Wildlife Service, Bureau of Land Management) and Agriculture (Forest Service). These projects will be funded under the President's initiative, announced in his February 9th budget address, to seek over \$200 million in appropriations annually from FY 1990 to FY 1993 for Interior and Agriculture land acquisition. This compares to a request of \$23 million in the previous Administration's budget, consistent with its desire to eliminate funding for land acquisition.

The Departments recently submitted these lists to Congress.

Funding of these projects will promote a variety of Administration objectives, such as providing recreation to urban area populations ("parks for people"), preserving valuable wetlands, and protecting threatened and endangered species habitats. The projects are a clear demonstration of the President's commitment to environmental protection and enhancement, and should be used in his upcoming trips and speeches across the country to help bring this message home to the electorate.

Follow-up questions regarding the listed projects should be directed to me or Dave Gibbons of OMB (x4586).

Attachments

cc:
Speechwriters:
Ms. Chriss Winston
Mr. Edward McNalley
Mr. Dan McGroarty
Mr. Mark Davis
Mr. Mark Lange
Mr. Curt Smith

*e.g. - might be useful in a speech
in a local area to say
"my budget contains \$X million
to expand X park."
Hope this is helpful! /RB*

5/11/89

DEPARTMENT OF THE INTERIOR
FY 1990 Land Acquisition
(in thousands of dollars)

	<u>BLM</u>	<u>FWS</u>	<u>NPS</u>	<u>TOTAL</u>
Acquisition management.....	1,100	1,874	6,317	9,291
NPS State assistance management.....	n/a	n/a	3,383	3,383
Emergency and hardship.....	0	1,500	6,079	7,579
Projects.....	19,785	48,041	53,680	121,506
 Bureau totals.....	 20,885	 51,415	 69,459	 141,759

05/12/89

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DEPARTMENT OF THE INTERIOR
 FY 1990 Land Acquisition - Bureau Listing
 (dollars in thousands)

Bureau	Parcel	No. of Acres	FY 90 (\$000)	Cumulative Cost
BLM	Big Hole River, MT	393	180	
BLM	Bizz Johnston Trail, CA	150	300	
BLM	Bruneau River, ID	160	40	
BLM	Carrizo Plains, CA	35,000	6,000	
BLM	Chuckwalla Bench, CA	2,500	500	
BLM	Colo R/Blk Ridge Canyon, CO	1,200	300	
BLM	Desert Tortoise Nat Area, CA	600	1,200	
BLM	El Malpais, NM	50,000	1,250	
BLM	Fig Springs, AZ	640	210	
BLM	Kings Range NCA, CA	600	500	
BLM	Lomas/Santa Fe, MT	142	590	
BLM	Lower Salmon River, ID	1,568	1,200	
BLM	McCain Valley RCA, CA	400	250	
BLM	New River ACEC, OR	120	500	
BLM	N. Fork American River, CA	240	250	
BLM	Oregon Nat'l Trail, ID	1,600	405	
BLM	Overflow Wetlands HMP, NM	804	240	
BLM	Owyhee River, OR & ID	1,500	1,320	
BLM	Pariette Wetlands, UT	503	210	
BLM	Rio Chama, NM	1,020	350	
BLM	Rio Grande, CO	280	70	
BLM	S Fork Merced River, CA	160	250	
BLM	S. Fork Snake River, ID	1,700	1,750	
BLM	Upper Missouri W/S River, MT	419	200	
BLM	Upper Sacramento River, CA	1,300	1,720	19,785

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DEPARTMENT OF THE INTERIOR
 FY 1990 Land Acquisition - Bureau Listing
 (dollars in thousands)

Bureau	Parcel	No. of Acres	FY 90 (\$000)	Cumulative Cost
FWS	Ace Rivers Basin, SC	1,200	1,000	
FWS	Blunt-nosed Lizard, CA	150	160	
FWS	Bogue Chitto, LA	2,505	1,200	
FWS	Cape May, NJ	500	1,000	
FWS	Crystal River, FL	10	900	
FWS	Eastern Shore, VA	220	200	
FWS	Great Swamp, NJ	200	2,000	
FWS	James River, VA	3,500	2,000	
FWS	J.N. "Ding" Darling, FL	43	300	
FWS	Lake Thompson, SD	5,000	1,000	
FWS	Lower Rio Grande, TX	8,000	10,000	
FWS	Minnesota Valley, MN	1,130	4,516	
FWS	Pelican Island, FL	249	1,900	
FWS	Pettaquamscutt, RI	150	1,400	
FWS	Sacramento River, CA	4,065	4,643	
FWS	San Francisco Bay, CA	1,400	4,000	
FWS	San Joaquin River, CA	2,500	5,000	
FWS	San Pablo Bay, CA	1,493	3,500	
FWS	Steigerwald Lake, WA	190	722	
FWS	Tinicum Nat'l Envir Ctr, PA	100	1,000	
FWS	Trempealeau, WI	500	500	
FWS	Trustum Pond, RI	70	1,100	48,041

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DEPARTMENT OF THE INTERIOR
FY 1990 Land Acquisition - Bureau Listing
(dollars in thousands)

Bureau	Parcel	No. of Acres	FY 90 (\$000)	Cumulative Cost
NPS	Acadia NP, ME	233	1,000	
NPS	Antietam NBP, MD	62	500	
NPS	Appalachian Trail, Multi	2,387	7,000	
NPS	Big Cypress N Pres, FL	5,894	4,000	
NPS	Chattahoochee River NRA, GA	225	5,000	
NPS	Congaree Swamp, SC	733	1,000	
NPS	Guyahoga Valley NRA, OH	175	3,500	
NPS	Delaware Water Gap NRA, NJ/PA	96	750	
NPS	El Malpais, NM	3,500	3,500	
NPS	Jean Lafitte NHP & Pres, LA	1,000	1,000	
NPS	New River Gorge NR, WV	2,812	2,500	
NPS	NP of American Samoa, Saipan	9,000	400	
NPS	Santa Monica Mts. NRA, CA	3,059	21,530	
NPS	Timucuan E & H Res, FL	100	1,500	
NPS	War in the Pacific, Guam	1	500	53,680

U.S. FOREST SERVICE

FY 1990

L&WCF PROGRAM

PROJECT/STATE	NO. OF ACRES	COST (\$000)
Caribbean NF, Puerto Rico	300	430
Mt. Baker-Snoqualmie NF, WA	160	2,000
Pacific Crest Trail	1,000	1,000
Pere Marquette W&SR, MI	500	500
Appalachian Trail	6,000	3,000
Chattooga W&SR, GA	1,000	1,000
Hells Canyon, NRA, OR/ID	500	500
Sawtooth, NRA, ID	400	2,000
Oregon Dunes, NRA, OR	300	500
Cascade Head, SRA, OR	200	1,000
Ocala NF, FL	532	4,000
Humboldt NF, NV	5,950	1,400
Monongahela NF, WV	7,000	2,800
Flaming Gorge NRA, WY	6	12
Hiawatha NF, MI	13,000	3,500
Toiyabe NF, CA/NV	4,000	4,000
Spruce Knobs-Seneca Rock NRA, WV	700	500
Flathead W&SR, MT	800	1,500
Inyo NF, CA	248	1,000
Green Mountain NF, VT	3,500	1,750
Desoto NF, MS	800	700
Quachita NF, AR	8,000	5,000
Ozark NF, AR	3,500	2,000
San Bernardino NF, CA	450	2,000
Roosevelt NF, CO	320	960
Siuslaw NF, OR	568	2,500
Wenatchee NF, WA	15	700
Columbia River Gorge, NSA, WA/OR	3,000	5,000
Carson NF, NM	525	375
Osceola NF, FL	6,000	1,750
Gallatin NF, MT	1,000	1,000
Lake Tahoe Basin, CA/NV	250	3,500
Inyo NF, CA	317	400
BWCA Wilderness, MN	10	500
Project Total		58,777
Acquisition Management		6,054
TOTAL		64,831



DUCKS
UNLIMITED
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TELECOPIER TRANSMITTAL SHEET

TO: RETT WALLACE

FROM: CLIFF SCHULTZ

DATE: 6/6/89 TIME:

OF PAGES: 3 (INCLUDING COVER PAGE)

COMMENTS: HEAD TABLE FOR
THURSDAY LUNCH

1. Duncan Sinclair - President of Ducks Unlimited, Canada
2. Derek Burney - Canadian Ambassador to the United States
3. Manuel Lujan - Secretary of the Department of Interior
4. Harry Knight - President of Ducks Unlimited, Inc.
5. Matthew Connolly, Jr. - Executive Vice President of Ducks Unlimited, Inc.
6. Hazard Campbell - Chairman of the Board of Directors of Ducks Unlimited, Inc.
7. Alex Garza Laguerre - President of Ducks Unlimited De Mexico

Head Table

1	2	3	4			5	6	7
Duncan Sinclair	Derek Burney	Manuel Lujan	Harry Knight	(podium)	President	Matt Connolly	Hazard Campbell	Alex Garza Laguera

Left ← Audience → Right

STATEMENT OF STEVEN ROBINSON, DEPUTY
AND WILDLIFE SERVICE, DEPARTMENT OF
SUBCOMMITTEE ON ENVIRONMENTAL POLLUTION
ENVIRONMENT AND PUBLIC WORKS, REGARDING
WETLANDS CONSERVATION

June 1,

Mr. Chairman, I am Steven Robinson,
States Fish and Wildlife Service, I
am here today to discuss the Department
North American Wetlands Conservation

I want to assure the Committee that
concerns over implementation of the
Management Plan, and on the overall problem of loss of wetlands.
He supports the concept of the legislation. Because he intends to
be very active on these issues, we look forward to working closely
and cooperatively with you.

On May 23 the Administration announced the establishment of an
Inter-Agency Task Force on Wetlands under the auspices of the
Domestic Policy Council, on which the Department will be
represented. The Task Force will --

- o recommend ways to revise and strengthen the existing
Executive Orders on wetlands protection and floodplain
management;
- o establish no-net-loss of wetlands as a national goal;
- o provide clear direction to Federal agencies for
strengthening, implementing and enforcing wetlands
protection, maintenance and restoration;
- o coordinate agency involvement in achieving the
no-net-loss goal;
- o study and recommend ways that the State and local
governments and the private sector can be encouraged to
support the no-net-loss goal;
- o assess implementation of the no-net-loss goal to
determine what further steps might be necessary; and
- o solicit the views of State and local governments, and
the private sector, on wetlands issues generally.

The activities of the Task Force should play a major role toward
meeting the objectives of the United States portion of the North
American Waterfowl Management Plan (Plan). We believe the
activities already undertaken to implement the Plan, as I will
discuss shortly, can serve as models for many of the Task Force's
objectives. The Department of Interior will strongly advocate
including Plan objectives in all aspects of the Council's
recommendations.

PER BOB GRAD Delmar
TO MARK LANGE

Room 116

endorse concept of
Mitchell's bill
working closely

Names of representatives on the Task Force from the various Departments and agencies were to be forwarded to the White House earlier this week, and I anticipate a formal announcement of the members in the very near future. Until the Task Force has been established and begins its work, the Administration is not in a position to comment on or support specific proposals for wetlands conservation measures. Development of such recommendations will be among the first things the Task Force will address.

I would like to discuss some of the things the Department, and more specifically the Service, is doing to protect, manage, restore, and enhance wetlands, both toward implementation of the North American Waterfowl Management Plan and generally.

In the Department's fiscal year 1990 budget request for land acquisition, over \$7.6 million has been requested for land acquisition at four projects of high priority to the Plan. These funds, if approved by Congress, will protect more than 10,760 acres. We are also requesting \$6.8 million in funding for implementation of enhancement and restoration efforts associated with the Plan.

Secretary Lujan has formed a new Intra-Departmental Water Policy Council, to establish a coordinated approach to water management and policy development within the Department. He has also directed the Bureau of Reclamation to continue to give a high priority to the environmental implications of its activities and its new environmental initiatives. As an initial step in this direction, the Secretary has ordered the revision of the three draft Environmental Impact Statements previously issued by the Bureau for the sale to surplus water from the Central Valley Project in California. These documents will be re-issued for public comment in the future.

To prepare for the work of the Inter-Agency Task Force, the bureaus within the Department have initiated a review of all water- and wetlands-related aspects of their operations. One area that is being reviewed is the role of the Migratory Bird Conservation Commission. We are examining how the Commission's current mandate fits into the Administration's objectives, and whether it might play an expanded role in the future.

We do hope that it will be possible to accommodate implementation of the Task Force's recommendations, and any new legislation that might result, within the existing governmental framework. With the current budgetary situation, resources available for wetlands are probably best utilized for enhancement, management, protection and restoration activities.

The Fish and Wildlife Service's wetlands activities include the following:

- o Implementation of the North American Waterfowl Management Plan, including--
 - cooperation with the National Fish and Wildlife Foundation in utilizing a \$2 million appropriation,

and \$4 million in non-Federal matching funds secured by the Foundation, for acquisition and enhancement activities in Canada

- establishment of joint ventures with States, business and industry, conservation organizations and private landowners in the United States and Canada
- o Land acquisition from the sale of "duck stamps", as approved by the Migratory Bird Conservation Commission. In fiscal year 1988, the Service acquired 65,846 acres using \$31.7 million from the Migratory Bird Conservation Fund. As of March 31, \$14.8 million had been obligated to acquire 32,831 acres in this fiscal year.
- o Management of the National Wildlife Refuge System, which contains over 34 million acres of wetlands.
- o National Wetlands Inventory -- We are mapping our wetland resources. Since 1979, approximately 60 percent of the lower 48 states, 16 percent of Alaska, and all of Hawaii have been mapped.
- o Assessing the impacts of Federal program on wetlands -- The Service has been actively involved in preparing the reports to Congress required by the Emergency Wetlands Act of 1986.
- o Permits and projects -- The Service is one of the primary advisors to the Corps on Engineers and the Environmental Protection Agency on permits under Section 404 of the Clean Water Act, and to the Corps and the Bureau of Reclamation on the impacts of various water projects on wetlands and wildlife resources.
- o Farm Bill -- The Service is actively working with American farmers through several programs designed to assist them to managing their lands to protect, restore and enhance wetlands. These activities include sodbuster and swampbuster compliance. In addition, the Department of Agriculture and the Service are developing procedures for the acquisition of conservation easements and for land transfers of high priority wetlands.
- o Contaminant analysis -- Over 90 percent of our environmental contaminant work deals with wetlands.
- o Endangered Species -- More than one-half of our domestic threatened and endangered animal species, and one-third of the plant species, are dependent upon wetlands.
- o Federal Aid program -- The Service administers Federal Aid funding to the States and territories for fish and wildlife restoration programs, including wetlands acquisition.

- o Wetlands delineation -- On January 10, 1989, the Service signed an agreement with the Corps, EPA, and the Soil Conservation Service on a common manual for identifying jurisdictional wetlands.
- o Education programs -- The Service is assisting with a variety of wetland educational programs around the country, aimed at farmers and other non-traditional constituency groups.
- o International treaties -- The Service has primary responsibility for implementing a number of international treaties and other agreements dealing with migratory birds and protection of wetland habitat.
- o Research -- The Service maintains a National Wetlands Research Center, and conducts wetlands-related research at a variety of other facilities.
- o Coastal Barrier Resources System -- The Service has the primary responsibility for implementation of the Coastal Barrier Resource Act.

I will discuss these at greater length later in my statement.

PROVISIONS OF S. 804

S. 804 would establish a North American Wetlands Conservation Commission, consisting of the Director of the Fish and Wildlife Service, the Secretary of the Board of the National Fish and Wildlife Foundation, and seven Secretarial appointees, four of whom would be State fish and wildlife agency heads representing the flyways, and three of whom would represent non-profit groups involved in implementing the North American Waterfowl Management Plan. In addition, the Secretary would appoint an alternative Commissioner who is knowledgeable in fish, wildlife and wetlands conservation, who would perform the duties of any other Commissioner who was absent from a meeting or whose seat was vacant. Commissioners would serve six-year terms.

The Secretary is also encouraged to include, as ex officio, non-voting members, representatives of the Federal, provincial, State or territorial governments of Canada and Mexico, of other Federal agencies, and of Native American interests who are involved in wetlands conservation projects under the Act or the Plan.

The Commission is charged with recommending wetlands conservation projects to the Secretary based on consideration of availability of funds under the Act, extent of joint public-private sector participation in the project, consistency with the National Wetlands Priority Conservation Plan provided in section 302 of the Emergency Wetlands Resources Act and the purposes of this Act and the Plan, the extent to which it would aid in conservation of migratory non-game birds and species which are listed or candidates for listing under the Endangered Species Act, the substantiality of the project, and the recommendations from

existing partnerships between public and private agencies carrying out wetlands conservation projects under the Act or the Plan.

The Commission is to make recommendations to the Secretary by March 30 of each year for projects to be funded under the Act, in priority order. The Secretary shall approve funding for the projects so recommended unless he determines that a recommended project does not meet the requirements for consideration. In that case he is required to notify the Commission and Congress in writing of his reasons.

All lands in the United States acquired in whole or part by the Secretary with the funds made available by this Act must be included in the National Wildlife Refuge System, except that the Secretary may convey without cost any lands so acquired to a State, or any private entity approved by the State. Restrictions are provided regarding the conversion of such transferred lands to other uses, and the Secretary is prohibited from utilizing any funds provided by the Act for acquisition of lands for the Refuge System in any year in which there is not full funding for the Refuge Revenue Sharing Fund.

The Secretary is explicitly authorized to grant or otherwise make available to public and private entities in Canada and Mexico the Federal funds made available by the bill, for the purpose of carrying out wetlands conservation projects recommended by the Commission and approved by the Secretary. The bill requires that any provision of funds for such foreign projects is subject to a requirement that any real property interests acquired in whole or part by the Federal funds will be administered for long-term conservation and management of fish and wildlife and provide for appropriate public access and use.

Funding is provided by requiring the Secretary to invest the portion of the Pittman-Robertson Fund not required for current withdrawals in interest-bearing obligations of the United States. This interest would become available for funding projects approved under the Act, without appropriation, until the year 2001, at which time it would be added to the amounts available for allocation to the States under the Pittman-Robertson Act. In addition, the Act authorizes the appropriation of the sums received as penalties, fines and forfeitures of property under the Migratory Bird Treaty Act and, through fiscal year 1993, an additional amount not to exceed \$15,000,000.

The Secretary is required to expend at least 50 percent, and not more than 70 percent (less not more than 4 percent for administrative costs) of the available funds for projects in Canada and Mexico, and the remainder in the United States. Such funds may pay not to exceed 75 percent of the project costs in Canada and Mexico, and 50 percent of the costs in the United States, except that projects on Federal land may be fully funded. The Secretary is authorized to make partial payments, and to make agreements for future payments, subject to funding availability.

The head of each Federal agency responsible for acquiring, managing, or disposing of Federal lands is required, subject to the mission of the agency and existing statutory authorities, to

cooperate with the Director in restoring, protecting and enhancing wetland ecosystems and other wildlife habitat within their jurisdiction. Agency heads are required to give priority in any land disposal to the transfer of real property interests for conservation purposes if that would contribute to the purposes of the Act and goals of the Plan. The Secretary is required to report project status and costs to Congress annually; to report on overall wetlands protection and restoration activities, and migratory bird population trends, every two years; and to undertake revision of the Plan in cooperation with Canada and Mexico in 1991 and every five years thereafter.

The bill makes standard provisions for administrative services for the Commission, provides that it does not alter the Secretary's authority to acquire lands under any other statute, prohibits any use of funds it makes available for mitigation purposes under the Fish and Wildlife Coordination Act or the Water Resources Development Act of 1986, and prohibits the use of any Federal funds in the non-Federal share of projects funded under the Act.

WETLAND LOSS

Wetlands are among the most biologically diverse and productive ecosystems. The effects of wetland losses in the United States that have concerned natural resource professionals for several decades have now generated general public concern. You are certainly aware of the statistics on wetland losses: over 54 percent of the 215 million acres of wetlands we believe existed in the contiguous U.S. at the time of European settlement have been lost.

Abstract statistics on losing over 116 million acres of our original wetland acreage are now evident in terms of reduced wildlife populations, poor water quality, reduced natural flood water storage capacity, increased flooding, decreased soil moisture, lower ground water tables, and more frequent and severe drought conditions. To be sure, these problems are caused by a variety of factors in addition to wetland loss. However, wetland losses have had a direct effect on each of these problems. We are now beginning to understand that replacing many of the functions formerly provided gratis by nature may be an expensive proposition.

Based on wetland status and trends data produced through the Service's National Wetlands Inventory, the Nation experienced a net loss of nine million acres of wetlands between the mid-1950's and mid-1970's. Wetland losses continue at a level as high as 450,000 acres annually. By far the most important economic sector absorbing wetlands is the agriculture sector. Agricultural development accounted for 87 percent of wetland conversions, urban development for eight percent, and other development for only five percent of the losses. Today, only about five percent of the land surface of the lower 48 states is wetlands. Information on the current status and trends of wetlands will be available in 1990.

Central to the discussion of the future of wetland conservation is the fact that an estimated 74 percent of the remaining wetlands in the continental United States are privately owned. Public

ownership of all wetlands is neither feasible nor desirable. Thus, solutions to wetland conservation issues depend to a great extent on private stewardship.

As highlighted in the Secretary of the Interior's December 1988 report to Congress on "The Impact of Federal Programs on Wetlands," the Federal Government needs to accept its share of the responsibility for many of these losses up to this point in time. There has been no national policy to ensure consistency among all Federal programs with regard to wetland conservation. As a result, many of these programs have not fully considered the functions and values of wetlands. Other programs still encourage wetland drainage and conversion.

The Secretary enthusiastically supports and is committed to the national goal of "no net loss" of wetlands as enunciated by President Bush. As a Nation and as a government, we can achieve the balance that would be required by this policy. If you consider wetland conservation in terms of a ledger-sheet account, our annual losses, or outlays, are running at 300,000-450,000 acres while our gains, or income, range from 20-25,000 acres. This means that we have a deficit of as much as 425,000 acres annually. Each year, almost twenty times more wetlands are destroyed than are restored or created. To achieve the goal of no net loss, therefore, we must cut our losses and increase our gains.

NORTH AMERICAN WATERFOWL MANAGEMENT PLAN

The Service is implementing the North American Waterfowl Management Plan, an agreement signed by Canada and the United States that relies on wetland habitat protection, restoration, and enhancement to restore the continent's waterfowl populations to the numbers that had occurred in the early 1970's. Drought and the draining of low-lying land for agriculture and other development contributed to a drop in the continent's fall flight of waterfowl from 80 to 100 million ducks during 1970-79 to a record low of 62 million in 1985. The 1988 fall flight was only 66 million.

Major components of the Plan include: (1) establishment of population goals for ducks, geese and swans to be met by the year 2000 and of habitat protection goals for the U.S. and Canada, (2) recommended joint ventures between private and public entities to attain these goals, (3) research and development of surveys and data bases, and (4) listing of approaches to protect and manage wetlands. This Plan has targeted more than five million acres of key waterfowl habitat for protection in the U.S. and Canada through critical areas, providing incentives to private owners for restoration of wetlands, and improving habitat on existing wildlife refuges, military bases, and other public lands.

An important aspect of the Plan is the development of joint ventures. Nine joint ventures are underway, six of which are U.S. habitat ventures. One large Canadian joint venture, the Canadian Prairie Habitat Joint Venture, has also been undertaken. In addition, two species-specific ventures involving the black duck and Arctic nesting geese are also being pursued.

These joint ventures are:

- o the Central Valley of California;
- o "Prairie Pothole" area, including portions of Montana, North and South Dakota, Minnesota and Iowa;
- o the Lower Mississippi River Valley region;
- o the Gulf Coast;
- o the Atlantic Coast, from MAine to South Carolina;
- o the Lower Great Lakes/St. Lawrence River Basin (U.S. side only);
- o Prairie-Parkland Provinces in Canada;
- o portions of five eastern Canadian Provinces; and
- o two species-management projects, for Black Ducks and Arctic Canada Geese.

In each of area joint ventures, "flagship" projects have been identified, and conservation measures are underway. These include cooperative management actions, acquisition of land and conservation easements, utilization of Conservation Reserve Program and other measures.

Cooperative management actions include annual rental payments to landowners who follow certain land management guidelines, such as fencing to keep predators away from duck nesting habitat, wetlands restoration work on private lands using Service equipment and personnel, delaying of hay harvest on nesting cover area until after the nesting season, and switching to fall-seeded crops to avoid spring tillage of nesting areas. In many cases these actions taken in conjunction with the Conservation Reserve Program of the farm bill.

The Service also provides extension services to landowners to assist them in making environmentally sound use of their land, and provides assistance to Department of Agriculture agencies in Farm Bill implementation.

Over \$48 million was contributed from State and private sources toward the joint ventures in fiscal year 1988, including \$6 million (to be matched by Canadian funds) for use in the Canadian prairie provinces. Over \$53 million is expected to be available this year.

The Service's budget request includes a \$6.8 million initiative for Plan implementation. Of that amount, \$3.7 million would go for habitat restoration projects and \$3.1 million for conservation easements and restoration projects under the Farm Bill.

During January of this year, an agreement was signed between the Service and the Department of the Army to conserve and improve

wetlands on more than 7 million acres managed by the Army Corps of Engineers. The properties include wetlands in navigation and flood control projects, many of which are important waterfowl habitat.

We also initiated discussions with the Bureau of Reclamation in which the Bureau would serve as the Plan's engineering and construction management agency. This would support Reclamation's new resource management mission and their efforts to conserve and enhance wetlands on the more than 8 million acres they manage.

Land Acquisition/National Wetlands Priority Conservation Plan -- The Service has a continuing land acquisition program that is authorized by the Migratory Bird Conservation Act, Endangered Species Act, Fish and Wildlife Act of 1956, Recreation Use Act of 1962, Emergency Wetlands Resources Act and Fish and Wildlife Coordination Act. Funding for land acquisition is authorized by the Migratory Bird Hunting and Conservation Stamp Act (also known as the Duck Stamp Act), Wetlands Loan Act, and Land and Water Conservation Fund Act (LWCF).

Acquisition of wetlands in support of the Plan will continue. During FY 1988, the Service acquired 65,846 acres by obligating \$31.7 million from the Migratory Bird Conservation Fund and, as of March 31, had obligated \$14.8 million to acquire 32,831 acres of wetlands during FY 1989. However, the Service fully recognizes that it will never be feasible or desirable for the Federal government to acquire anything other than a modest percentage of our nation's most important wetlands. The implementation of the North American Waterfowl Management Plan is the primary example of this strategy.

This year, as directed by the 1986 Emergency Wetlands Resources Act, we completed the National Wetlands Priority Conservation Plan, which provides general direction and guidance from the national level that can be used to identify wetlands that should have priority for acquisition.

OTHER SERVICE WETLAND ACTIVITIES

In addition to land acquisition, the Service is the primary agency in the Department for wetland initiatives and has had a broad and longstanding commitment to wetlands protection, management, restoration and enhancement. As evidence of this commitment, I offer the following examples of current activities, nearly all of which fall into three general areas that support the goal of "no net loss": (1) wetland mapping, status, and trends reports; (2) activities to reduce wetland losses; and (3) wetland restoration, enhancement and management activities.

Mapping, Status and Trends Reports

National Wetlands Inventory -- The Service, in cooperation with State and Federal agencies, is mapping our wetland resources nationally. Approximately 60 percent of the lower 48 states, 16 percent of Alaska, and all of Hawaii have been mapped since 1979. The lower 48 states will be completely mapped by 1998 and Alaska will be completed as soon as practicable thereafter.

In 1983, the Service completed the first comprehensive and statistically valid estimate of the current national wetland acreage and the rate of wetland loss from the 1950's to the 1970's. Information from this status and trends report has been widely used in a number of major wetland reports, including the Conservation Foundation's National Wetlands Policy Forum Report. The Service will update the status and trends report in 1990 and every 10 years thereafter. The status and trends reports, when combined with the national wetland maps, could form the basis for assessing the effectiveness of a policy goal of no net losses of wetlands.

Reducing Wetlands Losses

Impact of Federal Programs on Wetlands -- The Service has been involved in assessing the issue of wetland losses resulting from government programs. The Service has been working with the Department's Office of Program Analysis to prepare reports to Congress, as required by the 1986 Emergency Wetlands Resources Act, that address this issue and include recommendations for making these programs more compatible with wetlands protection. The Secretary of the Interior submitted volume I to Congress on December 13, 1988. This report addressed wetlands losses due to Federal programs in the Lower Mississippi Alluvial Plain and Prairie Pothole Region. A summary of the recommendations contained in this report is appended to my statement. Volume II, which addresses other problem areas throughout the United States, is being revised for upcoming agency review.

Permit Review -- The Service is one of the primary advisors to the U. S. Army Corps of Engineers (Corps) and the Environmental Protection Agency on matters relating to the Clean Water Act's Section 404 permit program. That activity regulates the discharge of fill material into waters of the U.S. The Service reviews approximately 10,000 individual public notices each year. Most of our recommendations on these public notices are intended to protect wetland resources. As part of the consultation process, the Service provides recommendations to the Corps to mitigate wetlands-related impacts.

Water Projects -- The Service also provides technical assistance to the Corps and Bureau of Reclamation on Federal water projects. In this role, the Service assesses the effects of various development projects on fish and wildlife resources and recommends measures to protect those resources. Wetlands have been a central focus of this effort.

Provisions of the 1986 Water Resources Development Act regarding protection, mitigation, and enhancement of wetlands associated with civil works projects increase our role as technical advisors to the Corps. These provisions were some of the most progressive legislative steps ever taken for wetland conservation and were highlighted by President Bush in his February 9 budget plan. The Service will work with the Corps to implement these conservation measures to achieve wetland creation and restoration throughout the United States.

Farm Bill -- The Service is actively working with the Department of Agriculture and American farmers through our Farm Bill program. We provide technical assistance to state agencies, the Soil Conservation Service and the Agricultural Stabilization and Conservation Service on matters relating to wetland identification and on exemptions to the wetland conservation provision (Swampbuster) of the 1985 Food Security Act.

Contaminant Analysis -- Over 90 percent of the Service's environmental contaminant work deals with wetlands. Our work centers on determining the potential for harm to fish and wildlife species from contaminants that have assimilated into wetlands. Non-point sources such as agricultural and urban runoff, mine waste leaching, and pesticide use, as well as irrigation drainage are major concerns. The major contaminants that appear to be problems are heavy metals, industrial pollutants, and agricultural chemicals.

Endangered Species -- More than one-third of the nation's threatened and endangered plant species and one-half of the animal species are wetland-dependent. Protection of wetlands habitat will help to preserve listed and unlisted wetland-dependent species. In our efforts to protect and recover various of these species, the Service has acquired wetland habitats critical to their survival.

Restoring Wetlands

Farm Bill -- Through a Memorandum of Understanding, the Service provides technical assistance to the Farmers Home Administration by identifying environmental resources such as wetlands on inventory land, by serving as wetland easement managers, by participating on review teams for conservation easements in exchange for debt forgiveness, by reviewing loan applications, and by recommending protective measures for inventory properties.

Through our Farm Bill program, the Service has initiated a wetland restoration program. Nearly 16,000 acres of wetlands were restored in 1988 and a restoration goal of 20,000 acres has been set for 1989. Restoring wetlands that have been converted to agricultural use is often cost-effective and highly successful compared to other types of wetland restoration. It also addresses many contemporary conservation issues, including soil erosion, ground water recharge, surface and ground water quality, safe and adequate water supply, stabilization of both flood and drought cycles, and enhancement of fish and wildlife habitat, as well as recreation. For these reasons, the Service views the restoration of wetlands converted to agriculture use as an important priority.

National Wildlife Refuge System -- The Service manages over 34 million acres of wetlands in our refuge system, of which 5 million acres is in the coterminous U.S. These areas were established principally for the protection of migratory birds and endangered and threatened species. The Service has been in the wetland restoration and management business for many years on our refuges. The efforts which we have undertaken would be applicable on a broader scale to development of a national wetlands restoration program.

We are proud of our record of wetland restoration through farm bill programs and on national wildlife refuges and we believe this to be the most significant wetland restoration program in the Nation. We expect to do more.

Federal Grants -- The Service administers Federal Aid funding to the States and territories for sport fish and wildlife restoration activities that include many wetland conservation elements. Between 1985-1987, this assistance added over 15,050 acres of priority wetlands to the 12 million acres currently in State ownership throughout the Country.

Other Activities

Wetland Delineation -- The Service, Corps of Engineers (Corps), Environmental Protection Agency (EPA), and the Soil Conservation Service (SCS) all define wetlands based on the same three basic elements: hydrology, vegetation, and soils. Under normal circumstances, the Corps, EPA, and SCS wetlands definitions include only areas that are vegetated, while the Service's definition encompasses both vegetated and nonvegetated areas.

Last year, we began working with the Corps, EPA, and SCS to develop a way to consistently identify vegetated wetlands for jurisdictional determinations. On January 10, 1989, the Service, EPA, Corps, and SCS signed a joint "Federal Manual for Identifying and Delineating Jurisdictional Wetlands." This manual reconciles interagency differences regarding vegetated wetlands and will lead to more uniform, consistent and rapid wetland delineation determinations.

Educational Programs -- The Service believes that educational programs will be essential if our goal is to eliminate net losses of wetlands resources. We already have several programs that emphasize public education about wetland values. For example: twenty-three state-run locations across the country distribute maps developed by the National Wetlands Inventory; the Service has cooperated with the Environmental Protection Agency to develop brochures and pamphlets that inform the public about wetland values; wetland slides are shown at the visitor centers of our refuges; and a video developed through the Service's Farm Bill program, which informs farmers about wetland values, has been adapted for media use. The Service plans to continue its efforts to educate the public about the values of our Nation's wetlands resources.

International Treaties -- The Service has primary responsibility for implementing a number of international treaties and conventions dealing with conservation of migratory birds. The Service is the lead agency representing the U.S. under the Convention on Wetlands of International Importance (RAMSAR) and has nominated seven sites for designation as wetlands of international importance.

Research Activities -- The Service maintains a National Wetlands Research Center in Slidell, Louisiana, to study and report on wetlands. Wetlands or wetland-related research also occurs at the

Service's research facilities located in Northern Prairie, North Dakota; Fort Collins, Colorado; and Patuxent, Maryland. Research covers a broad range of wetland issues, including Louisiana coastal wetland loss studies, development of restoration methods, geographic information system development, waterfowl research, and coastal barrier island assessment.

Coastal Barrier Resources System -- The Department of the Interior transmitted its Report to Congress on the Coastal Barrier Resources System (System) during January 1989. This report is based on a statutory requirement contained in section 10 of the Coastal Barrier Resources Act (CBRA). In addition, the Department is finalizing maps which identify undeveloped coastal barrier areas along the shoreline of the Great Lakes states which would qualify for inclusion in the System. In adopting CBRA, Congress defined three major objectives, including the goal of minimizing the damage to fish, wildlife, and other natural resource along the Atlantic and Gulf coastlines.

As my testimony indicates, virtually every aspect of the Service's work touches upon wetlands. Within our agency, a broad array of programs carries out wetland protection, management, restoration, and enhancement.

Mr. Chairman, this concludes my prepared statement. I will be pleased to answer any questions you may have.

US ENVIRONMENTAL PROTECTION AGENCY
TELECOMMUNICATIONS CENTER
WASHINGTON, DC 20460**FACSIMILE REQUEST AND COVER SHEET**

PLEASE PRINT IN BLACK INK ONLY

TO

MARK LANGE

OFFICE/PHONE

456-6218

REGION/LAB

White House Office of Communications

FROM

David Greenberg

PHONE

8-382-7960

MAIL CODE

A-100

OFFICE

OFFICE OF THE ADMINISTRATOR

DATE

5/31/89

NUMBER OF PAGES TO INCLUDE THIS COVER SHEET

3

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**INFORMATION FOR SENDING FACSIMILE
MESSAGES TO EPA HEADQUARTERS**

EQUIPMENT	FACSIMILE NUMBER NUMBER	VERIFICATION NUMBER
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PANAFAX	(202) 382-7884 (auto)	(202) 382-2078
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MANUAL	(202) 382-2078	

The EPA Communications Center has the capability for sending and receiving facsimile messages to CCITT Group I, II, and III Equipment.

May 31, 1989

Memo

To: Mark Lange

From: DEG

Re: "That Vision Thing"

DUCKS

{ COLOR - DETAIL: CONNECT w/ AUD. }
Emphasis broader
~ set up theme for Monday

part of our vision (broader greater)
• a nation concerned about quality of life
committed to conservation
• active stewardship
• part of our commitment to values -- this
is a moral issue, we
must approach it w/ moral
firmness -- moral stakes

The time is ripe for the President to deliver a State of the Environment Address, a speech that would not only underscore his commitment to environmental issues, but present a philosophical basis for the way the Administration is addressing environmental problems.

The speech could cover all or some of the following initiatives:

RAPID
LIST-OFF:
IN 130 DAYS
ALREADY!

1. Clean Air Act

- Export Haz Waste - bilateral agreements

2. International conference announcement

- Eastern European initiative (we're from the Balkans)

3. CFC phaseout

4. Environmental education legislation

to come from R.G.

5. Pollution prevention legislation

creative ideas in industr. design -- prevention
intro'd bill to study manufact. processes - at source
recycling plus design [for called for 25% red. by 1992]

6. Energy Conservation (CAFE standards)

Corporate Average Fuel Economy

7. Wetlands

(Ducks) - since CLEAN AIR done - already committed
d've instructed working group on No Net Loss

8. Debt-for-nature swaps

Brady Costa Rica already written off 70% of its debt
contingency task force we look for a rate of 3% lay

9. Eastern Europe environmental initiative

great idea; but no money.

10. Limitations on international shipments of hazardous waste

GRADY
Grady lobby: "no!"
MAYREY
Building leadership

BGA
11. \$200 million for land & water cons. plans
expanding [BUDGET MESSAGE]
12. Supplement

- for public, would ready for it. (i.e., why now)
- revival of conservation ethic
- driven by market, workable solutions

* also - in press statement - which groups
(Grady) get ducks

Obviously, there are other things we could add but it is probably more important to place these things into some kind of context.

And I think pollution prevention, defined in its broadest sense, is the answer.

The basic premise of the speech would be as follows:

We are committed to preserving our environment. Traditionally, we have used a system of controls and enforcement to get the job done. We remain committed to enforcing that system. But clearly, it won't get the job done.

Instead, we must address environmental problems before they occur, not at the end of the pipe, through pollution prevention.

That's why the focal point of the Clean Air Act is clean fuels.

That's why we are encouraging pollution prevention initiatives, the use of materials that can be recycled and make less garbage.

That is why we are encouraging conservation--conservation of energy, conservation of habitats.

And that's why we are trying to educate our children to make wise choices in what they buy and how they live.

Ultimately, we make the world we live in. If we are serious about the environment, each of us, as individuals, must take responsibility for our actions.

Withdrawal/Redaction Sheet

(George Bush Library)

Document No. and Type	Subject/Title of Document	Date	Restriction	Class.
01. Memo	David E. Greenberg to David Demarest and Chriss Winston, re: Clean Air Act Gameplan. (2 pp.)	05/15/89	~~P-5~~	

Collection:

Record Group: Bush Presidential Records
Office: Speechwriting, White House Office of
Series: Speech File, Backup
Subseries:
WHORM Cat.:
File Location: Ducks Unlimited - Sixth International Waterfowl Symposium 6/8/89 [3]

Open on Expiration of PRA
(Document Follows)

By SN (NLGB) on 4/5/2005

Date Closed: 9/30/2004
FOIA/SYS Case #:
Re-review Case #: 2004-2265-S
P-2/P-5 Review Case #:

OA/ID Number: 06264

MR Case #:
MR Disposition:
Disposition Date:

Appeal Case #:
Appeal Disposition:
Disposition Date:

RESTRICTION CODES

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C. Closed in accordance with restrictions contained in donor's deed of gift.

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(b)(8) Release would disclose information concerning the regulation of financial institutions [(b)(8) of the FOIA]
(b)(9) Release would disclose geological or geophysical information

DUCKS

May 15

Memo

To: David Demerest
Chriss Winston

From: David E. Greenberg

Re: Clean Air Act Gameplan

Here are some of our initial thoughts:

1. Thematics: The optimum way to sell the Clean Air Act is to place it in a larger context. The primary objective of such an approach is the creation of a benchmark statement on environmental issues that allows the Bush Administration to be measured on its own terms.

A secondary objective would be to begin the process of developing support for a Republican approach to environmental issues--a "new environmentalism" based on free market forces, development of new technologies and an emphasis on individual responsibility. This is the time to roll out the Teddy Roosevelt rhetoric in a big way.

new
under the area of
cooperation
w/ Congress, Regs
& all interested
environ.

For maximum impact, such an address would integrate a number of major initiatives currently being formulated by the Administration:

- A. Clean Air Act
- B. Global environmental conference
- C. CAFE standards announcement
- D. Pollution Prevention/Federal recycling initiative
- E. Wetlands and/or ocean policy initiatives
- F. Enforcement of existing legislation, including Superfund

For
DUCKS

Clean Air Act Gameplan
May 15, 1989

G. Debt-for-nature swaps as an element of the Brady Debt Plan

Those are some major initiatives that can be tied together. Enclosed is the speech William Reilly delivered to the National Press Club, which illustrates how he is presenting an overall environmental message.

The Clean Air Act must be the focal point. Depending on decisions made by the President, it has the following "newsworthy" elements:

- A. Emphasis on least cost approaches
- B. No new taxes
- C. Emphasis on energy independence
- D. Stimulation of agricultural economy
- E. Meets U.S. commitments to Canada on acid rain (10 million tons)
- F. The first real attempt to develop a workable alternative fuels system.
- G. Overall, a breakthrough in the decade long deadlock in Congress on Clean Air

A more detailed thematic analysis is presented in the enclosed Issue Paper.

~~2. Scheduling--We have identified the following speech opportunities and media events as being suitable for CAA activities in the months following the President's speech. Some discussion should be focused on whether to involve the President in a series of CAA related events either on the day of the speech, or a later points in the spring and summer.~~

~~A. Potential Media Events:~~

~~1. Tidd Project, Brilliant Ohio. This is the flagship of the clean coal and technology projects. It will lower emissions below mandated standards, yet use high-sulfur coal. Combustion should be~~



EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF MANAGEMENT AND BUDGET

DATE:

6/5/89

TO:

Mark Lange, Speedhunt7.

FROM:

ROBERT E. GRADY
ASSOCIATE DIRECTOR
NATURAL RESOURCES, ENERGY AND SCIENCE

Attached is some material
sent to me by some friends
associated with Ducks Unlimited
(e.g. they know the group - but don't work for
them).

I think there is some
excellent background here to
weave into the Thurs-
speed.

Let me know if you need
more. Bob vs. I'd love to see
a draft.

(The Interior Dept)

PRESIDENT BUSH
INTERNATIONAL WATERFOWL
JUNE 8, 1989

As we enter the final decade of the 20th century, we face a race against time to avert the inexorable loss of our natural environment to the myriad impacts of civilization. From the air we breathe to the wetlands we dredge and fill, our Nation must grapple with the hard choices affecting the health of our global environment.

Every corner of the globe is suffering blows to the solar plexus. In Africa the plight of wildlife is symbolized by the near extinction of the black rhinoceros and the decline of the continental population of elephants by half in just ten years.

In South America the cutting of tropical forests symbolizes a landscape under siege. In Asia the sheer weight of humanity is straining the natural resources of each and every country to the limit. In Europe widespread water and air pollution are eroding the proudest monuments of western civilization and at both poles, in Alaska and the Antarctic, we have suffered recent oil spills of severe magnitude.

In North America no species better symbolizes the problems we face in their immense complexity than the drastic decline of migratory

waterfowl, our ducks and geese. That is what you folks live for, waiting out the hot, humid summers in anticipation of the first hints of cool fall air that signal the coming flights of mallards and pintails. In recent years fewer and fewer ducks have been coming south. In 1985 we experienced the lowest fall flight -- 62 million birds -- of historical record. A decade earlier, in 1975, just before I left this country to go to China as our country's Liaison Officer, the fall flight approached 100 million ducks. In 1988 the fall flight amounted to just 66 million a 34 percent decline. In 1988 there were 4 million fewer pintails than in 1975. Duck harvests have dropped correspondingly. In the mid 1970s harvests ranged from 12 to 16 million, for the past three years harvests have averaged just over 9 million.

As all of you assembled here know, the majority of our waterfowl breed in the prairies of our northern plains states and Canada's breadbasket. This is called the "pothole country" by waterfowl cognoscenti. Again to use 1975 as my point of departure, over 13.5 million ducks were breeding in southern Saskatchewan, in 1988 only 5.5 breeding ducks were present.

What are the ducks telling us? Waterfowl are dependent on wetlands throughout their lifecycle. In the U.S. our wetlands have been disappearing at a rate approaching 1/2 million acres per year. Since Europeans first came to this country, we have lost over 1/2 our original wetland heritage. Over 116 million acres, that once

sustained a bounty of waterfowl, fish and furbearers have been dredged, filled, plowed over by expanding civilization. Our northern neighbor and partner by International Migratory Bird Treaty, Canada has lost 40 percent of her wetlands. In Canada and the U.S. no single factor has precipitated this loss, more than agricultural conversion of wetlands to cropland.

This occurred not in the doughty days of resource plunder of the 1880s and 1890s when our frontier succumbed at last to civilization on the march, but in the last two decades, the 1970s and 1980s. Moreover, this huge loss of wetlands occurred while we have had the most sophisticated Federal, state and private environmental programs in place and functioning to conserve this very same waterfowl resource. And still the ducks are disappearing. And the problem compounds. With each year of fewer ducks, there is a smaller reservoir upon which to build a recovery.

For the last 20 years, and for many years before that, there has been a missing link in this equation of cumulative resource loss. The link is the private sector. Almost 75 percent of the remaining wetlands in the continental United States and an even greater proportion in Canada are privately owned.

The traditional view of confronting issues of paramount national concern has been to look to the Federal government for solutions. Nowhere has this been more the case than on environmental issues.

There has been considerable justification for this approach historically, since virtually all our natural resources, from the air we breathe to the waters we drink, and the parks and forests we explore, represent resources held in common trust for all the citizens of this country.

Today traditional strategies are no longer sufficient to resolve the burgeoning resource issues we face. We need to bring all the players to the table. The clock is ticking, and we are in a race with time to avert resource collapse. Our waterfowl have disappeared before our very eyes, in the lifetime of every one present at this conference, under our very noses. In the case of wetlands and waterfowl, with three quarters of our wetland resources in private hands, we need to deal the private sector into the equation for solutions.

Ducks Unlimited has pioneered working with the private sector throughout its 52 year history. Over the past half century, DU has spent in excess of \$500 million of privately-raised funds to protect and enhance more than 5 million wetland and upland acres in Canada, the U.S. and Mexico. In conjunction with the National Fish and Wildlife Foundation and twelve state fish and game agencies, DU has pioneered the public/private partnership to implement the North American Waterfowl Management Plan in this country and Canada. Throughout my campaign, I stressed the need to bring the Federal, state and private sectors together in

partnerships to address resource issues. The partnerships formed by the organization's and individuals represented here today on behalf of wetlands conservation, serve as successful models for our approach to combatting resource loss.

I do not want to downplay the role of the Federal government; during the campaign I pledged to establish a national "no net loss" program for wetlands conservation. We are hard at work putting the many components of this program into place. Last month I sent to Congress my recommendations for land acquisition for the FY 1990 budget. For the first time in seven years, I have recommended Land and Water Conservation dollars be utilized for the acquisition of wetlands: over \$18 million for the acquisition of over 19,000 acres of prime wetland waterfowl habitat.

In the past week I have established an Inter-Agency Task Force on Wetlands reporting to the Domestic Policy Council. The Task Force's first task will be developing a united Federal policy to implement the North American Waterfowl Management Plan in this country and Canada. In our Republican Party National Platform crafted at the convention last summer in New Orleans we stated our firm "support for efforts, including innovative public-private partnerships, to restore declining waterfowl populations."

Recently Senators Mitchell and Chafee and Congressmen Conte, Dingell, ^{James} and Davis have introduced innovative legislation to

conserve North American wetlands. My administration has these bills under active consideration and within the month will be negotiating with Congress for a unified approach. Additionally, the Wetlands Task Force will be developing my policies to strengthen Executive Orders on wetlands protection, to establish no-net-loss of wetlands as a national goal, provide direction to all Federal agencies for implementing and enforcing wetland protection and restoration programs, recommend ways in which state and local governments and the private sector can be encouraged to participate in the national no-net-loss goal and to broaden the involvement of the private sector in the achievement of each of these national objectives. ⁹¹ Wetlands conservation is my administration's second highest environment priority. Now I want to discuss my highest priority: Clean Air.

Make no mistake, we will vigorously enforce existing laws (Sec. 404 Clean Water Act) to ensure that those who needlessly destroy wetlands will be prosecuted vigorously.

1 June

Bob,

1. Attached material sent to Gibbons today as a follow-up of yesterday's meetings.

See Mitchell comments Page 4

Criteria list is a new run-off with our changes adopted for wetlands etc.

2. Speech

- * In spite of the urge to hit clean air you need to speak to wetlands.
- * hit international notes
- * reemphasize partnerships
- * try to hang on to no net loss etc.
- * try to be positive on North American Wetlands legislation

**OPENING STATEMENT OF SENATOR MAX BAUCUS
SUBCOMMITTEE ON ENVIRONMENTAL PROTECTION HEARING
S. 804, THE NORTH AMERICAN WETLANDS CONSERVATION ACT**

Thursday, June 1, 1989

Good morning. The Subcommittee convenes today to consider legislation introduced by the Majority Leader, Senator Mitchell, and Senators Chafee, Breaux, Durenberger, Reid, Kasten and myself to conserve wetland ecosystems in North America.

This legislation is tremendously significant because it marks the beginning of a commitment by the United States to the protection of migratory bird habitat -- not just in this country -- but throughout the North American continent.

As part of this overall objective, the bill before us this morning would provide -- for the first time -- a mechanism and funding to ensure coherent implementation of the North American Waterfowl Management Plan.

That Plan, signed in 1986 by the Minister of Environment for Canada and the Secretary of the

Interior for the United States, provides a framework for protecting and restoring enough habitat to maintain populations of North American waterfowl and other migratory bird species.

Ducks, geese and swans are the most prominent and economically important group of migratory birds in North America, generating a direct expenditure in excess of several billions of dollars annually.

Each year in Montana, more than 20,000 people spend tens of millions of dollars hunting waterfowl. Nearly three Montanans out of every five enjoy watching and photographing waterfowl and other wildlife species.

Unfortunately, the recreational and economic opportunities provided by waterfowl are in serious jeopardy.

The average number of ducks in North America in recent years has been lower than any comparable period on record. The number of breeding ducks currently averages only a little more than half the number present in the 1970's.

A key factor in the alarming decline in our continent's waterfowl populations is the continuing

- 3 -

destruction of wetlands and other habitat.

Montana, for instance, has lost roughly 20 percent of its wetlands in just the past 20 years.

In short, existing public and private wetland protection efforts have been inadequate.

Successful re-building of waterfowl numbers, according to the North American Waterfowl Management Plan, will require the restoration, protection and improvement of almost 2 million acres of habitat in the United States and 4 million acres in Canada by the turn of the century.

To get this job done, the Plan calls for an unprecedented cooperative effort by the United States and Canada.

Unfortunately, the Plan fails to back up its ambitious goals and strategy with any commitment for funding.

Indeed, the Plan fails to lay out any specific means of forging the public-private partnerships needed to carry out its objectives.

The North American Wetlands Conservation Act under consideration here today will correct these shortcomings and ensure that there is a meaningful, coherent long-term effort to achieve the Plan's goals.

But the Act would accomplish this purpose without setting up a major new federal program to acquire private lands.

Instead, this legislation would encourage a more flexible approach to support not only acquisition but also management and restoration of wetlands. And it would allow these efforts to be undertaken by the states and private organizations in addition to the U.S. Fish and Wildlife Service.

The long-term conservation of migratory birds and habitat for these species requires working partnerships among governments at all levels, private organizations, corporations, landowners and other citizens.

The testimony submitted to the Subcommittee by our witnesses and others, such as the National Rifle Association, demonstrates the broad array of support in the public and private sector for the North American Wetlands Conservation Act -- support that

- 5 -

is critical to bringing waterfowl back to the level we once enjoyed.

Unfortunately, the list of the bill's supporters does not presently include the Administration.

I hope our witness this morning can explain to the Subcommittee, the nation's waterfowl hunters and other Americans who enjoy these migratory birds why the Interior Department is unwilling to embrace a widely supported effort to implement its own North American Waterfowl Management Plan.

- 0 -

Statement of Senator George J. Mitchell
at the
Hearing Before the Subcommittee on Environmental Protection
on
S. 804, the North American Wetlands Conservation Act

June 1, 1989

Mr. Chairman, I thank you for holding this hearing.

You and I, Senator Chafee and the other members of this Subcommittee share a strong commitment to the conservation of North American wetlands and waterfowl and the other fish and wildlife that depend on these habitats.

The wetlands of this continent, like the forests of Central America and tropical South America, are libraries of nature which contain volumes of priceless genetic information. They are North America's most biologically productive areas, and roughly a third of the continent's endangered species of animals are dependent on them.

And like the tropical forests, we have subjected our wetlands to much destruction.

From the 1950's to the 1970's, Americans drained, filled and cleared 9 million acres of wetlands in the 48 contiguous States. Less than half of the original 200 million acres remain, and the destruction continues today at a rate of half a million acres per year -- an area 12 times the size of the District of Columbia.

Total wetlands loss in the Canadian prairie provinces of Alberta, Saskatchewan and Manitoba is estimated to be 40 percent of the original wetlands acreage.

The State of Maine has lost approximately 100,000 acres of wetlands since European settlement began.

The destruction of wetlands in North America, where many migratory bird species breed, spells disaster for these species just as surely as the destruction of forests in Central and tropical South America, where they winter.

The average number of North American ducks in recent years has been lower than any comparable period on record.

There have been fewer black ducks, a species prized by people in Maine and elsewhere in the eastern United States and Canada, than at any time during the previous three decades.

- 3 -

Of the 30 species of migratory non-game birds that are currently of management concern to the U.S. Fish and Wildlife Service because of their uncertain status, nearly one half are dependent upon coastal and freshwater wetlands.

Thirteen of some of our most abundant and widespread songbirds, like the American goldfinch and the eastern meadowlark, have declined at an average rate of nearly 3 percent per year over the past 20 years.

One of the principal goals of the legislation under consideration today is to begin a long-term commitment to work with Canada and Mexico in implementation of the North American Waterfowl Management Plan.

The Plan is the best, and maybe the last, opportunity we will ever have to halt the decline of many species of ducks, geese and other migratory birds.

It calls for the protection of an additional 50,000 acres of migratory and wintering habitat along the eastern coast of the United States -- in areas such as Maine's Cobscook and Merrymeeting Bays -- to restore black duck numbers.

But the Plan is only a statement of needs and objectives.

- 4 -

The North American Wetlands Conservation Act will establish a structure to meet these needs and objectives. And it will provide the federal matching funds essential to encouraging public and private partnerships for wetlands conservation projects in Canada and Mexico, as well as in the United States.

For that reason, I am deeply disappointed that Secretary Lujan declined to appear this morning and that the Administration is not yet prepared to endorse the North American Wetlands Conservation Act or any other proposal to actually carry out the North American Waterfowl Management Plan.

The 1988 Republican Party platform stated that "we support efforts, including innovative public-private partnerships, to restore declining waterfowl populations."

The President has called for a policy establishing no net loss of wetlands as a national goal.

I understand that the President, in fact, is scheduled to speak next week at a symposium sponsored by Ducks Unlimited on the decline in continental waterfowl populations.

I now call on the President to personally review his Administration's position on the bipartisan legislation proposed by Congress to protect North American wetlands and waterfowl.

And I call on him to use the occasion next week to express his full support for these proposals, or to come forth with his own plan to fund and implement wetlands and migratory bird conservation on a continent-wide basis.

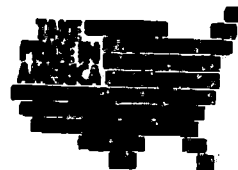
The Supreme Court reminded us in 1983 that "the protection of migratory birds has long been recognized as a national interest of very nearly the first magnitude."

Our efforts to care for this resource should better reflect the magnitude of that interest.



United States Department of the Interior

OFFICE OF THE SECRETARY
WASHINGTON, D.C. 20240



TRANSMISSION NOTICE

This message is electronically transmitted on a Burroughs
DEX 3600 automatic machine.

Transmission Number: 202-343-3561

Verify Number: 202-343-4203

TO: Name Mark Lang
Agency/Phone # 456-6218

FROM: Selma Sierra

Office of the Secretary
18th & C Streets, N. W.
Washington, D. C. 20240

No. of pages to follow: 5

Date: 6/6

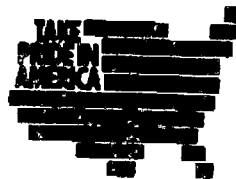
Time: 1:00



June 6, 1989

United States Department of the Interior

OFFICE OF THE SECRETARY
WASHINGTON, D.C. 20240



MEMORANDUM FOR MARK LANG

FROM: Selma Sierra

SUBJECT: Speeches for President

Per our conversation, I've attached the final draft of the Secretary's speech which may be helpful in preparing and finalizing the President's speech.

Additionally, I am ready to assist you in the future regarding any speech material you may need for the President. As I mentioned in our telephone conversation, I have the responsibility of coordinating speeches for the Secretary.

We all are aware how important the environment issue is for the President and his administration. The Department of the Interior is primarily responsible for many of the major issues that have an impact on the environment. If we can be of assistance to help get the message across through speeches or other types of communication, we are ready to assist.

Please call me at 343-4203. Thank you. I look forward to working with you.

**AWARD PRESENTATION TO THE
AMERICAN LEAGUE OF ANGLERS AND BOATERS
CANNON HOUSE CAUCUS ROOM
TUESDAY, JUNE 6, 1989**

- o I am very pleased to be back up here on Capitol Hill this morning -- especially with this coalition of organizations and individuals who I consider to be great friends of the Department of the Interior.
- o In fact, this being National Fishing Week, I can't think of a better group I could be with than you dedicated members of ALAB.
- o I think you are all aware that President Bush and I are deeply committed to being good stewards of America's natural resources. By our actions we hope to leave our nation's resources better than we found them. This is all part of what President Bush means when he speaks of "building a better America."
- o The people here in this room, and your associates, have indeed greatly contributed to our efforts to build a better America. You, more than anyone, know the value of conserving our natural sources. Through your work, you have done more than just talk about conservation. Through your work with "Dingell-Johnson" and "Wallop-Breaux," you have indeed made a substantial contribution towards preserving our natural environment.
- o I want to pay special tribute to my colleagues, both past and present, whose foresight contributed so mightily to this vital work -- Congressman John Dingell, Sr. and Senator Edwin Johnson -- and of course Senators Malcolm Wallop and John Breaux.
- o Nearly four decades ago, the Sport Fish Restoration Act was enacted to provide a viable means for enhancing sport fishing restoration.
- o Then, in 1984, it became obvious that revenues from the existing program weren't enough to do the job. Because of the combined efforts of so many who are here this morning, the Wallop-Breaux Amendment was enacted, expanding this program to the important role it plays today in enhancing America's fishing tradition.

- o This program has been an unqualified success -- and indeed it is a shining example of federalism at its best.
- o I realize, full well, that as the size of the trust fund has expanded over the past several years, and there have been suggestions from various quarters advocating a cap on the amount of money that should actually go to the programs funded by this trust fund.
- o Well, this morning, I want to reaffirm to you that both President Bush and I are fully committed to the position that there should be no cap on the programs funded by the Wallop-Breaux Trust Fund.
- o I know that Ray Scott has gotten that message to you once, but I thought you wouldn't mind hearing it again from me.
- o This trust fund -- and that's what it is -- a trust -- was created to develop and restore our fish habitats and fishing environments. Every dime collected by this fund should go to its intended purpose.
- o Because of the commitment of this great coalition, which has proven the power of effective citizen action in pursuit of a common goal, Wallop-Breaux has helped bring more quality fishing opportunities to millions of Americans.
- o And now, I want to take this opportunity to announce my support for an initiative that would parallel these conservation efforts by taking advantage of the interest generated on revenues raised under "Pittman-Robertson".
- o Currently the interest which those funds accrue, from the time they are collected until they are distributed to the states, goes into the general fund. What I am proposing is a program that would create a trust fund, utilizing the accumulated interest from "Pittman-Robertson" -- which is substantial -- and utilizing those funds as part of a public-private sector initiative under the North American Waterfowl Management Plan.
- o The North American Waterfowl Management Plan, an agreement signed between the U.S. and Canada, seeks to restore, enhance and protect the continent's waterfowl population. Since the 1970's the continent's fall flight of waterfowl has fallen from an average of 80-100 million to a level of only 66 million in the fall of 1988.

- o Through a number of joint ventures and public-private partnerships, we are confident that the waterfowl population will rise steadily. Last year alone, over \$48 million was contributed from state and private sources toward these joint ventures.
- o We need to ensure, however, that the Migratory Bird Conservation Fund, and specifically, the Migratory Bird Commission, is involved in the North American Plan. Therefore I plan to work with Congress to fashion a compromise toward addressing a balanced effort under the plan.
- o This new trust fund, leveraging the interest from "Pittman-Robertson" would greatly enhance the work of this successful partnership -- helping us to build a better America.
- o Another issue which I know is of great concern to all of you is the coordination of water issues in general, and more specifically, preservation of America's Wetlands.
- o I realize that there is probably no group that better understands the importance of sound water management than ALAB. And that is why I would like to announce before you, this morning, the formation of a Department of Interior Intra-agency council to coordinate the management of water policy. At the Department of Interior we fully understand the comprehensive nature of water management, and with this council, we will give water the heightened awareness it deserves.
- o In the wake of a disturbing trend which has seen the rapid depletion of our nation's wetland areas, President Bush has established as a major priority of this Administration the goal of "no-net-loss" of Wetlands."
- o The seriousness of his commitment is demonstrated by the recent formation of Inter-Agency Task Force on Wetlands, created under the auspices of the President's Domestic Policy Council.
- o The Department of the Interior obviously has the lead role in the work of this task force, and I have requested that every appropriate agency within the Department do everything possible to assist the work of this task force in achieving this important goal.
- o We have requested over \$7.6 million in fiscal 1990 for the acquisition of more than ten thousand acres of Wetlands. An additional \$6.8 million has been requested for implementation of enhancement and restoration efforts.

- o These vital efforts to save our Wetlands, including the work that will now begin with the President's Inter-Agency Task Force on Wetlands, will be of monumental importance to all of you.
- o Finally, I want to mention the great strides we have proposed towards expanding recreational opportunities throughout our nation. We have proposed \$206 million in funding under the Land and Water Conservation Fund, to acquire new lands for preservation.
- o In closing, I again want to point to National Fishing Week, and in doing so recognize the great prominence fishing plays in our national life. Last year alone, more than 30 million fishing licenses were issued. Truly fishing is one of America's favorite pastimes.
- o And, I can tell you one thing for certain -- never have the fishermen of America had a better friend in the White House than they have in George Bush.
- o When it comes to thinking about our past Presidents and their leisure pursuits, history will remember Teddy Roosevelt hunting down big game, Eisenhower with his golf clubs, Ronald Reagan on horseback... and, undoubtedly, George Bush with fishing rod in hand.
- o All of you here this morning, and the groups you represent, deserve a great deal of credit for the work you have done in promoting the quality of one of America's most favorite national pastimes.
- o And, this morning, in recognition of this achievement, I would like to call on Mike Sciulla (pronounced SHOO-LA), the President of the American League of Anglers and Boaters to accept this certificate.
- o (Read and present certificate)
- o Thank you very much for inviting me to be with you this morning -- and happy fishing to all!



United States Department of the Interior

OFFICE OF THE SECRETARY
WASHINGTON, D.C. 20240

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This message is electronically transmitted on a Burroughs
DEX 3600 automatic machine.

Transmission Number: 202-343-3561

Verify Number: 202-343-4203

TO: Name Mark Lang
Agency/Phone # 456-6218

FROM: Selma Sierra (343-4203)

Office of the Secretary
18th & C Streets, N. W.
Washington, D. C. 20240

No. of pages to follow: 3
Date: 6/6/89
Time: 4:25 pm.

June 6, 1989

Memorandum for Mark Lange

From: Selma Sierra SS

Subject:

Attached are additional and suggested language for the President's speech on Thursday. The Secretary will be attending the lunch and it is most appropriate to highlight the issues Interior is working on that Ducks Unlimited is most interested in.



United States Department of the Interior

OFFICE OF THE SECRETARY
WASHINGTON, D.C. 20240

Insert for Presidential Speech

My Secretary of the Interior, Manuel Lujan, is taking the lead in our attempts to preserve and add to the nation's wetlands and our waterfowl population.

First, this week Secretary Lujan proposed a program that would create a trust fund, using the interest from the "Pittman-Robertson" fund. That new trust fund -- we anticipate it would be about \$10 million per year -- would be used as part of a public-private sector initiative under the North American Waterfowl Management Plan. Under that Plan, an agreement between the U.S. and Canada, we seek to restore, enhance and protect this continent's waterfowl. Since the 1970's, our fall flight of waterfowl has fallen from an average of 80-100 million to a level of only 66 million in the fall of 1988. I applaud Secretary Lujan's efforts, and fully support this new initiative.

No one in this room fails to understand the significance of Interior's Duck Stamp program! This program is not only significant to hunters -- it carries prestige for the art community as well, as wildlife artists compete each year to win the annual design award. The funds generated by sale of the Duck Stamps to hunters and others each year provide money for wetlands acquisition. In Fiscal Year 1988, the Fish & Wildlife Service acquired 65,846 acres using \$31.7 million from the Migratory Bird Conservation Commission Fund, generated by the sale of Duck Stamps. As of March 31, 1989, \$14.8 million has been obligated to acquire 32,831 acres in this fiscal year. This money is, as you well know, generated by your efforts and those of your fellow hunters -- and you deserve the thanks of all Americans -- hunters and conservationists alike.

INSERT THE ABOVE COMMENTS ON PAGE THREE AFTER THE SECOND FULL PARAGRAPH ON THAT PAGE. ON PAGE FOUR, DELETE THE SECOND PARAGRAPH -- THAT IS AN INTERIOR STORY!

IN ADDITION, PARAGRAPH THREE ON PAGE FOUR SHOULD BE MODIFIED TO REFLECT OUR PHILOSOPHY OF PRIVATE-PUBLIC SECTOR COOPERATION TO TRY TO ACHIEVE THIS GOAL. COULD ADD THE FOLLOWING:

"Through the Departments of Agriculture and Interior, we are actively working with American farmers through the Farm Bill program to provide technical assistance on matters related to wetland identification and conservation assistance."

FINALLY, AT THE BOTTOM OF PAGE FOUR, WE SUGGEST ADDING THE FOLLOWING:

Celebrating the United States Constitution

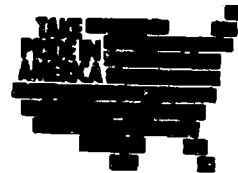
Canadian Prof. Derek Burroughs

"More than one-third of the nation's threatened and endangered plant species and one-half of the animal species are dependent on wetlands. Protection of wetlands habitat will therefore also help to preserve these species."



United States Department of the Interior

OFFICE OF THE SECRETARY
WASHINGTON, D.C. 20240



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Verify Number: 202-343-4203

TO: Name Mark Lang
Agency/Phone # 456-6218

FROM: Selma Sierra (343-4203)

Office of the Secretary
18th & C Streets, N. W.
Washington, D. C. 20240

No. of pages to follow: 4

Date: 6/6/89

Time: 4:55 pm

June 6, 1989

Memorandum for Mark Lange

From: Selma Sierra *SS*

Subject:

Attached are additional and suggested language for the President's speech on Thursday. The Secretary will be attending the lunch and it is most appropriate to highlight the issues Interior is working on that Ducks Unlimited is most interested in.

Cc: *Juanita Duggan*
Bob Grendy

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First, this week Secretary Lujan proposed a program that would create a trust fund, using the interest from the "Pittman-Robertson" fund. That new trust fund -- we anticipate it would be about \$10 million per year -- would be used as part of a public-private sector initiative under the North American Waterfowl Management Plan. Under that Plan, an agreement between the U.S. and Canada, we seek to restore, enhance and protect this continent's waterfowl. Since the 1970's, our fall flight of waterfowl has fallen from an average of 80-100 million to a level of only 66 million in the fall of 1988. I applaud Secretary Lujan's efforts, and fully support this new initiative.

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INSERT THE ABOVE COMMENTS ON PAGE THREE AFTER THE SECOND FULL PARAGRAPH ON THAT PAGE. ON PAGE FOUR, DELETE THE SECOND PARAGRAPH -- THAT IS AN INTERIOR STORY!

ON PAGE TWO, SECOND PARAGRAPH, ADD THE FOLLOWING:

"Ducks Unlimited has blazed a path that I would like to encourage the rest of the nation to follow. That path is one of private initiatives -- for the public good. And it is one of holding onto the heritage of stewardship of this nation's wetland resources. These efforts will help build a better America!"

IN THE NEXT PARAGRAPH, TO YOUR EXAMPLE OF THE NATURE CONSERVANCY, YOU SHOULD ADD THE NATIONAL FISH AND WILDLIFE FOUNDATION.

PAGE FOUR, FIRST PARAGRAPH: MARYLAND IS NOT THE FIRST STATE WETLANDS LAW -- NORTH DAKOTA PASSED ONE IN 1984. YOU COULD JUST REFER TO MARYLAND AS "AN OUTSTANDING..."

non-fidal
✓

IN ADDITION, PARAGRAPH THREE ON PAGE FOUR SHOULD BE MODIFIED TO REFLECT OUR PHILOSOPHY OF PRIVATE-PUBLIC SECTOR COOPERATION TO TRY TO ACHIEVE THIS GOAL. COULD ADD THE FOLLOWING:

"Through the Departments of Agriculture and Interior, we are actively working with American farmers through the Farm Bill program to provide technical assistance on matters related to wetland identification and conservation assistance."

"call a swamp a swamp"

✓

AT THE TOP OF PAGE THREE, FIRST FULL PARAGRAPH, FOLLOWING THE SECOND SENTENCE, WE SUGGEST ADDING THE FOLLOWING:

"More than one-third of the nation's threatened and endangered plant species and one-half of the animal species are dependent on wetlands. Protection of wetlands habitat will therefore also help to preserve these species."

ON PAGE THREE, IN THE LAST PARAGRAPH, ADD THE FOLLOWING LANGUAGE AT THE END OF THE SECOND SENTENCE (AFTER "ACQUIRING WETLANDS.")

In fact, over \$16 million, or over 20,000 acres, are targeted directly for wetlands acquisition under this program.

FINALLY, IN THE LAST PARAGRAPH ON PAGE FOUR, SHOULD BE REWORDED TO SEPARATE WETLANDS CONSERVATION FROM THE ENVIRONMENTAL PRINCIPLES WHICH FOLLOW. PERHAPS A NEW FIRST SENTENCE FOR THAT PARAGRAPH:

I would like to take this opportunity to talk about a set of principles that apply to all of the environmental challenges we face....



United States Department of the Interior

OFFICE OF THE SECRETARY
WASHINGTON, D.C. 20240



TRANSMISSION NOTICE

This message is electronically transmitted on a Burroughs
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Transmission Number: 202/289-4714 (DEX 3600)

FTS: 343-8950 (DEX 6500)

Verify Number: FTS: 343-6639

202/343-6639

TO: Name Mark Lang, Speechwriter

Agency/Phone # White House/456-6218

FROM: Charles W. Jarvis, Deputy Under Secretary
(BUREAU) (Room 6119)
Office of the Secretary
18th & C Streets, N.W.
Washington, D.C. 20240

NO. OF PAGES TO FOLLOW: 15

DATE: June 6, 1989

TIME: 11:30 A.M.

Celebrating the United States Constitution



United States Department of the Interior

OFFICE OF THE SECRETARY
WASHINGTON, D.C. 20240



Memorandum

To: Mark Lang
Speechwriter, White House

From: Charles W. Jarvis
Deputy Under Secretary *cwj*

Subject: Wetlands

You may find the attached helpful in your work on Wetlands.

Attachments

Wetlands

Background: Wetlands are a vital element in the ecosystem, but they are disappearing and being degraded rapidly. Wetlands are dispersed widely, and they frequently come in conflict with development. Among Federal agencies Interior has the lead role in the management and conservation of U.S. wetlands.

Wetlands play an important role in providing habitat for many species of fish and wildlife, reducing flooding problems, maintaining water quality, controlling erosion, and providing a source of recreation, timber, and natural products for commercial use.

Approximately 215 million acres of wetlands existed in the coterminous United States at the time of the Nation's settlement. Of the 95 million acres remaining, recent annual losses have averaged 458,000 acres, or about 0.5 percent per year.

Wetlands Lost and Remaining 1700s-1980s		
Status	Acreage (millions)	%
Original	215	100
Lost	120	56
Remaining	95	44

Few wetlands remain in a pristine state. Although data are spotty and incomplete, one estimate is that almost 40 percent of remaining wetlands are seriously damaged.

The issue of degradation has received increased attention recently, prompted in part by revelations of contamination on national wildlife refuges leading to waterfowl birth defects. Major sources of wetland contamination are:

- o chemicals in farm runoff;
- o drain water from irrigation projects;
- o urban and industrial pollutants (especially in riverine and coastal marshes).

Wetland Conversion, 1954-1974		
Use after conversion	Acreage (millions)	%
Agriculture	9.86	87
Urban	0.91	8
Other	0.57	5
Total	11.34	100

By far the most important economic sector absorbing wetlands is the agricultural sector.

ENVIRONMENT, WILDLIFE AND RECREATION

143

Between the mid-50s and the mid-70s agricultural development accounted for 87 percent of wetland conversions, urban development for eight percent, and other development for only five percent of the losses.

Three-fourths of the remaining wetlands in the continental U.S. are privately owned. Only about .5 percent of privately owned wetlands are under some form of conservation protection.

Wetland losses have occurred throughout the country, but in some regions the losses are particularly critical.

Wetland Ownership, 1985

	Acreage (millions)	%
Private	70.3	74
Federal	12.5	13
State	10.4	11
Local	1.8	2
Total	95.0	100

Wetland Areas in Greatest Jeopardy

1. Estuaries and coastal wetlands
2. Louisiana's coastal marshes
3. Chesapeake Bay's submerged aquatic beds
4. Everglades and South Florida
5. Prairie Pothole Region
6. Nebraska's Sandhills and Rainwater Basin
7. Mississippi Delta's forested wetlands
8. North Carolina's pocosins
9. Western riparian wetlands

Examples of Wetland Losses

State or Region	Original (millions of acres)	Remaining	% Lost
Iowa's Natural Marshes	2.3	.03	99
California	5.0	.4	91
Mississippi Delta	24.0	5.2	78
Michigan	11.2	3.2	71
North Dakota	5.0	2.0	60
Minnesota	18.4	8.7	53
La.'s Hardwoods	11.3	5.6	50
N.C.'s Pocosins	2.5	1.5	40
South Dakota	2.0	1.3	35

ENVIRONMENT, WILDLIFE AND RECREATION**144****The 404 Regulatory Process**

Issue: How can the Fish and Wildlife Service play a more effective role in the 404 program of wetlands protection?

Background: The 404 regulatory program requires that the Corps of Engineers approve certain types of disturbances of wetlands. The Fish and Wildlife Service advises the Corps in this process.

The 404 program is widely acknowledged to offer only limited protection for wetlands. Simultaneously, wetland owners and developers are frequently critical of the program as unnecessarily burdensome. The program has received considerable critical scrutiny recently from Congress, the development community, and conservation organizations.

Only about 20 percent of the Nation's wetland losses are covered by the 404 program. Limited Corps' resources and the manner in which some Corps districts implement the Act restrict its effectiveness. Developmental impacts are often underestimated, especially cumulative impacts. Permitted activities are almost never monitored to determine compliance with permit conditions.

A 1985 memorandum of agreement between the Corps and the Fish and Wildlife Service has resulted in more cordial relations, but apparently no improvement in wetland protection.

Options:

- o Work with the Corps and EPA to establish more uniform standards for Corps districts.
- o Work with the Corps to implement a blanket denial for agricultural permits. The Corps must make a public interest determination to issue a 404 permit. As long as U.S. has an agricultural surplus, it can be argued that it is not in the public interest to convert additional land to agriculture. The Corps has shown interest in exploring development of such a blanket denial.
- o Undertake benefit-cost analyses of selected projects which would affect wetlands. There is evidence that many projects requiring permits may be in the private interest of the sponsors but not in the public interest.
- o Propose new wetland protective legislation.

ENVIRONMENT, WILDLIFE AND RECREATION**145****1990 Swampbuster Legislation**

Issue: What position should the Department adopt regarding revising existing Swampbuster legislation?

Background: The wetland conservation provision of the Food Security Act of 1985 (commonly called Swampbuster) denies farm program benefits to persons who produce agricultural commodities on wetlands converted after the date of enactment. The aim is to reduce Federal subsidies which provide financial incentives to convert wetlands to cropland.

Several problems have become apparent with the statute. There are no sanctions for conversion of wetlands, only for planting on converted wetlands. A farmer may plant annual crops on converted wetlands in one year (say, a year when market prices are high) without jeopardizing his program eligibility in future years. Penalties are weak because, if a violation is detected, the operator loses his program benefits for the year, the same economic sanction he would have experienced had he been truthful about his intentions.

In the field, Swampbuster is implemented and enforced by county committees. These committees are composed of local residents, usually farmers, who may find it difficult to make decisions which will adversely affect their neighbors. As a result, the objectivity with which Swampbuster is implemented seems to have been compromised. Only 2 non-compliance findings have been made nationwide, and program benefits have been denied in less than 10 instances.

There is no firm evidence yet on the extent to which the Swampbuster provisions have reduced wetland conversions to agriculture, but a study conducted at USDA estimates that Swampbuster may be effective on only one-third of wetland acres vulnerable to conversion to cropland. FWS personnel continue to observe such conversions, reporting that rates of conversion have even increased in some areas.

Options:

- o Work with USDA to develop more effective wetlands protection for the 1990 renewal of basic farm support legislation.
- o Encourage USDA to develop stronger penalties within existing law for certification violations.

ENVIRONMENT, WILDLIFE AND RECREATION**146****Report to Congress on Impact of Federal Programs on Wetlands**

Issue: Should Interior support legislation to eliminate eligibility for Federal subsidy programs in wetlands?

Background: The Congress directed the Secretary to conduct a study of the impact of Federal programs and subsidies on wetlands. Congress urged that particular attention be given to expanding the approach embodied in the Coastal Barrier Resources Act (CBRA). Under CBRA, almost all Federal subsidies and expenditures which encourage economic growth or development are unavailable for supporting new development in designated, environmentally sensitive, coastal barrier islands. The Interior study identifies Federal programs which could promote the conversion or degradation of wetlands, and examines ways to revise these programs to reduce or eliminate such effects.

The coastal barriers program serves to protect environmental assets without imposition of regulatory controls, while saving the Government future financial burdens. A similar program for wetlands might prove to have similar political assets.

Options:

- o Seek new legislation to protect wetlands by reducing Government subsidies, correcting distortions in market incentives, and restructuring inefficient Government programs in wetlands areas.
- o Seek to work closely with the Corps, USDA, and other agencies to accomplish these objectives within existing statutes (e.g., improve economic studies of the agencies).
- o Reaffirm the Departmental Wetlands Policy, under which each bureau must avoid actions detrimental to wetlands.

Du.

659-8752

AWARD PRESENTATION TO THE
AMERICAN LEAGUE OF ANGLERS AND BOATERS
CANNON HOUSE CAUCUS ROOM
TUESDAY, JUNE 6, 1989

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- o I realize that there is probably no group that better understands the importance of sound water management than ALAB. And that is why I would like to announce before you, this morning, the formation of a Department of Interior Intra-agency council to coordinate the management of water policy. At the Department of Interior we fully understand the comprehensive nature of water management, and with this council, we will give water the heightened awareness it deserves.
- o In the wake of a disturbing trend which has seen the rapid depletion of our nation's wetland areas, President Bush has established as a major priority of this Administration the goal of "no-net-loss" of Wetlands."
- o The seriousness of his commitment is demonstrated by the recent formation of Inter-Agency Task Force on Wetlands, created under the auspices of the President's Domestic Policy Council.
- o The Department of the Interior obviously has the lead role in the work of this task force, and I have requested that every appropriate agency within the Department do everything possible to assist the work of this task force in achieving this important goal.
- o We have requested over \$7.6 million in fiscal 1990 for the acquisition of more than ten thousand acres of Wetlands. An additional \$6.8 million has been requested for implementation of enhancement and restoration efforts.

- o These vital efforts to save our Wetlands, including the work that will now begin with the President's Inter-Agency Task Force on Wetlands, will be of monumental importance to all of you.
- o Finally, I want to mention the great strides we have proposed towards expanding recreational opportunities throughout our nation. We have proposed \$206 million in funding under the Land and Water Conservation Fund, to acquire new lands for preservation.
- o In closing, I again want to point to National Fishing Week, and in doing so recognize the great prominence fishing plays in our national life. Last year alone, more than 30 million fishing licenses were issued. Truly fishing is one of America's favorite pastimes.
- o And, I can tell you one thing for certain -- never have the fishermen of America had a better friend in the White House than they have in George Bush.
- o When it comes to thinking about our past Presidents and their leisure pursuits, history will remember Teddy Roosevelt hunting down big game, Eisenhower with his golf clubs, Ronald Reagan on horseback... and, undoubtedly, George Bush with fishing rod in hand.
- o All of you here this morning, and the groups you represent, deserve a great deal of credit for the work you have done in promoting the quality of one of America's most favorite national pastimes.
- o And, this morning, in recognition of this achievement, I would like to call on Mike Sciulla (pronounced SHOO-LA), the President of the American League of Anglers and Boaters to accept this certificate.
- o (Read and present certificate)
- o Thank you very much for inviting me to be with you this morning -- and happy fishing to all!

Withdrawal/Redaction Sheet

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Document No. and Type	Subject/Title of Document	Date	Restriction	Class.
02. Report	"No Net Loss of Wetlands." (5 pp.)	06/06/89	~~P-5~~	

Collection:

Record Group: Bush Presidential Records
Office: Speechwriting, White House Office of
Series: Speech File, Backup
Subseries:

WHORM Cat.:

File Location: Ducks Unlimited - Sixth International Waterfowl Symposium 6/8/89 [3]

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NO NET LOSS OF WETLANDS

ISSUE: What approach should be taken to implement the President's goal of no net loss of wetlands?

BACKGROUND: Despite an improved understanding of the multiple functions and values of wetlands and a sizable legal protective framework, wetlands are disappearing and being degraded rapidly. Only 95 million acres (44%) of the original 215 million acres remain in the lower 48 States. Estimates of recent annual losses range from 300,000-458,000 acres. Further, lost acreage does not depict the full nature of the problem. Few wetlands remain in a pristine state, and one recent study estimates that as much as 40% are seriously damaged.

The issue of degradation has received increased attention recently, prompted in part by revelations of contamination on national wildlife refuges and the resulting waterfowl birth defects. Major sources of wetland contamination are chemicals in farm runoff, drain water from irrigation projects, and urban and industrial pollutants (especially in riverine and coastal marshes).

Wetland Conversion, Ownership, and Vulnerability: By far the most important economic sector absorbing wetlands is the agriculture sector. Between the mid-50's and the mid-70's agricultural development accounted for 87% of wetland conversions, urban development for 8%, and other development for only 5% of the losses. The relative importance of these sectors for wetland loss has not changed since the mid-70's, although the percentage accounted for by agriculture has probably declined slightly.

Three-fourths of the remaining wetlands in the continental U.S. are privately owned, and only 0.5% of these have protective covenants on them. About 80 percent of conversions are not covered by Section 404 of the Clean Water Act, the principal regulatory program.

Administrative Responsibilities: As the Nation's largest land manager, Interior purchases and manages wetlands, and oversees the distribution of funds to States for wetland acquisition. Its regulatory role is restricted largely to review, comment, and coordination with other Federal and State agencies to encourage them to exercise their responsibilities and use their authorities to provide better protection to wetlands.

The Corps of Engineers operates the 404 regulatory program, issuing permits for dredging and filling of wetlands when it determines that the benefits of proposed actions outweigh the damage to the wetlands. The Corps is responsible for monitoring permitted activities to assure compliance with permit conditions. The Corps manages wetlands on its property, and conducts mitigation for wetland damage due to the construction and operation of its projects.

Under the Clean Water Act, EPA is responsible for issuing the guidelines establishing the conditions under which 404 permits can be issued. Although it exercises the authority sparingly, EPA can overrule the Corps and rescind 404 permits which it determines violate the guidelines. EPA also has review and consultation responsibilities under a number of authorities.

USDA administers the Swampbuster program, purchases wetland conservation easements, and mitigates for wetland damage due to the construction of SCS projects.

The Changing Federal Role: Historically, many Federal programs and subsidies have encouraged wetland development by increasing the profitability and reducing the riskiness of locating in wet and flood-prone areas. In particular, agricultural subsidies and heavily subsidized irrigation, flood control, and drainage projects have hastened the decline of the nation's wetlands.

Executive Order 11990 (EO), issued in 1977, ended a long-standing official policy of direct Federal assistance for wetland conversion. The EO directed all agencies to minimize wetland impacts to the extent possible in conducting their programs and activities. Since issuance of the EO, several important legislative changes have reduced the incentives for conversion of wetlands. Indirect government assistance for wetland conversion in the form of special income tax provisions was eliminated by the Tax Reform Act of 1986. The "Swampbuster" provision of the 1985 Food Security Act (FSA) made farmers who plant on newly converted wetlands ineligible for most farm program benefits. The 1986 Water Resources Development Act (WRDA) requires increased cost sharing by non-Federal sponsors of water projects and provides for the mitigation of environmental effects of Corps of Engineers projects concurrent with construction.

These projects make it technically and financially feasible to convert wetlands to agriculture. In a society suffering from

Despite the promise of these market-based steps to reduce wetland conversion, the rate of loss continues to be high. Swampbuster's effectiveness is limited by specific language in the FSA and by the way the regulations have been implemented.² Although the WRDA constitutes an important step toward efficiency and equitable financing for water projects, the cost shares specified in the WRDA are negotiated values, and do not confront project beneficiaries with the full cost of providing them with the project output. Further, WRDA applies only to water projects constructed by the Corps, rather than to all Federally cost shared projects no matter who constructs them. Finally, where development pressure is strong, reduced tax concessions may have only a marginal effect.

Maintaining that too much of the wetland resource has been lost, conservation interests within and outside of the government have pressed for additional reforms and increased acquisitions. The National Wetland Priority Plan (required by the Emergency Wetland Resources Act of 1986) and the North American Waterfowl Management Plan (prepared jointly by the United States and Canada) call for increased expenditures to conserve and restore wetlands. The National Wetlands Policy Forum, convened by the Conservation Foundation at the request of EPA, recommended new Federal programs, expanded acquisitions and easements, a revised and broader regulatory program, reduced losses associated with Government activities, and increased incentives for private sector conservation. Collectively, these could prove expensive.

DISCUSSION: There are three basic approaches to conserving wetlands: regulate development; add to the public estate (fee simple or conservation easement); make use of economic incentives (by restricting public programs which subsidize development in significant wetlands and providing inducements

chronic agricultural surpluses, the benefits of such conversions are at best questionable and most likely zero. Raising the cost borne by the non-Federal sponsors reduces the demand for such projects.

²For example, in North Dakota, where there is a State no-net-loss policy and where Swampbuster should be effective because of the high participation rate in farm programs, 30-40 thousand acres of wetlands continue to be lost annually since enactment of the FSA.

to encourage private sector conservation). Any legitimate strategy for conserving wetlands involves each of these elements. No matter what the approach, however, environmental protection and the benefits therefrom involve costs. Ignoring these costs and not pursuing a least cost solution is a prescription for failure.

Regulation: Section 404 is jointly administered by the Corps and EPA, has a turbulent history, and, as currently structured and administered, is generally acknowledged to provide only limited wetland protection. To be effective, its scope and jurisdiction would have to be expanded. This would entail political, economic, and budgetary costs.

Acquisition: With three-fourths of the remaining wetlands in private hands, a conservation strategy relying predominantly on acquisition would be prohibitively expensive. Acquisitions will have to be focussed on the most vulnerable and ecologically most valuable areas.

Economic Incentives: Restricting public programs which encourage economically inefficient and environmentally unsound development in wetland areas has a number of advantages. It helps to eliminate distortions in market signals, improve the allocation of resources, and promote a stronger, more competitive economy. By reducing Federal programs, it fosters budgetary savings. And it conserves wetlands with a minimum of Federal involvement and economic disruption.

With its experience in administering the Coastal Barrier Resources Act, Interior has been among the most ardent proponents of the economic incentives approach to conservation. Last December, Secretary Hodel issued volume one of a two volume, congressionally mandated report, identifying those Federal programs and subsidies which contribute to wetland loss and degradation, and recommending changes to eliminate the inherent contradiction in government policy of programs designed to protect wetlands existing simultaneously with programs which counter the protective efforts by promoting commercial development.

This strategy is not without its costs. Although eliminating subsidies appeals to almost everyone in the abstract, in the particular application it often meets with strenuous resistance. Once established, subsidies are difficult to displace. The beneficiaries tend to view them as entitlements, and defend them fiercely.

RECOMMENDATIONS: Wetlands can be conserved through a careful blending of administrative action in controlling Federal activities that influence wetland existence and quality, judicious use of regulation, and economic incentives to encourage private sector conservation.

Much conservation can be achieved simply by making no net loss a high priority within the Administration. Most agencies have promulgated regulations or issued guidelines under the EO, but in recent years little emphasis has been given to abiding by these strictures. Reaffirmation and enforcement of the wetlands EO would provide clear direction and result in all agencies being more sensitive to the wetland impacts of their activities.

Implementation Considerations: Although some additional regulation may prove necessary, it will have to be orchestrated carefully. EPA has played a leading role in bringing the wetland issue to the attention of the Administration and Congress. EPA's role in identification of wetland degradation and monitoring of community water should continue. However, most remaining wetlands are on farmland, and EPA is often viewed warily by the farm community. An aggressive regulatory role for EPA on agrarian wetlands could undermine efforts to gain support among farmers for wetland conservation, and unleash a backlash against conservation efforts on private land. Thus, the current balance between the Corps and EPA in administering 404 should be retained, although the Corps will need to develop a greater sensitivity to environmental concerns.

Through implementation of the Food Security Act, USDA has already been placed in an awkward position with their traditional constituency. USDA is the best vehicle for convincing the farm community that water is a precious asset, far more important than commodity subsidies and that wetlands are critical to the maintenance of water supplies. Through the relationship that USDA has with the American farmer, no net loss can be marketed.

The Wetlands Inter-Agency Task Force provides an excellent vehicle for reviewing the operation and financing of all Federal programs as they affect wetlands. With a strong mandate from the President, regulatory oversights, poor mitigation efforts, and inappropriate subsidies all can be scrutinized.

June 5, 1989

Memo

To: Mark Lange

From: David Ethan Greenberg

Re: Ducks Unlimited Speech

Here are my suggestions. I will leave any evaluation of the various duck-related jokes to more senior officials at the White House.

Page Two: Is the "Interagency Task Force" the same thing as the DPC working group on no net loss that Nancy Maloley is supposed to be working on?

Page Three: The transition from talking about wetlands to talking more generically about enviro issues is to abrupt. The point of the following suggestion is to be able to identify five "key principles" that could become the basis of the "new environmentalism" in the Bush era. This also makes it a lot easier to develop a news story based on the speech.

Here's what I would suggest should follow the line about up to one's ears in alligators.

"It is important to note that the way we are approaching wetlands conservation is based on a set of principles that are being used to address all the environmental issues we face.

The first principle is the recognition that sound environmental programs and a strong economy can co-exist. Pollution doesn't have to be the inevitable by product of economic progress.

We must make sure that the marketplace is weighted in favor of conservation. We intend to harness the power of the marketplace in the service of the environment. And the call will be heard.

The second principle is that a true commitment to improving the nation's environment requires more than just a Federal

commitment. The tradition of purely federal "top down" directives will never again be enough. So we're working to promote more creative state and local initiatives, drawing the energy of local communities into the cause of conservation.

(You might want to throw in the medical waste/beach clean-up activities taking place across the nation as another example of Federal/state/individual efforts to fight pollution.)

The third principle is that preventing pollution is a far more efficient strategy than trying to clean up problems once they've occurred. For too long, we've focused on clean-up and penalties after the damage is done. It's time to re-orient ourselves. We must set up a preemptive strike--using technologies and processes that reduce or prevent pollution--to stop it before it starts.

Page Five: After the graph on CFC's, insert:

"The fourth principle is the recognition that environmental problems require international cooperation.

Page Five: After graph on Eastern Europe insert:

"The fifth and last principle is that existing environmental laws must be vigorously enforced."

The rest of the speech is fine.

DEG



UNITED STATES ENVIRONMENTAL PROTECTION AGENCY
WASHINGTON, D.C. 20460

OFFICE OF
THE ADMINISTRATOR

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TO:

MARK LANGE

WHITE HOUSE OFFICE

OF COMMUNICATIONS

FROM:

DAVID GREENBERG

EPA

COMMENTS:

Number of pages to follow:

3

Date:

6/5

Time:

2:40 pm

Office of the Administrator/
Office of Regional Operations
Mail Code: A-101
Room: 1220 West Tower

EPA Chief Lobbies to Preserve U.S. Wetlands

ANNAPOLIS—Maryland Gov. William Donald Schaefer has approved America's first state wetlands law, a fresh approach that embodies the environmentalists' new rallying cry of "no net loss." It promises that when wetlands fall prey to development, they'll be replaced or even expanded at another location.

The Maryland statute targets "nontidal" wetlands. Too far from the ocean to be affected by tides, these are the bogs and swamps, seething with not-always-appetizing little creatures that act as nature's "sponges." They soak up pollutants and provide breeding grounds and a habitat for wildlife, including migratory fowl. Without these humble swamps, floods would be a far greater menace.

Across the nation, a staggering 300,000-500,000 acres of nontidal wetlands are being lost each year. Yet they're just as important as tidal wetlands, which Maryland and several other states now protect fairly well. (Sadly, the dunce of this environmental class is Louisiana, and it has more wetlands than any other state.)

Under Maryland's new statute, developers will need to get special state permits, and farmers will be required to come up with water-management plans before any wetlands can be filled in, turned into channels or outfitted with ditches. Even then, there'll be the mandate to replace the wetlands that are lost.

It seems ironic that it's a state government, not Washington, that is the first to give statutory credence to the no-net-loss principle that was enunciated both by President Bush and Environmental Protection Agency administrator William K. Reilly. But this story has a bigger irony. Reilly himself turned out to be the most important lobbyist for the Maryland bill.

Schaefer, a hard-charging governor who hates to be blocked by anyone, was thoroughly stymied by the opposition of a key legislator—Maryland House Speaker R. Clayton Mitchell Jr.—from Maryland's rural, conservative Eastern Shore. Mitchell feared that the wetlands measure would put a crimp in economic development in the poor counties he represents.

So Schaefer hatched an idea: Why not expose the Maryland speaker to Reilly, who's probably the nation's most eloquent wetlands spokesman? (Reilly laid the groundwork for the no-net-loss principle through the National Wetlands Forum, which he organized back when he was president of the Conservation Foundation.)

So on a March morning, Schaefer and Mitchell motored to Washington. In Reilly's office, Schaefer was uncharacteristically quiet, witnesses recalled, leaving the dialogue to the cultural opposites: Reilly, the smooth-talking, urbane national policy crafter, and Mitchell, the direct, down-country politico.

Reilly set the tone by casually noting he'd just been with President Bush, to discuss his meeting with British Prime Minister Margaret Thatcher on global-warming issues. Then

Reilly asked Mitchell about his objections to the wetlands bill.

Agriculture might be hurt by the bill, Mitchell said. Reilly replied that four of five wetlands alterations come from farming, and there simply must be more restraints. There's concern about loss of private property rights, Mitchell said. People who buy wetlands need to know they can't build condos on them, Reilly returned.

Then Mitchell popped the critical question: Can't and won't the federal government control wetlands loss? Isn't there a danger of conflicting standards?

Reilly was perking now. For more than a decade, he said, "states have been the cockpit of the country's most imaginative environmental initiatives." States have led on every issue from coastal zone management to groundwater protection. The era of federal "top-down initiatives" is irrevocably past. Maryland, Reilly added, could make itself a national model of wetlands control and show how the federal and state governments can work together to fashion a reasonable program. "President Bush respects what you're doing," he said. There might even be a presidential letter commending Maryland's leadership, he hinted.

The treatment worked. Within a day, Mitchell reversed course and endorsed the wetlands bill (provided that several marginal changes were made). Schaefer aides congratulated Mitchell for his statesmanship. In short order, the bill sailed to passage.

The outcome means Maryland will soon be undertaking, through its Natural Resources Department, most of the oversight of state wetlands that the Army Corps of Engineers is supposed—but often can't manage—to handle.

Everyone agrees that Maryland developers will have a tough time getting permits to destroy wetlands. Many homebuilders endorsed the bill because they see richer markets in environmentally protected areas. The new message, said David Carroll, Schaefer's Chesapeake Bay coordinator, is that consumers nowadays are willing to pay more for trees, open space and clean streams near their homes.

But Sen. Gerald Winegrad—who's earned a reputation as the environmental conscience of the Maryland General Assembly—complains that the agriculture lobby, backed by Mitchell, defanged sections of the legislation that would really have forced farmers to stop draining their wetlands. The only hope, Winegrad believes, is that agriculture is receding in Maryland, anyway.

The real test for Maryland lies ahead: Will the state truly crack down on offending developers? Will it expand tighter regulation to farming if the new informal controls just don't work?

Time will tell. In the meantime, one can safely predict that this pioneering adoption of "no net loss" for wetlands will reverberate across the continent and set a standard for 49 states. □

A legislator from
Maryland's
conservative Eastern
Shore feared the
measure would
hamper development
in poor counties.

Mark Lang,

FyI

Nancy Malley

PRESIDENT BUSH
INTERNATIONAL WATERFOWL
JUNE 8, 1989

As we enter the final decade of the 20th century, we face a race against time to avert the inexorable loss of our natural environment to the myriad impacts of civilization. From the air we breathe to the wetlands we dredge and fill, our Nation must grapple with the hard choices affecting the health of our global environment.

Every corner of the globe is suffering blows to the solar plexus. In Africa the plight of wildlife is symbolized by the near extinction of the black rhinoceros and the decline of the continental population of elephants by half in just ten years.

In South America the cutting of tropical forests symbolizes a landscape under siege. In Asia the sheer weight of humanity is straining the natural resources of each and every country to the limit. In Europe widespread water and air pollution are eroding the proudest monuments of western civilization and at both poles, in Alaska and the Antarctic, we have suffered recent oil spills of severe magnitude.

In North America no species better symbolizes the problems we face in their immense complexity than the drastic decline of migratory

waterfowl, our ducks and geese. That is what you folks live for, waiting out the hot, humid summers in anticipation of the first hints of cool fall air that signal the coming flights of mallards and pintails. In recent years fewer and fewer ducks have been coming south. In 1985 we experienced the lowest fall flight -- 62 million birds -- of historical record. A decade earlier, in 1975, just before I left this country to go to China as our country's Liaison Officer, the fall flight approached 100 million ducks. In 1988 the fall flight amounted to just 66 million a 34 percent decline. In 1988 there were 4 million fewer pintails than in 1975. Duck harvests have dropped correspondingly. In the mid 1970s harvests ranged from 12 to 16 million, for the past three years harvests have averaged just over 9 million.

As all of you assembled here know, the majority of our waterfowl breed in the prairies of our northern plains states and Canada's breadbasket. This is called the "pothole country" by waterfowl cognoscenti. Again to use 1975 as my point of departure, over 13.5 million ducks were breeding in southern Saskatchewan, in 1988 only 5.5 breeding ducks were present.

What are the ducks telling us? Waterfowl are dependent on wetlands throughout their lifecycle. In the U.S. our wetlands have been disappearing at a rate approaching 1/2 million acres per year. Since Europeans first came to this country, we have lost over 1/2 our original wetland heritage. Over 116 million acres, that once

sustained a bounty of waterfowl, fish and furbearers have been dredged, filled, plowed over by expanding civilization. Our northern neighbor and partner by International Migratory Bird Treaty, Canada has lost 40 percent of her wetlands. In Canada and the U.S. no single factor has precipitated this loss, more than agricultural conversion of wetlands to cropland.

This occurred not in the doughty days of resource plunder of the 1880s and 1890s when our frontier succumbed at last to civilization on the march, but in the last two decades, the 1970s and 1980s. Moreover, this huge loss of wetlands occurred while we have had the most sophisticated Federal, state and private environmental programs in place and functioning to conserve this very same waterfowl resource. And still the ducks are disappearing. And the problem compounds. With each year of fewer ducks, there is a smaller reservoir upon which to build a recovery.

For the last 20 years, and for many years before that, there has been a missing link in this equation of cumulative resource loss. The link is the private sector. Almost 75 percent of the remaining wetlands in the continental United States and an even greater proportion in Canada are privately owned.

The traditional view of confronting issues of paramount national concern has been to look to the Federal government for solutions. Nowhere has this been more the case than on environmental issues.

There has been considerable justification for this approach historically, since virtually all our natural resources, from the air we breathe to the waters we drink, and the parks and forests we explore, represent resources held in common trust for all the citizens of this country.

Today traditional strategies are no longer sufficient to resolve the burgeoning resource issues we face. We need to bring all the players to the table. The clock is ticking, and we are in a race with time to avert resource collapse. Our waterfowl have disappeared before our very eyes, in the lifetime of every one present at this conference, under our very noses. In the case of wetlands and waterfowl, with three quarters of our wetland resources in private hands, we need to deal the private sector into the equation for solutions.

Handwritten note: 7/3/80
Hire to
relead?

Ducks Unlimited has pioneered working with the private sector throughout its 52 year history. Over the past half century, DU has spent in excess of \$500 million of privately-raised funds to protect and enhance more than 5 million wetland and upland acres in Canada, the U.S. and Mexico. In conjunction with the National Fish and Wildlife Foundation and twelve state fish and game agencies, DU has pioneered the public/private partnership to implement the North American Waterfowl Management Plan in this country and Canada. Throughout my campaign, I stressed the need to bring the Federal, state and private sectors together in

partnerships to address resource issues. The partnerships formed by the organization's and individuals represented here today on behalf of wetlands conservation, serve as successful models for our approach to combatting resource loss.

I do not want to downplay the role of the Federal government; during the campaign I pledged to establish a national "no net loss" program for wetlands conservation. We are hard at work putting the many components of this program into place. Last month I sent to Congress my recommendations for land acquisition for the FY 1990 budget. For the first time in seven years, I have recommended Land and Water Conservation dollars be utilized for the acquisition of wetlands: over \$18 million for the acquisition of over 19,000 acres of prime wetland waterfowl habitat.

In the past week I have established an Inter-Agency Task Force on Wetlands reporting to the Domestic Policy Council. The Task Force's first task will be developing a united Federal policy to implement the North American Waterfowl Management Plan in this country and Canada. In our Republican Party National Platform crafted at the convention last summer in New Orleans we stated our firm "support for efforts, including innovative public-private partnerships, to restore declining waterfowl populations."

Recently Senators Mitchell and Chafee and Congressmen Conte, Dingell and Davis have introduced innovative legislation to

~~Publ~~ Public Health issue, deal with
lead phenomenon as a major public
health benefit, and would
complement the Carbon ~~Monoxide~~
monoxide strategy by increasing
use of oxygenated blends such
as ethanol and MTBE (which
are also ~~so~~ used to enhance
octane).

conserve North American wetlands. My administration has these bills under active consideration and within the month will be negotiating with Congress for a unified approach. Additionally, the Wetlands Task Force will be developing my policies to strengthen Executive Orders on wetlands protection, to establish no-net-loss of wetlands as a national goal, provide direction to all Federal agencies for implementing and enforcing wetland protection and restoration programs, recommend ways in which state and local governments and the private sector can be encouraged to participate in the national no-net-loss goal and to broaden the involvement of the private sector in the achievement of each of these national objectives. ^H Wetlands conservation is my administration's second highest environment priority. Now I want to discuss my highest priority: Clean Air.

Make no mistake, we will vigorously enforce all existing laws (Sec. 404 Clean Actin) to ensure that those who needlessly destroy wetland areas will be prosecuted surely.

THE WHITE HOUSE

WASHINGTON

June 2, 1989

TO: MARK LANGE
FROM: RETT WALLACE 
RE: DUCKS UNLIMITED

What: The 6th International Waterfowl Symposium
When: Thursday, 6/8
Where: Crystal Gateway Marriott
What time: 1:00 p.m.
How long: 30 minutes
Attenadance: 300-400 people

➔ President will be introduced by Harry B. Knight, President of Ducks Unlimited. Mathew B. Connolly, jr., the General Chairman of the 6th International Waterfowl Symposium and Executive V.P. of Ducks Unlimited will make remarks before the President's arrival and will attend the President's speech.

Other interesting bits:

- Roughly one half of DU's members are also members of the NRA.
- The group is angry at cutting of Federal funds for the environment.

AUBREY STEPHEN JOHNSON, Southwest, 13795 N. Como Dr., Tucson, AZ 85741 (602, 297-1434)

RICHARD SPOTTS, California, Nevada, 5604 Rosedale Way, Sacramento, CA 95822 (916, 442-6386)

Publications: *Defenders*; *Activist Network News*; Newsletter; *Saving Endangered Wildlife*

Editor: JAMES G. DEANE

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DESERT BIGHORN COUNCIL, P.O. Box 521, Winnemucca, NV 89445

International organization established to promote the advancement of knowledge concerning the desert bighorn sheep, and the long-range welfare of these animals in Mexico and the United States. Membership: 128. Organized: 1957.

Chairman: JERRY L. WOLFE, 2771 Cheyenne Dr., Grand Junction, CO 81503

Vice-Chairman: ALLEN COOPERRIDER, P.O. Box 558, La Porte, CO 80535

Secretary-Treasurer: DONALD J. ARMENTROUT, P.O. Box 521, Winnemucca, NV 89445

Technical Staff Chairman: RICHARD A. WEAVER, P.O. Box 1383, Loomis, CA 95650

Publication: *Desert Bighorn Council Transactions*

Editor: PAUL R. KRAUSMAN, 325 Biological Sciences E., University of Arizona, Tucson, AZ 85721

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DESERT FISHES COUNCIL, 407 W. Line St., Bishop, CA 93514 (619, 872-1171)

A nationwide representation of state, federal, and university scientists and resource specialists, and private conservation groups to provide for the exchange and transmittal of information on the status, protection, and management of the endemic fauna and flora of North American desert ecosystems. Organized: 1969.

Chairman: GAIL C. KOBETICH, Sacramento Endangered Species Office, U.S. Fish and Wildlife Service, 2800 Cottage Way, Rm. E-1823, Sacramento, CA 95825 (916, 978-4866)

Chairman Elect: PAUL HOLDEN, Bio and West, Inc., P.O. Box 3226, Logan, UT 84321 (801, 752-4202)

Executive Secretary: EDWIN P. PISTER, Department of Fish and Game, 407 W. Line St., Bishop, CA 93514

Publication: *Proceedings of the Desert Fishes Council*

Editor: EDWIN P. PISTER

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DESERT PROTECTIVE COUNCIL, INC., THE, P.O. Box 4294, Palm Springs, CA 92263

To safeguard by wise and reverent use those desert areas that are of unique scenic, scientific, historical, spiritual, and recreational value; to educate children and adults to better understand the desert so that it may be preserved. Organized: 1954.

President: BILL NEILL, 4900 Glenview, Anaheim, CA 92807 (714, 779-2099)

Vice-President: GLENN VARGAS, 85-159 Ave. 66, Thermal, CA 92274 (619, 397-4264)

Secretary: GLORIA NEILL, 4900 Glenview Ave., Anaheim, CA 92807 (714, 779-2099)

Treasurer: LYLE GASTON, 3648 Mt. Vernon, Riverside, CA 92507 (714, 686-0248)

Executive Director: MARY SWEDELIUS, 3941 Clark St., San Diego, CA 92103 (619, 295-5096)

Publication: Quarterly Newsletter, *El Paisano*

Editor: HARRIET ALLEN, 3750 El Canto Dr., Spring Valley, CA 92077 (619, 670-7127)

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DESERT TORTOISE COUNCIL, 5319 Cerritos Ave., Long Beach, CA 90805 (213, 422-6172)

Organized in 1975 to assure the continued survival of viable populations of the desert tortoise, *Gopherus agassizi*, which is endemic to Arizona, California, Nevada, and Utah.

Co-Chairmen: JAMES ST. AMANT, 5319 Cerritos, Long Beach, CA 90805

Recording Secretary: TED CORDERZ, 5319 Cerritos Ave., Long Beach, CA 90805

Secretary: EVELYN ST. AMANT, 5319 Cerritos Ave., Long Beach, CA 90805

Treasurer: MIKE COFFEEN

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DESERT TORTOISE PRESERVE COMMITTEE, INC., P.O. Box 453, Ridgecrest, CA 93555 (619, 377-4904)

A nonprofit organization formed to promote the welfare of the Desert Tortoise in the Southwestern United States and to establish a preserve as a natural area in a portion of the Upper Mojave Desert known to be ideal habitat. Founded: 1974.

President: GEORGE E. MONCSKO, 218 Primrose, Ridgecrest, CA 93555 (619, 375-9593)

Corresponding Secretary: JEAN E. JONES, 339 W. 25th St., San Bernardino, CA 92405 (714, 882-7825)

Treasurer: MARY TROTTER, 1835 Klauber Ave., San Diego, CA 92114 (619, 264-3352)

Publications: Newsletter; *Tortoise T-R-A-C-K-S*

Editor: JEAN E. JONES

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@ Crystal Harriott Bellhorn
DUCKS UNLIMITED, INC., One Waterfowl Way, Long Grove, IL 60047 (312, 438-4300) (Annual Meeting: 1989, May 3-May 7, Boston, MA)

Nonprofit, nonpolitical membership corporation, organized to perpetuate waterfowl and other wildlife on the North American continent, principally by development, preservation, restoration, management, and maintenance of wetland areas on the Canadian primary breeding grounds, which produce the majority of continental waterfowl; in prime waterfowl nesting, resting, and wintering areas of the U.S.; and, in the nesting and wintering areas of Mexico. Establishes, promotes, assists, and contributes to conservation, restoration and management of waterfowl habitat. Membership: 575,000. Organized: 1937.

President: HARRY D. KNIGHT, 100 Kingsmill Rd., Williamsburg, VA 23185 (804, 253-3950)

Chairman of the Board: HAZARD K. CAMPBELL, 3737 Marine Midland Center, Buffalo, NY 14203 (716, 849-3851)

Chairman of the Executive Committee: PETER H. COORS, Adolph Coors Company, Golden, CO 80401 (303, 277-3109)

Executive Vice-President: MATTHEW B. CONNOLLY JR., One Waterfowl Way, Long Grove, IL 60047 (312, 438-4300)

Counsel, Legal Committee Chairman: JAMES P. CONROY, c/o Porter, Wright, Morris and Arthur, Euclid Ave., Cleveland, OH 44115 (216, 443-9000)

Chairman Emeritus: E. HERRICK LOW, 975 Barriolhet Ave., Hillsborough, CA 94010 (415, 348-3556)

Flyway Senior Vice-Presidents

North Atlantic Flyway: RANDOLPH A. MARKS, 70 Sayre St., P.O. Box 981, Buffalo, NY 14240 (716, 879-6705)

South Atlantic Flyway: THOMAS L. WILLIAMS III, P.O. Box 1577, Thomasville, GA 31799 (912, 226-4300)

Northeast Mississippi Flyway: JOHN A. TOMKE, 2006 Wilmington, Midland, MI 48640 (517, 636-3671)

At the Grand Canyon, May 6, 1903

Re: The Canyon... "Leave it as it is. You can not improve on it. The ages have been at work on it, and man can only mar it. What you can do is to keep it for your children, and your children's children, and all who come after you as one of the wonders which every American, if he can travel at all, should see. We have gotten past the stage, my fellow citizens, when we are to be pardoned if we treat any part of our country as something to be skinned for two or three years for the use of the present generation, whether it is the forest, the water, the scenery. Whatever it is, handle it so that your children's children will get the benefit of it."

— I took this over the telephone and will check it for accuracy on Monday.

THEODORE ROOSEVELT CYCLOPEDIA

EDITED BY

ALBERT BUSHNELL HART
Professor Emeritus, Harvard University

AND

HERBERT RONALD FERLEGER
Roosevelt Memorial Association

FOREWORD BY

WILLIAM ALLEN WHITE

ROOSEVELT MEMORIAL ASSOCIATION
ROOSEVELT HOUSE
NEW YORK CITY

RELATIONS

growing less civilized nation. Exactly as extraordinary have rendered the relations of this nation, so more complex of the various. (At New York, *Ed.* XVIII,

states cannot escape its shell. We quarrels nor everywhere to with the other some scheme would offer a elements that in, November 15; *Nat. Ed.*

CONDUCT OF. session of any thing; but it thy to bluster else refuse to in alone obvi- (Address as in, Naval War XV, 253; *Nat.*

armed, and yet hurt well-nigh and honorable United States other nations, in their rights, of its own. This is most cordial. Let us make it necessary on the is justice to all courtesy and as we are yet a nium, to keep make it evident ce because we it from motives Cairo, Ill., Oc- I, 16; *Nat. Ed.*

any point we power, I hope

FOREIGN RELATIONS

that we shall always strive to speak courteously and respectfully of that foreign power. Let us make it evident that we intend to do justice. Then let us make it equally evident that we will not tolerate injustice being done to us in return. Let us further make it evident that we use no words which we are not prepared to back up with deeds, and that while our speech is always moderate, we are ready and willing to make it good. Such an attitude will be the surest possible guarantee of that self-respecting peace, the attainment of which is and must ever be the prime aim of a self-governing people. (At Minnesota State Fair, September 2, 1901.) *Mem. Ed.* XV, 335; *Nat. Ed.* XIII, 475.

FOREIGN RELATIONS—PROMISES IN. The importance of a promise lies not in making it, but in keeping it; and the poorest of all positions for a nation to occupy in such a matter is readiness to make impossible promises at the same time that there is failure to keep promises which have been made, which can be kept, and which it is discreditable to break. (1913.) *Mem. Ed.* XXII, 613; *Nat. Ed.* XX, 527.

FOREIGN RELATIONS—RESPONSIBILITY IN. No nation can claim rights without acknowledging the duties that go with the rights. It is a contemptible thing for a great nation to render itself impotent in international action, whether because of cowardice or sloth, or sheer inability or unwillingness to look into the future. It is a very wicked thing for a nation to do wrong to others. But the most contemptible and most wicked course of conduct is for a nation to use offensive language or be guilty of offensive actions toward other people and yet fail to hold its own if the other nation retaliates; and it is almost as bad to undertake responsibilities and then not fulfil them. (1913.) *Mem. Ed.* XXII, 571; *Nat. Ed.* XX, 491.

FOREIGN RELATIONS AND PARTY POLITICS. The dealings of the United States with foreign powers should be considered from no partisan standpoint. Our party divisions affect ourselves purely; and when we are brought face to face with a foreign nation we should act as Americans merely. (*The Independent*, August 11, 1892.) *Mem. Ed.* XVI, 208; *Nat. Ed.* XIV, 140.

FOREIGN RELATIONS. See also ALLIANCES; AMBASSADORS; ARBITRATION; BIG STICK; DIPLOMACY; HAGUE COURT; "HANDS

FOREST AND GAME RESERVES

ACROSS THE SEA"; INTERNATIONAL DISPUTES; INTERNATIONAL DUTIES; INTERNATIONAL JUSTICE; INTERNATIONAL RELATIONS; LEAGUE OF NATIONS; PEACE; STATES' RIGHTS; WILSON, WOODROW; WORLD WAR.

FOREIGN SERVICE. See CONSULAR SERVICE; DIPLOMATIC SERVICE.

FOREIGN WAYS—IMITATION OF. I think there is only one thing more foolish than blind imitation of something that has done well abroad, and that is the narrow spirit that refuses to adopt anything just because it comes from abroad. (Before Iowa State Teachers' Association, Des Moines, Nov. 4, 1910.) *Mem. Ed.* XVIII, 451; *Nat. Ed.* XVI, 337.

FOREIGN WAYS. See also COSMOPOLITANS; EXPATRIATES.

FOREIGNERS — ATTITUDE TOWARD. The attitude of foreigners toward us is a matter of slight consequence. What really does concern us is the queer strained humility toward foreigners, and especially toward Englishmen, shown by certain small groups of Americans. We respect Englishmen; but we are a different people. It is right that others should worship at their own shrines; we ourselves worship at ours; but why should a few of our number run after strange gods, ignoring their own? (*Cosmopolitan*, December 1892.) *Mem. Ed.* XIV, 366; *Nat. Ed.* XII, 301.

FOREIGNERS. See also ALIENS; AMERICAN PEOPLE; IMMIGRATION.

FOREST AND GAME RESERVES. I have doubled or quadrupled the forest reserves of the country; have put through the reorganization of the forest service, placing it under the Agricultural Department; and I may add as a small incident, have created a number of reservations for preserving the wild things of nature, the beasts and birds as well as the trees. (To Sidney Brooks, December 28, 1908.) *Mem. Ed.* XXIV, 151; Bishop II, 129.

— The practical common sense of the American people has been in no way made more evident during the last few years than by the creation and use of a series of large land reserves—situated for the most part on the great plains and among the mountains of the West—intended to keep the forests from destruction, and therefore to conserve the water-supply. These reserves are, and should be, created primarily for economic purposes. The

FOREST CONSERVATION

semiarid regions can only support a reasonable population under conditions of the strictest economy and wisdom in the use of the water-supply, and in addition to their other economic uses the forests are indispensably necessary for the preservation of the water-supply and for rendering possible its useful distribution throughout the proper seasons. In addition, however, to this economic use of the wilderness, selected portions of it have been kept here and there in a state of nature, not merely for the sake of preserving the forests and the water, but for the sake of preserving all its beauties and wonders unspoiled by greedy and short-sighted vandalism. What has been actually accomplished in the Yellowstone Park affords the best possible object-lesson as to the desirability and practicability of establishing such wilderness reserves. This reserve is a natural breeding-ground and nursery for those stately and beautiful hunters of the wilds which have now vanished from so many of the great forests, the vast lonely plains, and the high mountain ranges, where they once abounded. (1905.) *Mem. Ed.* III, 271-272; *Nat. Ed.* III, 89-90.

FOREST CONSERVATION. Wise forest protection does not mean the withdrawal of forest resources, whether of wood, water, or grass, from contributing their full share to the welfare of the people, but, on the contrary, gives the assurance of larger and more certain supplies. The fundamental idea of forestry is the perpetuation of forests by use. Forest protection is not an end of itself; it is a means to increase and sustain the resources of our country and the industries which depend upon them. The preservation of our forests is an imperative business necessity. (First Annual Message, Washington, December 3, 1901.) *Mem. Ed.* XVII, 118; *Nat. Ed.* XV, 102.

FOREST CONSERVATION—NEED FOR.

If the present rate of forest destruction is allowed to continue, with nothing to offset it, a timber famine in the future is inevitable. Fire, wasteful and destructive forms of lumbering, and the legitimate use, taken together, are destroying our forest resources far more rapidly than they are being replaced. It is difficult to imagine what such a timber famine would mean to our resources. And the period of recovery from the injuries which a timber famine would entail would be measured by the slow growth of the trees themselves. Remember that you can prevent such a timber famine occurring by wise action taken in time, but once the famine occurs there is no possible way of hurrying the growth of the trees necessary to relieve it. You have got

FOREST POLICY

to act in time or else the nation would have to submit to prolonged suffering after it had become too late for forethought to avail. (Before Forest Congress, Washington, D. C., January 5, 1905.) *Mem. Ed.* XVIII, 141; *Nat. Ed.* XVI, 105.

———. We are consuming our forests three times faster than they are being reproduced. Some of the richest timber-lands of this continent have already been destroyed, and not replaced, and other vast areas are on the verge of destruction. Yet forests, unlike mines, can be so handled as to yield the best results of use, without exhaustion, just like grain-fields. (Before Deep Waterway Convention, Memphis, Tenn., October 4, 1907.) *Mem. Ed.* XVIII, 155; *Nat. Ed.* XVI, 117.

FOREST CONSERVATION — OBJECT

OF. First and foremost, you can never afford to forget for one moment what is the object of the forest policy. Primarily that object is not to preserve forests because they are beautiful—though that is good in itself—not to preserve them because they are refuges for the wild creatures of the wilderness—though that too is good in itself—but the primary object of the forest policy as of the land policy of the United States, is the making of prosperous homes, is part of the traditional policy of home-making of our country. Every other consideration comes as secondary. The whole effort of the government in dealing with the forests must be directed to this end, keeping in view the fact that it is not only necessary to start the homes as prosperous, but to keep them so. That is the way the forests have need to be kept. You can start a prosperous home by destroying the forest, but you do not keep it. (Before Society of American Foresters, Washington, March 26, 1903.) *Mem. Ed.* XVIII, 127.

FOREST POLICY—HOSTILITY TO. Continual efforts are made by demagogues and by unscrupulous agitators to excite hostility to the forest policy of the government; and needy men who are short-sighted and unscrupulous join in the cry, and play into the hands of the corrupt politicians who do the bidding of the big and selfish exploiters of the public domain. One device of these politicians is through their representatives in Congress to cut down the appropriation for the forest service; and in consequence the administrative heads of the service, in the effort to be economical, are sometimes driven to the expedient of trying to replace the permanently employed experts by short-term men, picked up at haphazard, and hired only for

FOREST PROBLEM

the summer season. This is all wrong: first, because the men thus hired give very inferior service; and, second, because the government should be a model employer, and should not set a vicious example in hiring men under conditions that tend to create a shifting class of laborers who suffer from all the evils of unsteady employment, varied by long seasons of idleness. (1916.) *Mem. Ed.* IV, 9; *Nat. Ed.* III, 192.

FOREST PROBLEM, THE. The forest problem is in many ways the most vital internal problem of the United States. The more closely this statement is examined the more evident its truth becomes. In the arid regions of the West agricultural prosperity depends first of all upon the available water supply. Forest protection alone can maintain the stream flow necessary for irrigation in the West and prevent floods destructive to agriculture and manufactures in the East. The relation between forests and the whole mining industry is an extremely intimate one, for mines cannot be developed without timber, and usually not without timber close at hand. . . . The very existence of lumbering, the fourth great industry of the United States, depends upon the success of your work and our work as a nation in putting practical forestry into effective operation.

As it is with mining and lumbering, so it is in only less degree with transportation, manufacture, and commerce in general. The relation of all these industries to the forests is of the most intimate and dependent kind. . . . The forest resources of our country are already seriously depleted. They can be renewed and maintained only by the co-operation of the forester and the lumberman. (Before Society of American Foresters, Washington, March 26, 1903.) *Mem. Ed.* XVIII, 129.

FOREST RESERVES. It is not only necessary to establish a great system of storage reservoirs to prevent the flood waste of the waters; it is also necessary to preserve the forests on the mountains and among the foothills. This means that, in the first place, there must be a wide extension of the existing system of forest reserves, and, in the second place, that these forest reserves must be managed aright. They cannot be so managed while there is the present division among federal departments of the duties, and therefore, of the responsibilities, of their management.

We are just getting to understand what is involved in the preservation of our forests. Not only is an industry at stake which employs more than half a million of men, the lumber industry, but the whole prosperity and develop-

FORTUNES

ment of the West, and indeed ultimately of the entire country, is bound up with the preservation of the forests. Right use of the forests means the perpetuation of our supply both of wood and of water. Therefore we cannot afford to be satisfied with anything short of expert and responsible management of the national forest reserves and other national forest interests. The forest reserves must be cared for by the best trained foresters to be had, just as the storage reservoirs must be built and maintained by the best engineers. There is the same need of trained skill in handling the forests in your best interests as there is in building the great dams which will some day bring population and abounding prosperity to vast stretches of so-called desert in the West. (Letter of November 16, 1900; read before National Irrigation Congress, Chicago.) *The Forester*, December 1900, p. 289.

FOREST RESERVES — PURPOSE OF. Forest reserves are created for two principal purposes. The first is to preserve the water-supply. This is their most important use. The principal users of the water thus preserved are irrigation ranchers and settlers, cities and towns to whom their municipal water-supplies are of the very first importance, users and furnishers of water-power, and the users of water for domestic, manufacturing, mining, and other purposes. All these are directly dependent upon the forest reserves.

The second reason for which forest reserves are created is to preserve the timber-supply for various classes of wood users. Among the more important of these are settlers under the reclamation act and other acts, for whom a cheap and accessible supply of timber for domestic uses is absolutely necessary; miners and prospectors, who are in serious danger of losing their timber-supply by fire or through export by lumber companies when timber-lands adjacent to their mines pass into private ownership; lumbermen, transportation companies, builders, and commercial interests in general. (Fourth Annual Message, Washington, December 6, 1904.) *Mem. Ed.* XVII, 274; *Nat. Ed.* XV, 235-236.

FOREST. See also ARBOR DAY; CONSERVATION; NATURAL RESOURCES; PINCHOT, GIFFORD; TREES.

FORTUNES — ACQUISITION OF. It is probably true that the large majority of the fortunes that now exist in this country have been amassed not by injuring our people, but as an incident to the conferring of great bene-

THE PRESIDENT'S REPORT

As president of Ducks Unlimited, you have to go places and meet people. To my way of thinking, nothing could be more important. And since I'm a "people" sort of person, that makes me a "people" sort of president. During the first year of my term, undoubtedly my greatest pleasure was getting out and meeting the volunteers who make up the backbone of our organization.

I traveled to such "rare and exotic" places as Boise, Idaho for the dedication of the Hill City Marsh in Camas County, where I was flown in by helicopter and greeted with a fanfare that would have been more fitting for the President of the United States. That's something I'll remember all my life. But even more memorable were the people themselves. They were extremely warm and gracious, and that seemed to characterize the spirit of our volunteers everywhere.

Perhaps most important, at Hill City Marsh I saw firsthand a beautiful opportunity for Ducks Unlimited to improve a wetland and ensure that nothing destructive would ever happen to it. Again, that seemed to epitomize the type of work I saw taking place all around the country.

In addition to Idaho, I traveled to Tennessee, North Carolina, Oklahoma, Arkansas, Illinois, Missouri, California, Texas, Wisconsin, Maryland, Kansas, Minnesota, Washington, D.C., Canada and Mexico. I made 23 trips to 13 states, and in each place, I spent my time talking to mainstream volunteers, the ones who work on the front lines selflessly and without much fanfare, the ones who trust our leaders with the business of the organization. In every case, these people were saying great things about DU.

They feel that we are a healthy organization, and most importantly, they believe in what they're doing. They recognized early on that we had a difficult year ahead of us, but what impressed me most was their real grassroots desire to continue doing what we do best—raise money to set aside wetlands habitat. Almost to a person, the feeling was that what we are doing is right.

Not only was this discovery enlightening and encouraging, but it was also a tremendous ego boost. The knowledge that you are working for something that a lot of folks want you to be working for is in itself a pretty nice payment for what we do as senior volunteers.

Since I've had the opportunity to sit in most of the chairs of the volunteer ranks, I can say that the toughest job in the whole organization is that of the state chairman. The transportation and communication demands alone are staggering, due to the number of chapters and volunteers we have throughout each state. In addition, you're also in the position to have the most pressure brought to bear on you, because you deal with the "rank and file" volunteers on an almost daily basis.

As you progress to regional vice president, you have the opportunity to look at the big picture and begin to understand the inner workings of our organization and our critical relationships with other conservation organizations. This continues as you move up to senior vice president, and of course, once you become president, you're back in the state chairman mode of traveling all over again, but the opportunity to meet so many people is the greatest reward of all.

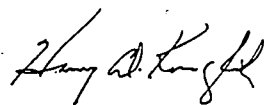
Reflecting on the past year, I'd say that coming out of our 50th anniversary, we began 1988 with elation and optimism, became cautious and concerned during the middle, and perhaps ended with some disappointment. But when you consider some of the stumbling blocks that were placed in our path, on balance I think we had a very good year. Despite the effects of heightened media attention to the plight of waterfowl, some disgruntled members and the "fallout" from the 50th anniversary, we nevertheless achieved great things.

Some of the less visible achievements include a much more active management committee and the opportunity for more of the senior volunteers to understand all the issues, discuss them and map out sound strategies. I have expanded the involvement of our senior volunteers in all activities so they are more knowledgeable about what is going on around them and not just in their own specific area. As I've already stated, I found the most enjoyable part of my first year to be the opportunity to work much more closely with the volunteers at all levels.

What I am most proud of is the way our volunteers stood up to the many challenges encountered in 1988. They handled these situations like real troopers and I'm proud to be a part of an organization that has these kind of

people as members. During the year several of our senior volunteers and finest leaders passed away, and we were certainly saddened by these losses. But again, as in all things related to life and death, we also have some very fine new volunteers and supporters who have joined our forces and to whom we will be looking for leadership in the years ahead.

There is some great new leadership coming up in our volunteer ranks, and I sense a tremendous amount of "team spirit" that will enable us to carry on. My feeling is that there is really nothing insurmountable about what we do and the goals we set... as long as everyone is willing to work together. Our greatest resources are the people who make up our organization, and I'm very excited and optimistic about the outlook for our future.



Harry D. Knight
President



THE EXECUTIVE VICE PRESIDENT'S REPORT

The past year was extremely difficult for waterfowl, yet for Ducks Unlimited it was a year of remarkable achievement. Despite the formidable challenges imposed by the summer's devastating drought and an uncertain business climate, perhaps our greatest task was making certain that the tremendous excitement generated by our 50th anniversary year was sustained into 1988.

Through the contributions of our members, various fund-raising events, special projects and other donations, we raised \$59.3 million in 1988, pushing the total amount we have raised for waterfowl to nearly one-half billion dollars since DU's inception in 1937. Most important, the money generated last year enabled us to maintain the momentum and teamwork begun by our founders more than a half century ago.

Certainly one of the most critical factors—perhaps the most critical factor—to affect both the efforts of Ducks Unlimited and the continent's duck populations was last summer's drought. Marking the ninth consecutive year of dry

conditions on the breeding grounds, 1988 was viewed by many as a death blow to the ducks. Such species as the mallard and pintail, both of which nest primarily in the prairie pothole region of the United States and Canada, were especially hard-hit. But it was in the face of such discouraging conditions that DU projects provided hope.

Throughout the U.S. and Canada, DU-managed wetlands stood out in vivid contrast to their dry surroundings. Field surveys conducted by the U.S. Fish and Wildlife Service concluded that approximately 60-75 percent of DU's projects in British Columbia, Alberta, Saskatchewan and Manitoba held sufficient water to see broods through the summer. DU's Habitat U.S.A. program was also credited with boosting brood numbers in areas where duck production was otherwise particularly bleak.

But in addition to providing, in many cases, the only water available for nesting ducks—cause enough for celebration in such a difficult year—DU marked other significant achievements as well. For example, our MARSH (Matching Aid to Restore States' Habitat) initiative, one segment of the popular Wetlands America program begun in 1984, now boasts at least one project approved, begun or completed in each of the fifty United States.

Our efforts were by no means limited to the U.S., however. We achieved yet another landmark with the launching of our SPRIG (Special Pintail Recovery International Group) program, a joint effort between Ducks Unlimited, Inc., Ducks Unlimited Canada, and Ducks Unlimited de Mexico (DUMAC). This program, the first single-species-oriented effort to be undertaken among all three DU organizations, was drafted in response to plummeting pintail populations, and will serve as a model for future international efforts.

We also began efforts to provide more secure upland nesting cover and management of smaller wetlands, believing this to be the key to long-term restoration of duck populations. And in addition to this and other ongoing work in Canada and Mexico, noteworthy strides were made elsewhere, as well. We were very encouraged, for example, by the progress made in Europe with the advent of Euro-ducks. This spirit of international cooperation bodes well for waterfowl everywhere, and indeed, it epitomizes the universal

nature of the effort which must continue to be strengthened if we are to be successful.

When we consider that wetlands in the United States alone continue to be lost at the alarming rate of 1,200 acres per day—nearly one-half million acres per year—it becomes more apparent than ever that our challenge still remains, and it is a challenge of almost overwhelming proportions. Recognizing this has in turn led us to a realization of critical importance for the years ahead. Simply stated, we at Ducks Unlimited have come to understand that the job of wetland and waterfowl preservation is too big for us to handle alone.

The North American Waterfowl Management Plan (NAWMP) is now three years old. Twelve years remain to achieve the plan's objective—restoring North America's waterfowl population to the levels of the 1970s with a fall flight of 100 million birds. We at DU now know that the only way this goal will be reached is through the cooperative efforts of national and state wildlife agencies, conservation organizations and various groups in the private sector.

Toward this end, Ducks Unlimited is now assessing and entering into certain site and program-specific partnerships with other established groups who share our desire to see the Plan succeed. By combining our expertise and resources with those of such organizations as The Nature Conservancy, and by working hand-in-hand with farmers and other private interest groups, Ducks Unlimited will play a more comprehensive role in helping to achieve the goal established by the NAWMP.

As 1988 drew to a close, we reflected on the message that is clear: Partnership—people coming together in the spirit of teamwork—is the element so desperately needed if we are to succeed. This partnership must be built on trust and mutual respect and it must set forth attainable goals that include programs in which everyone can participate.

This is the same spirit that motivated DU's founders 52 years ago; it remains the essential characteristic of each and every DU member today; and it will play a paramount role in our continuing efforts to preserve our precious waterfowl heritage.

Matthew B. Connolly Jr.
Matthew B. Connolly, Jr.
Executive Vice President



A CLOSE LOOK AT 1988

T

he founding of Ducks Unlimited 52 years ago was prompted by the devastating conditions of the Dust Bowl '30s, a time marked by severe drought and soil erosion . . . and by plummeting waterfowl populations. A handful of concerned sportsmen, determined not to see the birds dwindle past the point of recovery, pledged their efforts toward preserving the continent's wild ducks and geese through habitat restoration. It is unlikely they could then foresee that this initial commitment would grow into the world's largest and most effective waterfowl conservation organization, but they were visionaries nonetheless, and their foresight remains a guiding spirit for DU today.

✓ The drought of 1988, which followed nearly a decade of below-average precipitation in the prairie pothole region—the continent's primary breeding area for most waterfowl species—was at least as severe as that of the Dust Bowl days. Yet despite the drought-induced setbacks suffered by both the ducks and DU, 1988 was a year marked by numerous significant accomplishments and realizations. During the past year, Ducks Unlimited nearly reached the one-half billion dollar mark for funds raised on behalf of waterfowl since the organization's inception. Even more important than this dollar figure is what the money has been translated into: Over five million acres have now been set aside as habitat that benefits some 600 wildlife species; more than 4,000 individual projects have been constructed in locations stretching from the Yukon to the Yucatan.

★ But while these are very significant accomplishments, their completion cannot be regarded as an opportunity for DU to rest on its laurels. The drought of 1988 further emphasized that much, much more remains to be done. And this in turn has led to the realization by Ducks Unlimited leadership that the organization can no longer continue in its role as the solitary "white knight" charged with the mission of saving ducks

and geese. If DU is to be successful, it will be through the completion of those projects and programs which are undertaken in cooperation with other organizations, agencies and individuals who share DU's commitment to the preservation of North American waterfowl. Some of these cooperative ventures were begun in 1988; others are still in the planning stages and will begin in the near future. These programs will be discussed in more detail in later pages.

Drought Underscores Project Performance

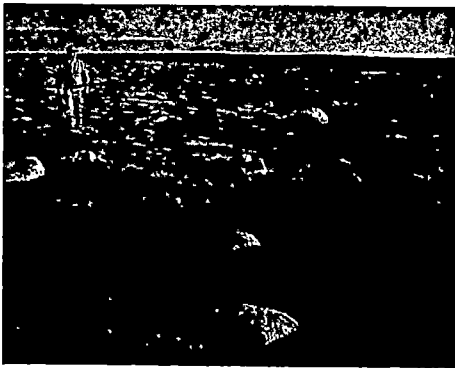
If anything positive can be gleaned from the drought of 1988, it is the knowledge that Ducks Unlimited projects do make a difference, particularly in such trying times and under such adverse conditions as those of last summer. As already noted in the Executive Vice President's Report, in many cases DU projects provided the only water available for nesting ducks throughout the hard-hit prairie pothole region.

It is important to remember that DU projects are primarily intended to tide the birds over during difficult times, and that is exactly what they did. DU projects incorporate biologically-sound water-management practices to supply the needs of waterfowl during all phases of their summer life cycle: pairing, nesting, brood-rearing and staging. Those birds which used DU projects last summer will prove vitally important in replenishing their species' gene pools in the years to come, so that when water does return to the prairies, a viable breeding population will exist.

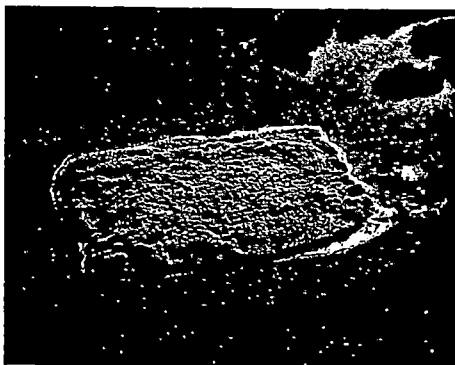
Wetlands America Continues Vital Work

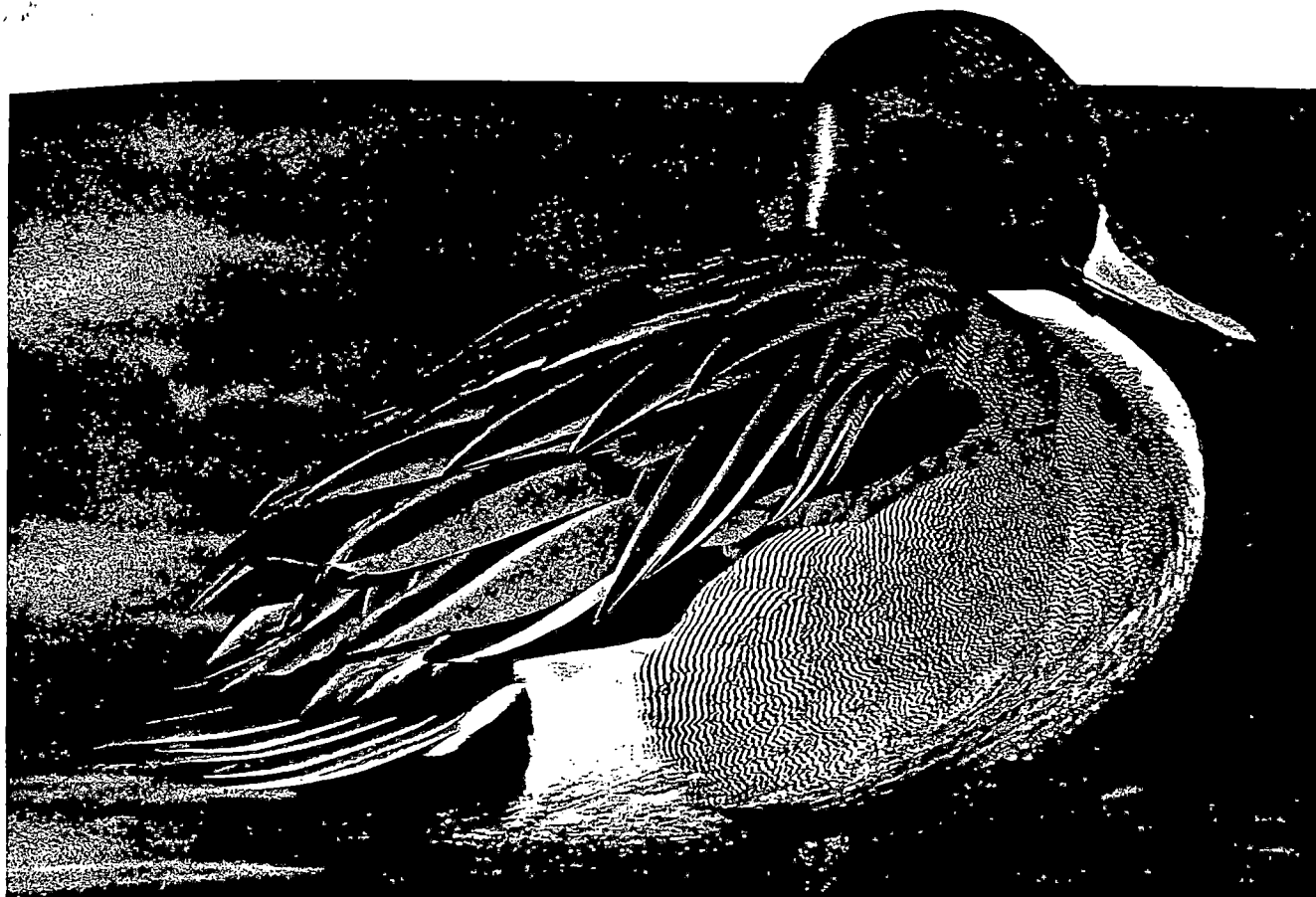
Ducks Unlimited's popular Wetlands America initiative, begun in 1984 and comprised of the Habitat USA, MARSH (Matching Aid to Restore States' Habitat) and Habitat Inventory and Evaluation programs, increased its momentum with some very impressive achievements during 1988.

Habitat USA, which concentrates its efforts in key waterfowl-producing states, completed 38 new projects, bringing the total to 165 since the program's inception. Nearly a quarter-million management acres have now been conserved, 115,763 of which are wetlands. Sixteen



As a result of last summer's devastating drought, scenes like the one above were all too common throughout much of North America's prairie pothole region. In many areas, DU projects like the one shown below provided the only available water for nesting ducks.





additional projects are now under construction, and work will continue in this vital effort as DU explores ways to protect temporary and seasonal wetlands, which are proving critical to the survival of ducks throughout their spring and summer range.

MARSH, the second of DU's programs under the Wetlands America project umbrella, also exhibited significant growth during the past year. The number of projects nearly doubled in 1988, with 243 projects now approved, begun or completed. All fifty states now participate in the MARSH program, and a total of 114,988 acres have been impacted through the use of MARSH funds.

The MARSH program was initiated to protect critical habitat in local wintering, staging and breeding areas. Under the program guidelines, 7.5 percent of the money raised by each state's DU chapter is made available for conservation efforts within that state. In addition to working cooperatively with each state's wildlife agency, DU will continue looking for ways to better utilize available funds by encouraging more agencies and public and

Pintail populations have dropped sharply during the prolonged drought of the 1980s. DU's newly created SPRIG (Special Pintail Recovery International Group) program address this elegant bird's particular habitat needs from its northern prairie breeding grounds to those areas in which it winters. This marks the first species-oriented effort to be jointly undertaken by Ducks Unlimited, Inc., DU Canada and Ducks Unlimited de Mexico, and will serve as a model for future international efforts.

California	\$5,701,382
Wisconsin	3,589,681
Minnesota	3,192,375
Illinois	2,946,763
Texas	2,446,246
Michigan	1,888,149
North Carolina	1,822,011
Georgia	1,777,880
Ohio	1,696,511
Missouri	1,592,058
New York	1,516,086
Louisiana	1,475,822
Arkansas	1,469,998
Pennsylvania	1,422,385
Iowa	1,356,210
Virginia	1,297,501
Indiana	1,227,544
Maryland	1,058,657
Florida	1,039,167
Kansas	1,038,026

For the first time in DU history, 20 states raised more than one million dollars each. Such outstanding efforts are clearly the result of good organization at the area and committee level, strong leadership at the regional level and unflagging commitment and energy on the part of every DU volunteer.

private groups to develop project proposals, including those with a provision for matching funds.

The third segment of the Wetlands America effort, the **Habitat Inventory and Evaluation** program, also made significant advances during 1988. This unique process, which uses computer technology and digital data from NASA's Landsat 5 satellite, has greatly streamlined the process by which DU planners, biologists and technicians classify and prioritize wetlands for enhancement.

Each image (or scene) generated by the satellite includes a survey region 115 miles by 110 miles. To date, wetlands on 55 such scenes have been classified, and 24 of these scenes—covering about 100 million acres of Canadian habitat—have now been loaded into DU Canada's database. This area represents about 70 percent of the Canadian prairie pothole region. The total project area encompasses 350,000 square miles in the United States and Canada; the remainder of the Canadian area will be completed in 1989.

In addition to this work in the Canadian prairie provinces, the Habitat Inventory and Evaluation program was involved in several contractual and cooperative projects in 1989. Most notable among these was the completion of a project for the Bureau of Land Management in Alaska, resulting in the generation of waterfowl habitat statistics and maps covering over three million acres. A similar contract has recently been completed for Montana.

North American Waterfowl Management Plan Forms Implementation Board

In 1988 the North American Waterfowl Management Plan (NAWMP), a 15-year international agreement aimed at restoring the continent's waterfowl to the healthy population level of the 1970s, took another very important step toward the realization of its goal. A U.S. Implementation Board, comprised of 17 national conservation organizations and charged with the express purpose of facilitating the Plan's objectives, was formed during the past summer. Matthew B. Connolly, Executive Vice President of Ducks Unlimited, was elected chairman of the Implementation Board.

The primary purpose of the newly formed Board is to expedite both fund-raising and communications efforts. A vital need to interest and educate members of the public at large and various private sector groups was identified, as was the need to foster partnerships and initiatives which would result in much-needed funding.

Under the parameters of the Plan, which was signed into effect in 1986, efforts to develop habitat restoration and enhancement projects are already underway. A number of state and federal agencies and conservation organizations are working in cooperation to achieve the Plan's objectives; Ducks Unlimited and The Nature Conservancy, for example, have joined forces to protect critical habitat areas in each of the six U.S. "joint venture" areas identified by the Plan.

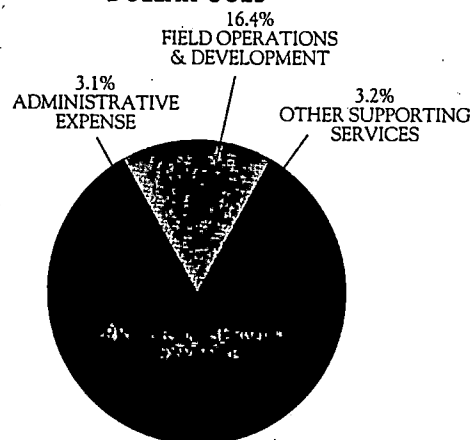
In 1987, Ducks Unlimited issued a challenge to all state resource agencies to raise one million dollars on behalf of the Plan. Twelve states responded to the challenge to raise the amount, which was then matched by DU. The National Fish and Wildlife Foundation added another two million appropriated by Congress. The total of four million dollars was sent to DU Canada, where it will be matched again by Canadian interests for work in eastern Canada and the prairies.

In 1988, a second fund-raising effort, involving a partnership of state and federal agencies, conservation organizations and private interests, was begun which should result in an additional six million dollars being sent to Canada. Within the 15-year framework of the Plan, DU plans to expend \$300 million toward achieving the Plan's objectives: this amount will be over and above the money raised to maintain DU's current habitat programs throughout North America.

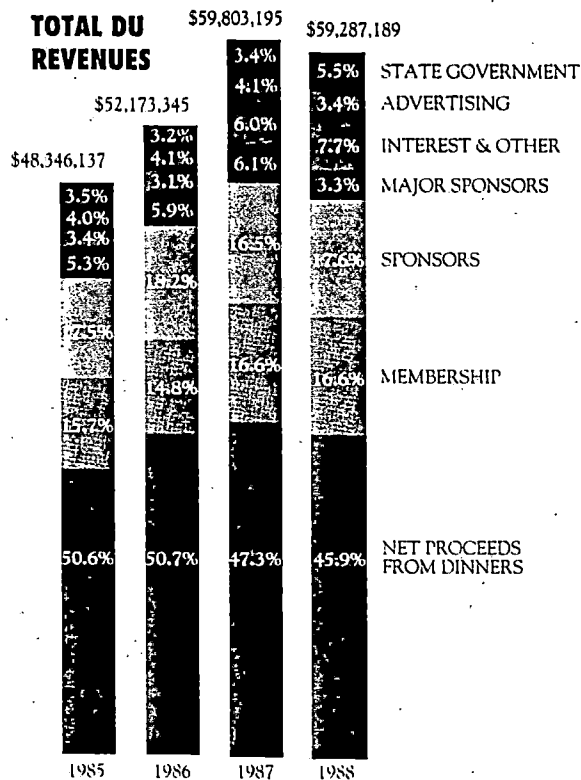
Financial Highlights of '88

Since 1937, when concerned sportsmen pledged to raise \$100,000 during DU's first year of existence, the organization has generated almost \$500,000,000 for wetland restoration—a fact which clearly demonstrates that DU members are willing to back their beliefs with the dollars necessary to make their commitment a reality.

WHERE YOUR DU DOLLAR GOES



More than 75 percent of DU's 1988 revenue came from the 5,604 dinners and events sponsored by some 3,815 fund-raising chapters. Not only do these events generate the majority of the organization's income, but the lion's share of DU members join or renew at these events as well; in 1988, for example, fund-raising events accounted for nearly 79 percent of the total membership.





Innovative fund-raising was not limited to local chapters. Shown above, DU's first full-scale shooting tournament (co-sponsored by Winchester, GMC Truck and Budweiser and held September 16-18 at the National Gun Club in San Antonio, Texas) drew 115 participants —this despite the best (or worst) efforts of Mother Nature and Hurricane Gilbert. Similarly, 40 foursomes and 40 pros enjoyed participating in the second annual DU National Pro-Am Golf Tournament, held at Pinehurst, North Carolina, August 28-31.

*Definitely worth
a mention, eh? →
1x!*

Nearly \$59.3 million was raised during 1988, the second highest amount ever generated during a single year. Only 1987, our 50th anniversary year, surpassed this amount with a total of \$59.8 million; it is important to note that the 1988 total represents a downturn of less than one percent from the 1987 total. Although there is probably no single reason for this slight decrease, the most likely explanation is that 1987 was somewhat atypical due to the many special programs and projects implemented in celebration of the 50th anniversary.

Over 5,600 events were held in 1988, surpassing the event goal by five percent. This increase in events is a reflection of the fact that Ducks Unlimited is currently experimenting with new ways to attract and keep members. More than twice as many Grass Roots Fun Shoots (204) were held in 1988 as in 1987, and these get-togethers were extremely well received. The net/net income generated by the 1988 Fun Shoots was \$302,060, a very healthy increase over 1987's \$185,501.

The DU Foundation recognized \$97,625 in income from The Nature Conservancy in 1988, and made several significant contributions to habitat work throughout the year. The Foundation contributed \$100,000 to the Cosumnes River Preserve in California, and also made available \$252,125 for the acquisition of two tracts at the Hill City Marsh in Idaho. Several commitments for funds to be used in 1989 were finalized as well, including \$100,000 for the Bodcau Tract in Louisiana and \$75,000 for Grasslands Marsh in California.

Special Projects Bolster Fund-Raising Efforts

Numerous special items were offered during the year to generate additional income and expand membership. Ducks Unlimited helped Browning reintroduce the popular "Sweet Sixteen" shotgun, a 26-inch ventilated rib model which carried engravings commemorating DU. In addition, the Pachmayr Gun Salute continued, with each state promoting a Pachmayr gun through raffle sales during the 1988 fund-raising season. The firearms, each of which carried an inscription honoring DU, were part of DU Benefactor Frank Pachmayr's private collection and represented some of the finest examples of gun craftsmanship in the world.

1988 also marked the 50th anniversary of DU Canada, and a number of items were produced to celebrate the occasion. Included were a commemorative DU Canada stamp and Canadian coin, commemorative belt buckle and DU Canada Buck knife, and a unique set of sponsor pins including a DU Canada 50th anniversary pin.

In their third year, Ducks Unlimited's popular seasonal greeting cards continued to prove effective fund-raisers, generating nearly a quarter-million dollars in addition to spreading goodwill and holiday cheer. DU's association with Gander Mountain's sporting/outdoor catalog also proved profitable; the catalog featured an interesting mix of DU-related merchandise which resulted in more than \$70,000 in royalty income.

The DU Visa card, introduced in 1987, continued to be a very successful venture as well. More than 68,000 members carried the card in 1988 and charged well over \$100 million of merchandise and services, producing more than one million dollars in revenue.

Sponsor, Greenwing Numbers Increase

In addition to the numerous fund-raising milestones, Ducks Unlimited recorded a number of other healthy increases during the past year. Although total DU membership decreased by about 2,400—due primarily to the increase in membership dues and the hot weather which discouraged attendance at summer and early fall events—both Sponsor and Greenwing memberships were up. Sponsor numbers increased by nearly 10 percent and Greenwing numbers were up by over four percent. Greenwing membership renewals—which traditionally suffer as Greenwings become adults and leave the program—also increased by two percent; and new Greenwing memberships were up by 6.6 percent. Recognizing the Greenwing program as an investment in the future, DU will be putting more emphasis on the program in the upcoming year.

Sponsor memberships increased by 3,828, or 9.5 percent, marking 1988 as the second consecutive year in which Sponsor numbers grew by



Some 5,300 high-quality prints of "Greenhead Alert" by David Maass, DU's 1988 International Artist of the Year, were produced for auction through 1988 and the spring of 1989. The International Artist of the Year competition, held for the first time in 1988, was by invitation only; the five artists chosen to compete by the DU selection committee were among the world's very best sporting artists. Other artists participating in the program were Robert Abbett with "Gray Wood Retriever"; Ken Carlson with "Spring Domain—Pintails"; John P. Cowan with "Snows at Dawn"; and Terry Redlin with "Moonlight Retreat." Each of these works was also reprinted in quantities of 5,300, with Dodge Truck agreeing to underwrite the winning print for both 1988 and 1989.

more than nine percent. Sponsor events also increased by 7.1 percent, with the greatest number of these events held in the Mississippi and Atlantic Flyways, and the largest increase of events occurring in the Pacific Flyway.

Major Sponsor membership also demonstrated continued growth in all categories. 172 new Life Sponsors, representing \$1,720,000, were added in 1988, and 33 new pledges for the Sponsor in Perpetuity program, representing \$825,000 and an increase of 22 percent, were signed as well. In addition, nine new Benefactors, each of which pledged \$1000,000 over their lifetimes, also joined the ranks, a further indication that DU's Major Donor programs are very healthy. This is due in large part to the network of highly committed and well-organized volunteers who spread the DU message among potential givers.

DU CANADA

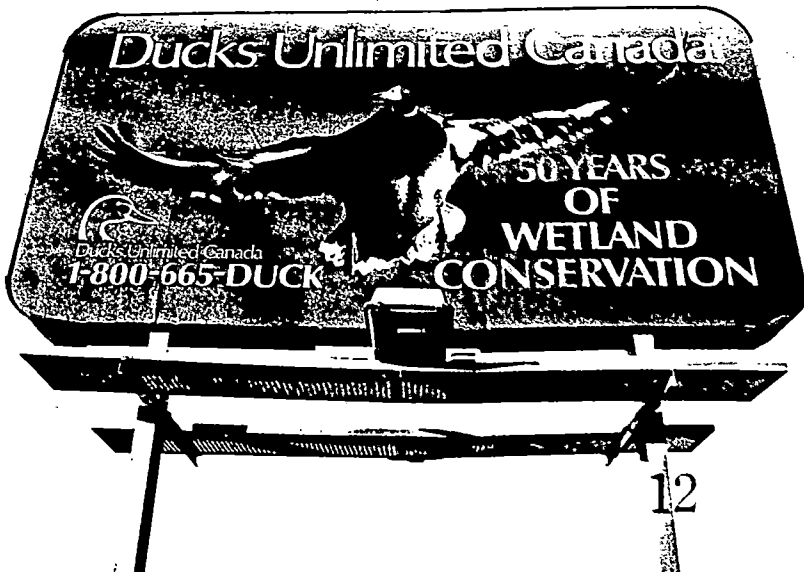
Golden Anniversary Sparks New Records

Bolstered by the spirit of its 50th anniversary, DU Canada exceeded both its fund-raising and habitat development goals in 1988. Canadian revenue to DU Canada reached a new record of \$11,257,900 (Canadian), a 31 percent increase over 1987. This was made possible largely through the generous support of more than 100,000 members—a very healthy increase from the previous year's 74,900—and 362 fund-raising chapters. Total revenue produced for DU Canada through fund-raising activity in 1988 was \$44.8 million (Canadian), of which \$36.1 million was devoted to habitat improvement.

DU Canada's first annual convention, held in Winnipeg in June, was considered by many supporters to be the highlight of the anniversary year; the convention was attended by 575 contributors, staff members and "friends" of waterfowl conservation. Not only did the gathering attract excellent news coverage, but it also focused public attention on the state of affairs for North American waterfowl and their dwindling habitat.

As befitted the organization's 50th anniversary, habitat work continued strong during 1988, with plans

DU Canada's 50th anniversary celebration began with a conspicuous display of billboards (shown below) in 78 communities across Canada and transit signs in 62 major towns and cities, followed by newspaper inserts, special public service advertisements and even a commemorative postage stamp from Canada Post.



at the beginning of the year calling for the development of 48,184 acres of new habitat. That goal was exceeded due mainly to exceptionally favorable construction conditions, ironically the result of the summer's drought. By year's end the figure stood at 56,150 acres of wetland and integral upland habitat developed at 491 marshes.

In Alberta, start-up of the \$1.5 million Keskun Lake project near Grande

Prairie was the major

highlight of the 1988 construction program. This 4,450-acre "Wetlands of Tomorrow" development is being phased in over a three-year period and will also include 1,112 acres of managed nest cover. A total of 145 new project segments were completed in Alberta in 1988, representing 15,231 acres of developed habitat. The province's Small Wetlands Program netted 1,574 acres of wetlands plus 3,232 acres of upland nest cover. Work by the technical and steering committees set up under the North American Waterfowl Management Plan also progressed favorably, with a draft of the Alberta Implementation Plan—the outline of conservation strategy for the next several years—completed by year's end. DU Canada will coordinate the delivery of the province's First Step project. Buffalo Lake Moraine; work on this project will begin in 1989.

Highlighting a year of solid conservation work in the maritime **Atlantic Provinces** (New Brunswick, Nova Scotia, Prince Edward Island and Newfoundland) were the completion of 30 wetland project segments, totalling 1,609 acres of habitat, and the signing in November of a five-year

	New Project Segments Completed	Project Segment Improvements	Project Segments Under Construction	Total Project Segments Worked On	Total Projects Worked On	New Habitat Developed Hectares (Acres)	New Habitat Protected Hectares (Acres)
British Columbia	49	1	3	53	34	1,626 (4,018)	79 (195)
Alberta	145	7	9	161	98	6,164 (15,231)	4,091 (10,109)
Saskatchewan	40	3	10	53	24	6,847 (16,919)	78 (193)
Manitoba	91	11	6	108	48	4,401 (10,875)	505 (1,248)
Ontario	55	0	7	62	42	1,297 (3,205)	527 (1,302)
Quebec	7	0	1	8	8	1,737 (4,292)	367 (907)
New Brunswick	16	2	4	22	17	481 (1,189)	—
Nova Scotia	8	6	1	15	14	113 (279)	465 (1,149)
Prince Edward Island	3	2	0	5	5	28 (69)	—
Newfoundland	3	1	0	4	3	29 (72)	—
Canada	417	33	41	491	293	22,723 (56,149)	6,112 (15,103)

NOTES:
 1. A project segment is an individual wetlands basin within a multi-basin project.
 2. "Completed" means operational for spring migration, 1989.
 3. A project is an integrated wetland site that may consist of several inter-related wetland segments or basins.

Under the agreement signed in May between DU Canada and the Territorial Government of the Northwest Territories, 5,267,207 hectares (13,015,268 acres) of habitat were identified as particularly suited to waterfowl production. This area is categorized by DU Canada as "northern habitat" reserved for future investigation.

CUMULATIVE TOTAL PROJECTS 1938-1988	
British Columbia	386
Alberta	1,253
Saskatchewan	711
Manitoba	607
Ontario	343
Quebec	100
Nova Scotia	139
New Brunswick	153
Prince Edward Island	88
Newfoundland & Labrador	8
Total Active Projects	3,788
Total Projects Built	3,911
Total area developed and protected:	
6,936,559 hectares (17,140,002 acres)*	
Total area developed: 865,362 hectares (2,138,281 acres).	

The cumulative figures shown above reflect the continuing updating and adjusting on all DU projects and acreages on an annual basis to incorporate project write-offs, adjustments to water levels, etc.
 *Includes 5,267,278 hectares (13,015,268 acres) that have been identified for further investigation under an agreement with the NWT.

There are now 3,788 active DU Canada project marshes throughout Canada. Distribution of these projects is 43 percent in the western region of Alberta and British Columbia, 35 percent in the central region of Saskatchewan and Manitoba and 22 percent in the Eastern region. The proportion of DU marshes in the Eastern region has risen in recent years as the staff and budget resources of provincial offices, particularly Ontario and Quebec, are increased.



Included in DU Canada's 50th anniversary celebration was a visit to Manitoba's Big Grass Marsh, DU's first wetland restoration project. Work on the project began in 1938, and Kenny Matthews (above) served as caretaker of the marsh from 1942 to 1945.

Big Grass Marsh (below) as it appears today. Also revisited ceremoniously in 1988 was Waterhen Marsh in Saskatchewan, another of the earliest restoration projects undertaken by the fledgling conservation organization.



waterfowl conservation agreement with the Government of Newfoundland/Labrador. With this agreement in hand, DU Canada can now boast of formal relations with all of Canada's provinces and territories.

A total of 49 new project segments, resulting in the development of 4,018 habitat acres, was completed in **British Columbia**. The Pacific Estuary Conservation Program, involving DU Canada, The Nature Trust of British Columbia, the Provincial Ministry of Environment and Wildlife Habitat Canada with assistance from the Canadian Wildlife Service and the Department of Fisheries and Oceans, rehabilitated critical estuarine sites and secured Crown-owned habitat. A sense of urgency pervades this program because permanent loss of scarce and exceptional wildlife habitat is imminent as commercial and industrial development accelerates on the West Coast. Also readied for signing in 1989 were the Creston Valley Wildlife Management Area Agreement and a new working agreement with the government of British Columbia. With these agreements in place, restoration and construction of waterfowl habitat in British Columbia can progress steadily and smoothly.

When the ducks return to **Manitoba** in normal numbers, they will find that substantial progress was made by provincial DU Canada staff in constructing new wetland areas and improving uplands. Although the 1988 drought conditions were devastating to duck populations in the southwest region of the province, the situation did allow for wide-open construction efforts. The 10,875 acres of new habitat developed was nine percent above the goal set at the beginning of the year and well above the achievements of 1987. The Manitoba staff oversaw work on 108 project segments, with 91 new segments completed.

Upon the signing in May of a ten-year general agreement with the Government of the **Northwest Territories**, DU Canada extended its presence northward into Canada's Arctic. With a land mass one-third the size of Canada, wetland habitats in this territory are vital to many of North America's Arctic goose and diving duck populations. Under the terms of the agreement, DU Canada will play a supporting role in the Arctic Goose Joint Venture Program as a part of the North American Waterfowl Management Plan. DU Canada also opened an office in Yellowknife in

September; information gained through this facility will help in the management of Arctic goose populations by aiding the land-use planning of the government and native residents.

Perhaps the most significant occurrence affecting programs in Ontario was the dramatic decline in Great Lakes water levels. This unprecedented drop enabled DU Canada to secure and improve waterfowl habitat which is under a constant threat of loss through human development or natural deterioration. Two of the projects initiated in the latter part of the year encompass some of the most important waterfowl habitat remaining along Lake Erie. Dyke construction was started on the long-planned Hillman Marsh complex in cooperation with the Essex Region Conservation Authority, and construction was also initiated on the dykes of the TeePee Farms project, a part of the key Turkey Point marshes. Under the Small Marsh Program initiated in 1986, 22 small marshes were secured and developed in 1988; a total of 55 new projects segments encompassing 3,205 habitat acres were completed. Also significant was the signing of a renewed five-year Cooperative Waterfowl Habitat Management Agreement with the Province of Ontario, considered to be vitally important to the future of waterfowl.

Nowhere else in Canada did the continent's waterfowl fare so well as in Quebec. Conditions for nesting were excellent throughout the province for numerous species. Construction was modest in terms of the number of projects worked on (eight), but the 4,292 acres of habitat developed was higher than usual. Several long-standing projects were completed, including the Nicolet Project south of Trois Rivières which involved some unique arrangements concerning access to Department of National Defense lands. Of a much more dramatic nature was the construction on the swift-flowing Lac Bostonnais Outlet north of La Tuque. A sizeable water level control structure was built in cooperation with the newly established Quebec Wildlife Foundation, the locally appointed Kiskissink Wildlife Area Management Board, the Quebec Office for Planning and Development and the Quebec Ministry of Recreation Fish and Wildlife. The structure will provide stabilized marsh conditions to enhance waterfowl production at the site.

1989: THE YEAR OF CHALLENGE

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ust as waterfowl require a staging area to build up their energy reserves prior to migration, Ducks Unlimited regards 1988 as a time of staging in which its reserves were built up for the challenges ahead. The repercussions of last year's drought have clearly shown that DU must use all available resources if it is to be successful in meeting its commitment to North America's ducks and geese. Simply stated, this means working in cooperation with all agencies, organizations, private interest groups and concerned individuals to achieve the objectives set forth by DU and the North American Waterfowl Management Plan.

Partnership and Teamwork, the Keys to Success

By continuing to build upon those relationships established in 1988 and by exploring new cooperative ventures, Ducks Unlimited will redouble its efforts to preserve habitat throughout North America. Working with private landowners, especially those in the agricultural sector, will become a major strategy, as will working jointly with such fellow groups as The Nature Conservancy.

The joining of forces by Ducks Unlimited and The Nature Conservancy represents a partnership based on a mutual appreciation of each other's strengths, and the coming together of the two largest land-based conservation organizations in the world. The combining of their respective areas of expertise, such as DU's engineering and biological talents with those land acquisition skills of The Nature Conservancy, coupled with both organizations' fund-raising abilities, will result in a tremendously powerful and effective coalition in the wetland ecology arena. The fruits of this coalition are already being seen: in February, 1989, for example, the Cosumnes River project in the central valley of California was dedicated by both organizations.

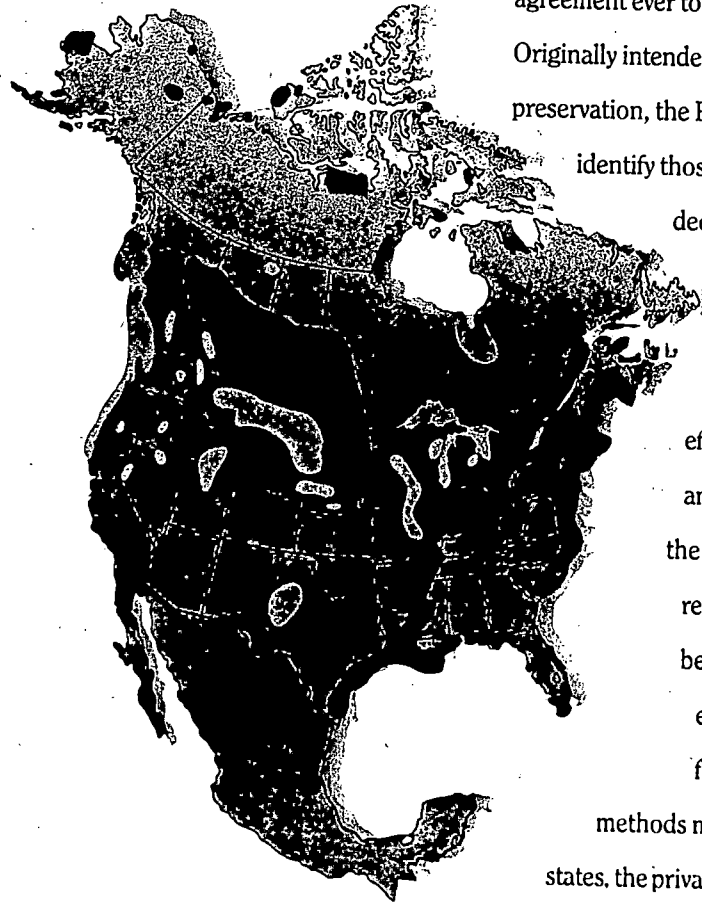
The NAWMP: the Greatest Partnership of All

Now entering its third year, the North American Waterfowl Management Plan represents the single most important international agreement ever to affect the future of this continent's wild ducks and geese. Originally intended as a "broad brush" blueprint for waterfowl preservation, the Plan is currently undergoing a step-down process to identify those specific areas within each joint venture which are deemed most critical for habitat preservation.

With the formation of the U.S. Implementation Board, the time has come to put the plan into action. During 1989, the Implementation Board will focus its efforts in the three areas of communications, legislation, and fund-raising. Much remains to be communicated to the public at large and various special interest groups regarding the Plan's purpose. Similarly, legislation must be enacted to aid in securing appropriations for the execution of those projects developed within the framework of the Plan. Finally, innovative fund-raising methods must continue to be developed to attract money from states, the private sector and all interested organizations and individuals.

To facilitate the Plan's implementation, Ducks Unlimited recently established two new positions. An office in Washington, D.C. was opened March 1, the director of which will represent the Implementation Board and its recommendations to Congress and other interested agencies and groups. The director will also act as liaison among the Implementation Board's 17 member organizations, and coordinate the activities of the Board's committees.

A biological coordinator for the Plan has also been added to the staff of DU Canada, responsible for the evaluation and implementation of DU Canada's NAWMP-related proposals and coordination of all Canadian efforts to implement the Plan itself. Both appointments further reflect DU's continuing efforts to ensure the Plan's success... and the future of North American waterfowl.



Recognizing that habitat is the foremost concern for waterfowl preservation, the North American Waterfowl Management Plan has targeted nearly six million acres for protection and enhancement in six "Key Priority Habitat Ranges" (shown in red) in Canada and the United States. Additional areas of importance (shown in gold) have been identified and will be addressed after work on the six priority areas is underway.

Symposium Targets "Troubled Times"

To create even more awareness of the problems now facing the waterfowl resource—and to encourage action aimed at correcting or reducing those problems—Ducks Unlimited's sixth annual international waterfowl symposium will be held in Washington, D.C., June 8-10, 1989.

The symposium, entitled "Troubled Times for Waterfowl," will assemble leading experts from various fields (including biology and wildlife management, agriculture, law enforcement, education and state and federal government) to discuss critical issues relating to habitat and harvest. The conservation provisions of the 1985 Farm Bill, illegal harvest and waterfowl law enforcement are just a few of the important topics that will be covered.

Lofty Goals Established for '89

As stated previously, despite its long history of championing the cause of waterfowl and habitat preservation, Ducks Unlimited cannot now—and will not ever—rest on its laurels. DU will continue to spearhead the fight for suitable habitat and increased waterfowl populations, and its goals for 1989 reflect this commitment.

The organization has established a \$65 million income goal for 1989—an ambitious target to be sure, but one whose fulfillment will enable DU to maintain its leadership role in stemming the loss of North America's wetlands. More than 4,000 volunteer chapters will help realize this goal, chapters which will host over 5,800 fund-raising events. Through these events and additional programs, DU also plans to increase its membership to 568,000 by the end of 1989.

In addition to the monetary and membership goals set for 1989, ambitious targets have also been established for DU's Wetlands America program. A total of 160 new projects have been approved under the Habitat U.S.A. and MARSH initiatives; the completion of these projects will result in the enhancement of over 98,000 acres nationwide. Project locations will range from the key waterfowl nesting areas in the Great Plains to the wintering grounds of the Deep South and various migratory staging sites in between.



DU's 1989 art program will feature prints of those exceptional paintings that were entered in the second International Artist of the Year competition. Daniel Smith's winning painting of a snow goose will be reproduced in a limited quantity and offered for auction throughout 1989 and the spring of 1990, as will the works of DU's four Flyway Artists of the Year, Ron Van Gilder, Eldridge Hardie, Les Kouba and John Ruthven.

Other Special Project items aimed at helping DU achieve its monetary goal include a Browning A-500 twelve gauge semi-automatic shotgun with special engravings designed by Terry Redlin; a Ruger Red Label twelve gauge over-and-under; and a matched set of Beretta European game guns in .410, 28, 20 and 12 gauges.

Also included are the popular DU stamp and print, this year featuring a flock of pintails by Harry Adamson. Each of the 5,000 signed and numbered prints carries a Certificate of Authenticity, and a limited edition of 4,250 porcelain plates, third in the series, will provide the perfect companion to these items.