

# 2011

Association of Fish and Wildlife  
Agencies

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## **REPORT OF THE TASK FORCE ON STATE CONTRIBUTIONS TO NAWMP/NAWCA PROJECTS IN CANADA**





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## EXECUTIVE SUMMARY

The federal governments, states, provinces, territories and other partners with shared interests in North America's waterfowl have long cooperated to address their collective obligation to manage waterfowl populations and habitats throughout the continent. In 1986, the North American Waterfowl Management Plan (NAWMP, or Plan) was signed by the Minister of the Environment in Canada and the U.S. Secretary of the Interior, and the two nations (joined in 1994 by Mexico) embarked on one of the most important, influential, and ambitious wildlife conservation initiatives in the history of North America. The Plan presented broad habitat objectives for maintaining waterfowl populations at desired levels. The Plan has arrived at its 25<sup>th</sup> anniversary and has proven to be one of the world's most successful conservation programs.

The North American Wetland Conservation Act (NAWCA) was established in 1991 and provided a critical funding mechanism for the NAWMP and continental waterfowl management. While the NAWCA provided a significant source of funding for wetland conservation projects in the U.S., Canada and Mexico, it required that at least 50% of the funds used for projects outside the U.S. (primarily Canada) be matched at a ratio of at least 1:1 with non-federal funds originating in the U.S. In 2010, funds sourced in Canada became eligible for up to 50% of the non-federal match. The net effect was that NAWCA funds for habitat conservation in the U.S. are available only to the extent that non-federal partners contributed matching funds for habitat projects in Canada and Mexico.

In support of the NAWMP and the recognition of the need for non-federal match funding, the International Association of Fish and Wildlife Agencies (IAFWA, now AFWA) passed a resolution in 1991 that established a goal for state agencies to contribute up to \$10 million annually for NAWMP/NAWCA projects in Canada. The goal was re-affirmed in 2005 after a President's Task Force reviewed state contributions. Ducks Unlimited matches each dollar contributed by the states before they are matched again with NAWCA funds. Canadian partners in turn provide additional match to the U.S. funding, thereby multiplying the impact of each state's contribution at least four to five fold.

Since 1986, state agencies have contributed \$65 million (15% of the \$431 million U.S. non-federal match) to Canadian projects, while Canadian provincial and territorial contributions have been \$265 million. In total during this period, \$1.74 billion have been invested by U.S. and Canadian partners in waterfowl and wetland conservation projects in Canada. Although this investment is significant, wetlands and the associated upland habitat continues to be at risk in the breeding grounds. Additionally, the annual level of state contributions has been less than one-third of the Association's goal and has declined in the past three years. Since the 1991 resolution established the \$10 million goal, the annual contributions of state agencies have never exceeded \$3 million.

The Association of Fish and Wildlife Agencies (AFWA) established a Task Force in the fall of 2010 to examine the progress state agencies have made in contributing to the Association's \$10 million goal for states to contribute to Canadian NAWMP/NAWCA projects. The Task Force was also asked to identify how to best communicate with state directors and/or commissioners to provide information that will aid in funding decisions, and to identify measures for advancing

state contributions further toward the Association's goal through the development of a comprehensive action plan.

The Task Force examined data and information related to their purpose, surveyed state wildlife agencies, made presentations and held discussions with all the Regional Associations, Flyways, Wetland Conservation Councils and staff in Canada and the U.S., and the NAWMP Plan Committee. In response to the analysis, comments received, and significant deliberations, the Task Force respectfully offers the following recommendations to the Bird Conservation Committee and the Association of Fish and Wildlife Agencies for consideration and action:

**RECOMMENDATION #1: AFWA Goal for State Contributions to Canadian NAWMP/NAWCA Projects - *The Task Force recommends that the Association of Fish & Wildlife Agencies (AFWA) reaffirm its commitment to the \$10 million annual goal and that states strive to maximize their contributions in furtherance of the goal to collectively increase non-federal match funding for NAWMP/NAWCA projects in Canada.***

**RECOMMENDATION #2: Apportionment of the \$10 Million Goal Among States - *The Task Force recommends that an equal weighting of the percentage of each state's active waterfowl hunters and duck harvests, relative to the national values, be averaged over the 1970s, 1980s, 1990s, and 2000s to provide the methodology for updating the sharing of the \$10 million goal among the states.***

**RECOMMENDATION #3: Action Plan Framework to Support State Contributions to Canada - *The Task Force recommends that the Association develop a comprehensive Action Plan to identify ways and means of assisting states to contribute funds in furtherance of the goal to collectively increase state funding for NAWMP/NAWCA habitat projects in Canada and to encourage states and other partners to review and adopt relevant actions contained within the Action Plan.***

**RECOMMENDATION #4: Annual Reporting on State Contributions Towards the Association's \$10 Million Goal - *The Task Force recommends that the Association develop a process to report the annual progress of states and their NAWMP partners to increase their collective contributions toward the Association's goal for contributions to Canadian NAWMP/NAWCA projects.***

## INTRODUCTION

The North American Waterfowl Management Plan (NAWMP, or Plan) has arrived at its 25<sup>th</sup> Anniversary. The Plan was signed in 1986 by the Minister of the Environment in Canada and the U.S. Secretary of the Interior, and the two nations (joined in 1994 by Mexico) embarked on one of the most important, influential, and ambitious wildlife conservation initiatives in the history of North America. It also has proven to be one of the world's most successful conservation programs.

The NAWMP has contributed to the protection, restoration and enhancement of more than 27 million acres of wetlands and associated habitats in Canada, the United States and Mexico. Efforts in Canada have influenced land use change and conservation activities on an additional 33 million acres. However, in the face of accelerating economic, social and ecological change, the future of the waterfowl resource, its continental habitat areas, and the legacy of waterfowl hunting, are far from secure. The waterfowl community has recently developed a renewed purpose statement for the NAWMP—*to sustain North America's waterfowl populations and their habitats at levels that satisfy human desires and perpetuate waterfowl hunting, accomplished through partnerships guided by sound science.*

The new purpose statement has led to the emergence of three new goals:

1. Abundant and resilient waterfowl populations to support hunting and other uses without imperiling habitat;
2. Wetlands and related habitats sufficient to sustain waterfowl populations at desired levels, while providing places to recreate, and ecological services that benefit society; and
3. Growing numbers of waterfowl hunters, other conservationists, and citizens who enjoy and actively support waterfowl and wetlands conservation.

Achieving the new NAWMP goals will not be easy. The foundation of the NAWMP recognized two fundamental truths. The first was that *the continent's waterfowl resource is a shared resource*, and the second was that *everyone sharing in the benefits of the waterfowl resource would have to work in broad partnerships*. Explicit cooperation among the many geographic areas and entities (e.g., federal, state, provincial and territorial governments, tribes, landowners, duck hunters) who share a vested interest in waterfowl is necessary to sustain them on the breeding grounds, throughout their migration, and in the wintering areas. The NAWMP explicitly accepts and commits to the shared international responsibility for conserving vital waterfowl habitats across North America.

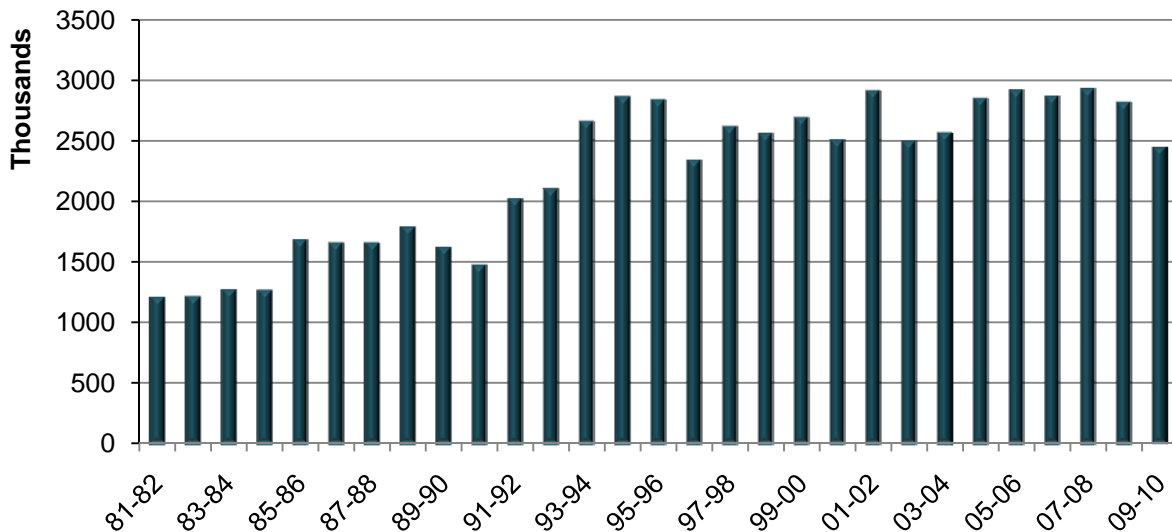
## HISTORY OF STATE CONTRIBUTIONS TO NAWMP/NAWCA HABITAT PROJECTS IN CANADA

The states and the Association of Fish and Wildlife Agencies have been principal partners and active leaders in implementing the NAWMP over the past 25 years. In 1990, recognizing the significant challenge represented by the NAWMP, the Association established an ad hoc

NAWMP Implementation Committee and in September 1991, the Association passed a resolution (Appendix A) that stated (in part) “*the states shall strive to maximize state support in the range of \$10 million per year from the states as U.S. matching funds for NAWMP projects in Canada and ... that the [Association] ... continue to explore, through the flyway councils and other appropriate avenues, ways and means of achieving this goal.*”

Ducks Unlimited had already recognized the need to undertake waterfowl habitat conservation projects in Canada and had been working with some state agencies to fund projects as early as 1963. Ducks Unlimited’s actions complemented the Association’s 1991 resolution by committing to match every dollar contributed by states, and to then match those dollars with NAWCA funds to deliver waterfowl habitat conservation projects in Canada. With the addition of Canadian partner funding, the initiative provided funding at least four times greater than the amount contributed by the state. This match-multiplier concept also attracted investments by The Nature Conservancy, Pheasants Forever, and several private foundations and others.

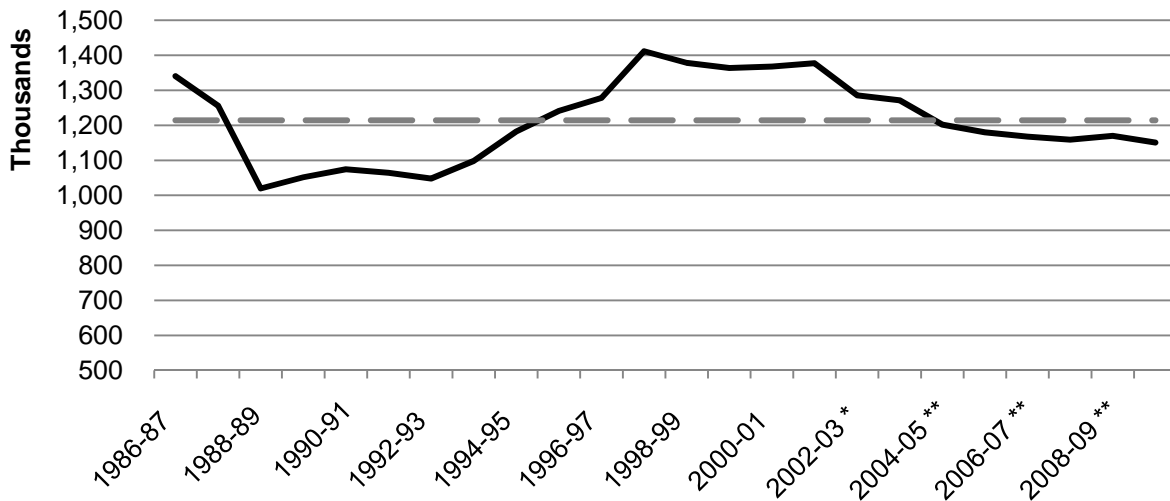
In 2001, the President of AFWA established a Task Force to review the status of state commitments to NAWMP projects in Canada and to clearly identify the future direction for state contributions toward the Association’s pledge of support for continental implementation and the ultimate success of the NAWMP. Figure 1 illustrates the annual level of funding states have provided for Canadian projects. At the Association’s annual meeting in September 2005, the states reaffirmed their pledge to the original \$10 million annual goal and their commitment to making progress toward that goal. Furthermore, they recommended that each state develop a five-year plan, for 2006-2010, to help make them progress toward their individual state’s goal.



**Figure 1: Annual State Contributions to Canadian NAWMP/NAWCA Projects in Canada**

## WHY STATES SHOULD CONTRIBUTE TO WATERFOWL HABITAT PROJECTS IN CANADA

States have long recognized the shared nature of the waterfowl resource and exercised their collective responsibility to work together to manage waterfowl populations and habitats. The most tangible evidence of the importance of Canadian habitats to U.S. interests is the magnitude of states' waterfowl harvests, which includes a high percentage of birds produced by habitats in Canada. In 2009-10, there were approximately 1.13 million active waterfowl hunters in the U.S. (Figure 2) who spent approximately 10 million hunter-days afield. Waterfowl hunting generates a total economic output of \$2.35 billion and supports 27,600 jobs (2006 data). In 2009-10, an estimated 14.2 million ducks were harvested in Canada and the U.S. and, of those, 93% were taken in the U.S. The U.S. duck harvest (Figure 3) has been above the long term average (~11.5 million birds) since 1994 even though the number of active waterfowl hunters has been declining since the late 1990s.



**Figure 2: Active Waterfowl Hunters in the United States since 1986 (dashed line represents average number of hunters)**

To precisely estimate the percentage of a particular state's duck harvest derived from Canada, banding programs for all species would need to be distributed across the breeding range and linked to regional and continental breeding population estimates. These and other related data are not currently available to precisely quantify the relationship of waterfowl production in Canada to each state's harvest. However, long-term band return data for ducks marked during the breeding season have clearly demonstrated the importance of Canadian breeding habitats to the derivation of harvest by U.S. duck hunters. For example, in non-production states, birds banded in Canada typically comprise from two-thirds to four-fifths of the harvest. Even in production states, a significant portion of harvested ducks were produced in Canada.



In general terms, a high proportion of waterfowl harvested in the U.S. are produced by habitats in Canada. Thus, the continental waterfowl population and the success of duck hunting seasons in the U.S. are intimately tied to and dependent upon the integrity of waterfowl habitats in Canada.

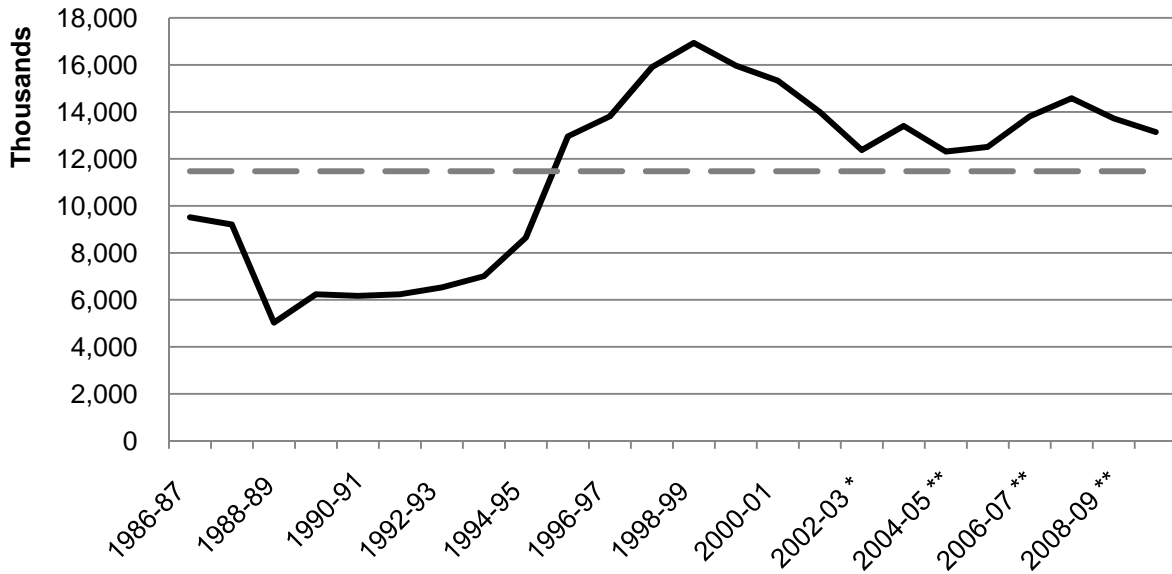


Figure 3: Duck Harvest in the United States since 1986 (dashed line represents average duck harvest)

## PROGRESS TOWARD NAWMP CONSERVATION OBJECTIVES IN CANADA

The wide-ranging partnerships established to implement the NAWMP, and the commitment of all the partner government agencies, non-governmental organizations and other private entities, have made significant progress toward achieving the objectives of the NAWMP. The Canadian accomplishments between 1986 and 2010 include almost 10 million acres of secured habitat by the four habitat Joint Ventures and over 11 million acres by the Western Boreal Initiative (Table 1). Direct actions by landowners or conservation agencies have influenced land use changes and conservation activities on an additional 32 million acres without legal or binding agreements.

**Table 1: Canadian Habitat Joint Venture Accomplishments in Securing Wetland Habitats (1986-2010)**

<u>Region</u>	<u>Progress as of 2010</u> (millions of acres)
Prairie Habitat Joint Venture	7.827
Pacific Coast Joint Venture	0.116
Canadian Intermountain Joint Venture	0.551
Eastern Habitat Joint Venture	1.425
<b>Joint Venture Total</b>	<b>9.919</b>
<b>Western Boreal Forest</b>	<b>11.239</b>

Almost 10 million acres of secured habitat is a noteworthy achievement for Canadian Joint Ventures and the NAWMP partnership. Over the past twenty-five years, the understanding of the relationships between habitat conditions and breeding waterfowl populations has increased substantially, based on the scientific undertakings of NAWMP partners. The habitat conservation needs for breeding waterfowl are much greater than initially thought at the outset of the NAWMP in 1986. Across the continent, partners are faced with the reality of continued loss and degradation of critical breeding waterfowl habitats – loss of wetlands and the associated uplands. Of particular concern is the recent loss of native grasslands due to lower cattle prices, increased commodity prices for grain crops, and changes in energy policies in Canada and the United States.

Sound science has led to the development of more accurate planning tools for preserving wetland habitat than were available at the outset of the NAWMP. These new tools are being employed to set new habitat objectives for Canadian Joint Ventures. For example, the Prairie Habitat Joint Venture has identified a need to conserve an additional 16 million acres by 2023 (PHJV Implementation Plan, 2009), while seeking policy reform to ensure that the 54 million acres of existing natural habitat remains intact. The commitment of Canadian Joint Venture partners toward habitat protection and conservation has, and will, influence important wetland and landscape policies that will ensure ongoing conservation and protection of the critical waterfowl habitat resources.

In the face of ongoing loss of wetlands and the associated upland habitats, and the continuing threats to our collective ability to achieve the goals of the NAWMP, there is a growing urgency for the continental partnership working on behalf of waterfowl conservation to protect and restore important waterfowl habitats in Canada. Continued and expanded support will be critical for the future success of the NAWMP.

Based on information currently available, over the next twenty years it is estimated that Canadian Joint Ventures will collectively need to conserve almost 20 million acres of habitat in order to attain the current NAWMP waterfowl population goals. Funding in the amount of \$2 billion (based on current cost estimates in 2010 dollars) will be necessary to achieve these goals.

While Canadian NAWMP partners are proud of the significant accomplishments made to date, they recognize that much more remains to be done in Canada. If the vision of the NAWMP is to be achieved for North American waterfowl populations, hunters and other waterfowl enthusiasts dependent upon the waterfowl resource need to increase their current conservation efforts.

## **FUNDING HABITAT CONSERVATION IN CANADA AND NAWCA**

One of the greatest challenges to implementing the NAWMP was the identification of funding sources. It was initially estimated that \$1.5 billion would be required to achieve the NAWMP's habitat conservation goals. That daunting figure was an underestimate and it has always been clear that significant, ongoing commitments of funding are required if North American waterfowl populations and the tradition of waterfowling are to be maintained. The "First Step" projects provided focus for the early efforts to find new, partner-based funding for NAWMP implementation. Congressional funding for early wetland projects was provided through the National Fish and Wildlife Foundation and matched by some states, Ducks Unlimited, The Nature Conservancy, and other private foundations. These "First Step" projects helped prove that the concept of the NAWMP could work on a continental basis. Longer term funding became available when Congress passed the North American Wetland Conservation Act (NAWCA).

The NAWCA funds are distributed in Mexico, Canada, and the United States with a current allocation of 5%, 45%, and 50%, respectively. Every federal dollar provided by the NAWCA must be matched by at least one dollar from non-federal sources. Non-federal funds are provided by conservation organizations, private sources, state wildlife agencies, and others. In 2010, for the first time since its inception, the NAWCA was changed to allow Canadian funding sources to count toward the dollar-for-dollar match required by the U.S. government. The design and operation of the program is so effective that the NAWCA funds are usually tripled or quadrupled for implementation on the local landscape. On a continental basis, more than \$1 billion in federal grants has been allocated for NAWCA projects – a figure that has leveraged an additional \$3 billion from matching and non-matching funds. Since its inception, NAWCA projects have contributed to the conservation of more than 27 million acres of habitat across North America—the conservation community now recognizes the habitat needs are greater than originally believed at the beginning of the NAWMP.

The NAWCA is due to be reauthorized and in order to begin the process, Rep. Rob Wittman (VA), along with Rep. John Dingell (MI) recently introduced H.R. 1960, which proposes to maintain the existing level of authorization. The authorized funding level for NAWCA was increased to \$75 million for FY 2007 through FY 2012. The highest appropriation was \$47.6 million in 2010, however, the current Congressional appropriations discussions are threatening to severely reduce conservation program funding, including funds from the NAWCA. Because of the success of the NAWMP, conservation organizations throughout North America support the continued funding of NAWCA and are working together to support sustained funding.

## **STATE AGENCY FUNDING OF WATERFOWL HABITAT PROJECTS IN CANADA**

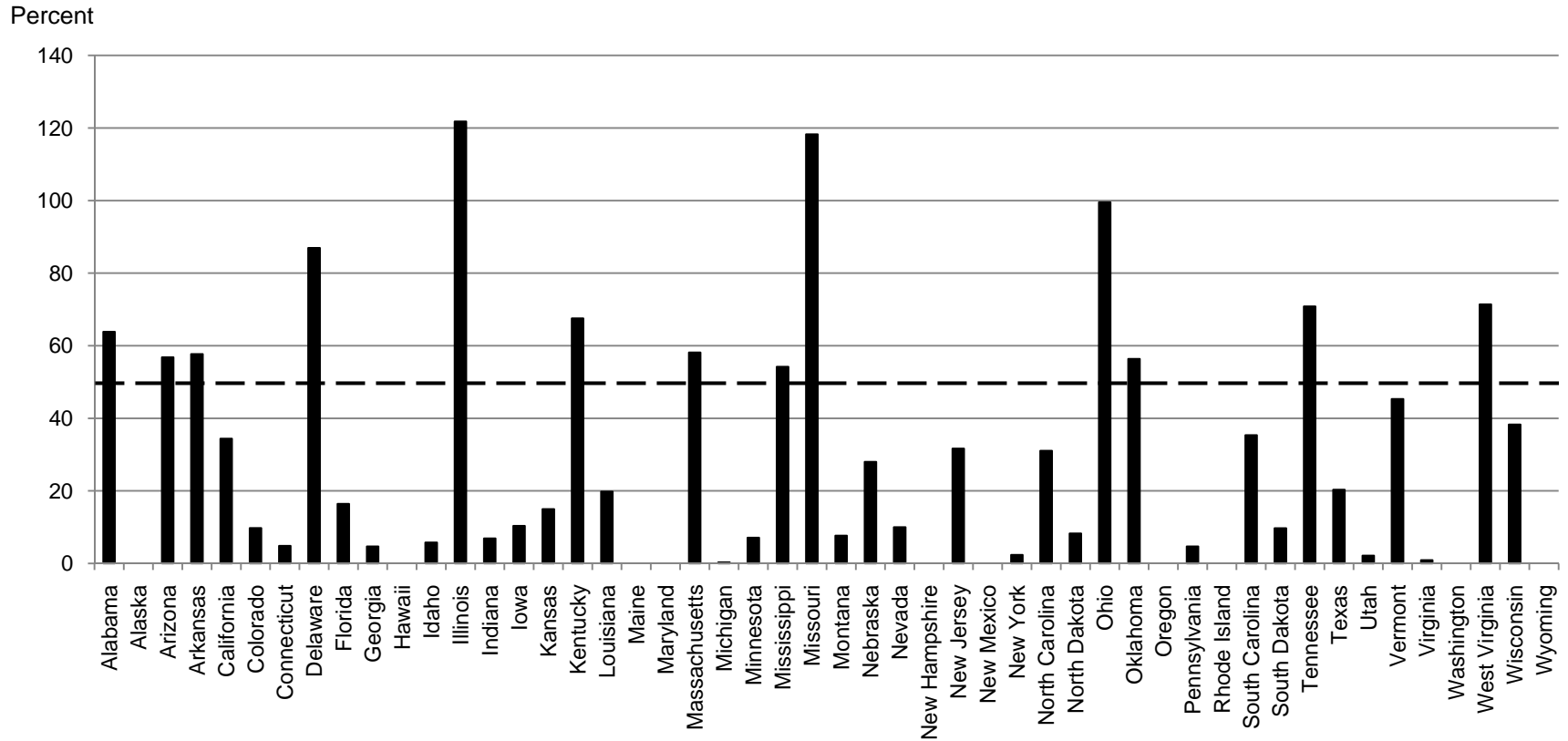
States have the primary jurisdictional responsibility for managing wildlife and their habitats, both game and non-game species. State wildlife agencies collectively invest in excess of \$1.5 billion annually from Sport Fish and Wildlife Restoration funds. Almost 75% of state agency funding is derived from sportsmen related activities. State agencies also invest funds from general revenue, license plate sales, special check-offs, and dedicated taxes for wildlife species management and habitat conservation activities. In contrast, Canadian federal government and provinces fund almost all of their wildlife programs and habitat initiatives with general revenue funds, and like many state governments, Canadian governments are experiencing significant economic restraints at present.

State wildlife agencies recognize the need for investing at the continental scale for management of migratory birds, especially waterfowl through support of the NAWMP. For example, in 2010, thirty states contributed almost \$2.5 million for waterfowl habitat projects in Canada (Figure 1). These funds were matched by Ducks Unlimited, NAWCA, and Canadian partners to become an investment of over \$10 million in the Canadian waterfowl breeding grounds.

With passage of the North American Wetland Conservation Act, NAWMP partners including state agencies had access to an important funding stream for waterfowl and wetland habitat conservation projects in both Canada and the U.S. However, Congress' requirement that a percentage of the funds must be used outside the U.S. and be matched by non-federal funds from a U.S. source presented a significant challenge. At least partially in response to the 1991 resolution passed by IAFWA, the states' collective contribution to Canadian projects doubled to \$2.8 million between 1990 and 1994. The re-affirmation of the Association's goal in 2005 and improving economic conditions contributed to strong contributions from 2001 through 2007. However, contributions from states have decreased over the past two or three years and in 2009-10 were at their lowest level since the mid 1990s.

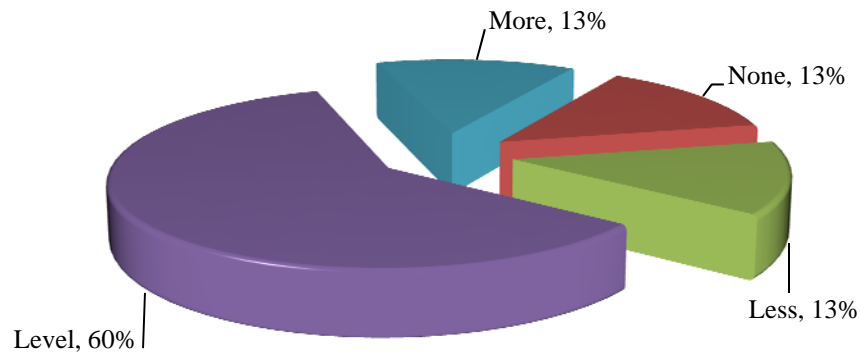
The Association's \$10 million goal has been allocated to states based on hunter numbers and waterfowl harvest as described above. Although thirteen states have contributed more than 50% of their goal since 2005—two states contributed more than 100%—the remaining states have been unable to attain this level of funding (Figure 4.) It was not clear at the onset of the Task Force's work what the cause(s) were for lower than expected state contributions. A short survey instrument was developed to explore some of the reasons and to help identify what could be done to improve the situation.

The Task Force survey examined the potential changes in future state contributions to Canadian projects. Analysis of the responses to the survey (30 states completed the survey) indicated that only 13% of the states anticipate that their contributions will decline over the next five years, while 13% also believe that they will contribute more (Figure 5). It is interesting to note that only 14 percent of the states that responded suggest that they will not make any offerings. On average year only 30 states contribute (or, 40% do not contribute).

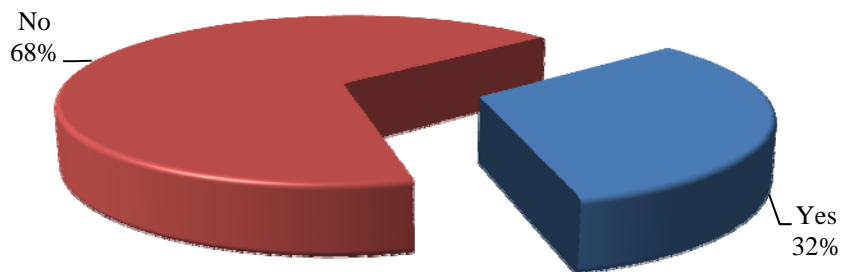


**Figure 4: State Contributions to Canadian NAWMP/NAWCA Projects as a Percentage of Their Goals Since 2005**  
 (see Table 4., dashed line represents 50% of goal)

The survey also examined whether states felt they had specific impediments to be able to provide funds for NAWMP/NAWCA projects in Canada. The specific causes of these impediments are summarized in Appendix F. In summary, 68% of the states responding to the survey indicated they did not have any impediments (administrative or policy barriers). State wildlife agencies also provided a wide array of suggestions as to how the Task Force and the Association of Fish and Wildlife Agencies could potentially help overcome some of the impediments (Appendix F). These were taken into consideration by the Task Force during the development of the Action Plan Framework (Appendix A).



**Figure 5: Anticipated five-year trend in state contributions to Canadian NAWMP/NAWCA projects**



**Figure 6: Percentage of states experiencing impediments to contributing funds to NAWMP/NAWCA projects in Canada**

The current economic climate and significant concerns about the increasing debt of the U.S. government threatens to reduce funding available for in-state wildlife projects. In turn, some states are concerned they will have difficulty contributing to projects outside of the U.S. if they cannot fund their own state projects. The U.S. Congress has not yet identified their proposed 2012-12 appropriation for the NAWCA funds at the of writing this report, however, due to current fiscal constraints the appropriation is expected to be lower than in previous years.

The Task Force examined information, surveyed state wildlife agencies, made presentations and held discussions with all the Regional Associations, Flyways, Wetland Conservation Councils and staff in Canada and the U.S., and the NAWMP Plan Committee. In response to the analysis, comments received, and significant deliberations, the Task Force offers the following recommendations to the Bird Conservation Committee and the Association of Fish and Wildlife Agencies.

## **RECOMMENDATIONS OF THE TASK FORCE**

**Recommendation #1: AFWA Goal for State Contributions to Canadian NAWMP Projects**  
*- The Task Force recommends that the Association of Fish & Wildlife Agencies (AFWA) reaffirm its commitment to the \$10 million annual goal and that states strive to maximize their contributions in furtherance of the goal to collectively increase non-federal match funding for NAWMP/NAWCA projects in Canada.*

The Task Force considered what the collective annual goal for state contributions to Canada should be in light of the difficult economic situations of many states and the fact that many states have not been able to contribute at their current target level. It also was recognized that the original \$10 million goal was a “stretch” goal which was consistent with the ambitious waterfowl population and habitat goals of the NAWMP. Additionally, the Task Force acknowledged the improved science-based analysis and determination that Canada needs to provide an additional 20 million acres of habitat over the next 20 years. This recent analysis confirmed that NAWMP partners across the continent need to remain committed to conservation of wetlands and the associated upland habitat in the breeding grounds.

At today’s costs, securing the additional habitat in Canada will cost approximately \$2 billion dollars. The Association’s \$10 million goal will continue to be a “stretch” goal for states however, it will provide a critical investment to initiate match funding. If the Association’s goal is achieved and matched at the 4:1 ratio, this will provide 40 percent of the funds needed for Canadian waterfowl breeding habitat. The NAWMP partners will have to expand their efforts to raise funds from other sources.

The Task Force accepted that some states’ goals, particularly the very high waterfowl harvest states, were unrealistically high and that they would not be able to contribute at the target level. At the same time, some states are contributing above their goal because of their strong commitment to the NAWMP goals and they have the resources and administrative/political support to continue contributing. The Task Force’s genuine desire was to explore ways to help

states increase their collective level of contribution over the next five years and to develop a clear action plan to achieve this objective.

The Task Force carefully considered these and other issues and concluded that: (a) the Canadian NAWMP habitat conservation goals have not been accomplished; (2) the landscapes in Canada that have been most impacted by loss of wetlands and associated uplands are those most important to continental populations of breeding waterfowl; (3) the Canadian waterfowl breeding grounds remain at great risk for continued loss and degradation; and, (4) U.S. waterfowl hunters receive significant benefits from states investing in the conservation of Canadian habitat. The habitat conservation needs persist and the level of urgency is increased. The Task Force believes it would be inappropriate for the Association to lose sight of the long term NAWMP objective and reduce its \$10 million goal. Therefore, the Task Force recommends that the Association and the individual State Agency members reaffirm its commitment to the \$10 million annual goal and that states strive to maximize their contributions in furtherance of the goal to collectively increase non-federal match funding for NAWMP/NAWCA projects in Canada.

**Recommendation #2: Apportionment of the \$10 Million Goal Among States - *The Task Force recommends that an equal weighting of the percentage of each state's active waterfowl hunters and duck harvests, relative to the national values, be averaged over the 1970s, 1980s, 1990s, and 2000s to provide the methodology for updating the sharing out of the \$10 million goal among the states.***

The original \$10 million annual goal was based on an estimate of the states' reasonable and collective share of the funding necessary to achieve the NAWMP's 1986 objectives for its 15-year planning horizon. It was recognized that this was an aggressive objective, however, it was ultimately affirmed by IAFWA as being an important indication of the states' commitment to the NAWMP. The NAWMP Implementation Committee in 1991 looked at hunter numbers and harvest data from the 1970s and 1980s, then ultimately elected to use data from only the 1980s to derive the 1991 apportionment of the \$10 million goal. Records do not indicate their rationale, but it is presumed that they believed the 1980s data best reflected conditions at the time. The current Task Force was challenged to update each state's goal and review the 1991 and 2005 goal of \$10 million.

There are many factors that impact the extent to which a state is able to contribute to its portion of a shared \$10 million goal. While hunter numbers and duck harvests are relevant and comparable across all states, other indicators of the importance of wildlife resources within individual states also come into play. For example, the revenues for each state's wildlife agency vary widely based on factors such as the state's population, average level of prosperity, tax structure, source of agency funding, and many other factors. Attempting to formulate an approach to apportion the \$10 million goal using the plethora of highly variable data into a single methodology that would be accepted as fair and equitable to states is unrealistic.

The Task Force considered a number of methodological approaches and variations of the 2005 approach for apportionment of the \$10 million goal using readily available data and with consideration of numerous other issues. The issues included, but were not limited to, the lack of band data to attribute specific benefits of the Canadian breeding grounds to each state, and the



new analysis by Canadian NAWMP partners which indicates that over the next 20 years an additional 20 million acres of habitat is required to attain the current NAWMP waterfowl population targets. The current Task Force compiled hunter and harvest data for the 1970s, 1980s, 1990s, and the 2000s (Table 2). A number of approaches and data weighting methods were evaluated, and it was concluded that the long-term distribution of waterfowl hunters and harvest data best reflected the benefits derived by hunters in each state. Therefore, based on consideration of the Canadian habitat need and the analysis of hunter and harvest data, an equal weighting of the average number of hunters and the duck harvests for the past four decades was chosen as the most equitable approach to calculate the apportionment of for each state's target contribution level.

The recommended apportionment of the \$10 million goal among states is shown in Table 3 and the Task Force recommends that the Association use this 40-year time frame as the basis for apportioning the funding goal among the states.

**Recommendation #3: Action Plan Framework to Support State Contributions to Canada -**  
*The Task Force recommends that the Association develop a comprehensive Action Plan to identify ways and means of assisting states to contribute funds in furtherance of the goal to collectively increase state funding for NAWMP/NAWCA habitat projects in Canada and to encourage states and other partners to review and adopt relevant actions contained within the Action Plan.*

The Task Force concluded that simply reporting its finding on the current state of contributions to Canadian projects and providing new targets for states to strive for in the future was not enough. There needed to be a clear plan of action to assist state agencies to continue to invest in the Canadian waterfowl breeding grounds. To aid the progress of this effort, the Task Force developed an Action Plan Framework (Appendix A) which will serve as a guide for the Association to construct a detailed plan of action to enhance state contributions for continental management of waterfowl and their breeding habitat in Canada. The Framework is also a guide for the conservation and waterfowl communities, including corporations, governments at all levels, and non-governmental organizations, as to how they can engage with NAWMP in addressing waterfowl and wetland conservation issues of common concern.

The projects on the Canadian breeding grounds address many issues beyond just waterfowl. NAWMP partners have recognized that investing in wetland projects helps to address key issues such as: conserving the boreal forest which contains 35% of the world's wetlands; changing climatic conditions which affect habitat quality and waterfowl population viability; alternative energy development pressures; and, societal recognition of the value of the continent's natural capital and the goods and services we derive from it. The environmental health and sustainability of the landscape contributes to the quality of life in North America.

The Framework (Appendix A) was established on a number of guiding principles. Among these are the following: Waterfowl are among North America's most highly valued natural resources and conservation of wetlands and associated uplands must increase in real terms and in line with the NAWMP objectives; the U.S., Canada, and Mexico have made significant commitments to international migratory bird agreements and all partners should contribute to these commitments;

conserving waterfowl populations and their habitats requires long term planning and close coordination of management activities across North America; and, mutual accountability and transparency should continually improve to ensure continued public and private support for habitat investments.

The Task Force recommends that the Association and its provincial and state agency members develop comprehensive strategies within an action plan, based on the Action Plan Framework in Appendix A, for enhancing partnerships between state agencies and Canadian NAWMP partners. It is further recommended that the strategies and action plan be presented at the Association's meetings in March 2012 at the North American Wildlife and Natural Resources Conference.

**Recommendation #4: Reporting on State Contributions towards the Association's \$10 Million Goal - *The Task Force recommends that the Association develop a process to report the annual progress of states and their NAWMP partners to increase their collective contributions toward the Association's goal for contributions to Canadian NAWMP/NAWCA projects.***

The Task Force surveyed state agencies regarding their level of knowledge about the NAWMP and the Association's \$10 million goal for Canadian breeding ground projects. The thirty responses indicated that 34% of directors were not aware or only somewhat aware of the North American Waterfowl Management Plan and the North American Wetland Conservation Act. Also, 44% of directors were not aware or only somewhat aware of the Association's goal for states to collectively contribute up to \$10 million per year to NAWMP/NAWCA projects in Canada. In general terms, about thirty states contribute toward the Association's goal each year, but the annual state contributions have never exceeded \$3 million.

The Task Force asked state agencies what impediments existed that limited or prevented them from contributing to projects in Canada. A few states indicated they simply did not benefit from waterfowl production in Canada because of the natural migration routes (e.g., Hawaii and Alaska), while many others recognized the significance of continental management of waterfowl and their habitats. Survey responses suggested that most impediments were administrative and included such issues as: lack of legal authority to spend funds out-of-state, fiscal restraint, procurement regulations, and, declining revenues from waterfowl stamp and print sales. Some states expressed concerns about the North American Wetland Conservation Council's (NAWCC) and Canada's support for hunting programs and that there was a lack of contact with state agencies regarding Canadian projects and the funding being provided to Canada.

Based on the overall results of the state surveys and discussions at NAWCC (Canada and the U.S. councils), the NAWMP Plan Committee, Regional Association meetings, and Flyway meetings, the Task Force concluded that better communications between Canada, the NAWMP partners, and NAWCC could facilitate higher state contributions and to assist states in their efforts to achieve the Association's \$10 million goal. Therefore, the Task Force recommends that the Association's Bird Conservation Committee and Waterfowl Working Group be tasked with providing a report to the Association at each Annual meeting to outline the progress states have made toward achieving the Association's goal. The annual report should also provide states with information about their investment in Canadian habitat conservation activities.

Table 2a. Average numbers of active adult hunters (1000s and % of U.S. hunters) and ducks harvested (1000s and % of U.S. harvest) by state during the 1970s and 1980s.

State	1970's					1980's				
	Hunters		Harvest		Average	Hunters		Harvest		Average
	#	%	#	%	%	#	%	#	%	%
Alabama	11.90	0.65	91.90	0.66	0.66	9.50	0.70	82.60	0.83	0.77
Arizona	9.60	0.53	72.80	0.52	0.52	7.30	0.54	48.20	0.49	0.52
Arkansas	57.60	3.16	733.50	5.27	3.58	43.70	3.24	546.40	5.50	3.53
California	121.70	6.68	1882.60	13.54	10.11	77.20	5.72	1052.50	10.60	8.16
Colorado	36.90	2.02	165.90	1.19	1.61	37.30	2.77	124.90	1.26	2.02
Connecticut	11.20	0.61	42.90	0.31	0.46	9.90	0.73	31.60	0.32	0.53
Delaware	10.90	0.60	47.50	0.34	0.47	8.20	0.61	40.60	0.41	0.51
Florida	24.30	1.33	255.10	1.83	1.58	16.50	1.22	179.10	1.80	1.51
Georgia	11.50	0.63	72.50	0.52	0.58	13.30	0.99	79.50	0.80	0.90
Idaho	27.40	1.50	294.90	2.12	1.81	22.90	1.70	213.90	2.15	1.92
Illinois	61.10	3.35	351.00	2.52	2.94	46.10	3.42	268.00	2.70	3.06
Indiana	18.50	1.02	81.00	0.58	0.80	11.70	0.87	59.10	0.60	0.73
Iowa	50.10	2.75	316.80	2.28	2.52	29.60	2.19	231.70	2.33	2.26
Kansas	47.80	2.58	306.30	2.20	2.39	22.60	1.69	123.80	1.25	1.47
Kentucky	10.90	0.60	58.20	0.42	0.51	10.90	0.81	33.30	0.34	0.57
Louisiana	97.80	5.37	1486.80	10.69	8.03	87.80	6.51	1257.60	12.67	9.59
Maine	14.50	0.80	89.80	0.65	0.73	10.90	0.81	66.40	0.67	0.74
Maryland	32.50	1.78	121.50	0.87	1.33	34.10	2.53	129.50	1.30	1.91
Massachusetts	20.00	1.10	89.30	0.64	0.87	15.20	1.13	67.50	0.68	0.90
Michigan	79.20	4.35	357.50	2.57	3.46	44.00	3.26	248.10	2.50	2.88
Minnesota	137.10	7.52	869.80	6.26	6.89	114.10	8.46	692.10	6.96	7.71
Mississippi	23.00	1.26	244.00	1.76	1.51	17.00	1.26	199.40	2.01	1.64
Missouri	49.90	2.74	239.10	1.72	2.23	34.20	2.54	185.40	1.87	2.20

Table 2a (cont.). Average numbers of active adult hunters (1000s and % of U.S. hunters) and ducks harvested (1000s and % of U.S. harvest) by state during the 1970s and 1980s.

State	1970's					1980's				
	Hunters		Harvest		Average	Hunters		Harvest		Average
	#	%	#	%	%	#	%	#	%	%
Montana	22.70	1.25	172.70	1.24	1.25	15.70	1.16	109.00	1.10	1.13
Nebraska	38.80	2.13	262.00	1.88	2.01	27.30	2.02	172.60	1.74	1.88
Nevada	10.30	0.57	96.00	0.69	0.63	8.40	0.62	68.70	0.69	0.66
New Hampshire	8.50	0.47	29.10	0.21	0.34	7.00	0.52	24.20	0.24	0.38
New Jersey	28.00	1.54	138.30	0.99	1.26	17.40	1.29	101.30	1.02	1.16
New Mexico	4.30	0.33	41.10	0.31	0.32	5.40	0.40	31.40	0.33	0.37
New York	73.10	4.01	308.00	2.22	3.12	44.00	3.26	231.50	2.33	2.79
North Carolina	24.10	1.32	162.60	1.17	1.25	23.60	1.75	177.60	1.79	1.77
North Dakota	48.40	2.66	360.20	2.59	2.62	34.07	2.57	201.50	2.03	2.30
Ohio	33.60	1.84	116.60	0.84	1.34	24.50	1.82	92.00	0.93	1.38
Oklahoma	25.30	1.39	199.50	1.44	1.42	13.70	1.02	126.50	1.27	1.14
Oregon	44.30	2.43	401.60	2.89	2.66	31.70	2.36	283.80	2.86	2.61
Pennsylvania	61.50	3.37	147.60	1.07	2.21	47.10	3.49	109.60	1.10	2.29
Rhode Island	3.00	0.16	17.80	0.13	0.14	2.00	0.15	13.60	0.14	0.15
South Carolina	18.40	1.01	147.10	1.06	1.04	16.60	1.23	138.20	1.39	1.31
South Dakota	34.90	1.90	259.70	1.87	1.88	27.60	2.05	147.20	1.49	1.77
Tennessee	25.70	1.41	150.50	1.08	1.24	19.60	1.45	100.70	1.01	1.23
Texas	109.20	5.94	972.10	6.99	6.46	82.30	6.10	706.10	7.10	6.60
Utah	33.00	1.81	309.30	2.22	2.01	23.20	1.72	197.60	1.99	1.85
Vermont	7.00	0.38	36.50	0.27	0.32	5.60	0.42	28.30	0.29	0.35
Virginia	17.50	0.96	113.80	0.82	0.89	16.90	1.25	103.50	1.04	1.15
Washington	58.60	3.22	534.40	3.84	3.53	42.20	3.13	373.40	3.76	3.45
West Virginia	1.70	0.09	6.90	0.05	0.07	1.50	0.11	6.30	0.06	0.09
Wisconsin	117.50	6.45	595.30	4.28	5.36	77.50	5.75	379.10	3.82	4.78
Wyoming	7.80	0.43	52.50	0.39	0.41	9.70	0.66	44.40	0.44	0.55

Table 2b . Average numbers of active adult hunters (1000s and % of U.S. hunters) and ducks harvested (1000s and % of U.S. harvest) by state during the 1990s and 2000.

State	1990's					2000's				
	Hunters		Harvest		Average	Hunters		Harvest		Average
	#	%	#	%	%	#	%	#	%	%
Alabama	14.40	1.06	174.20	1.10	1.08	13.90	1.13	173.70	1.28	1.21
Arizona	6.10	0.45	49.90	0.31	0.38	4.20	0.34	42.10	0.31	0.32
Arkansas	53.70	3.97	1813.80	11.42	7.70	63.70	5.17	1170.20	8.66	6.91
California	65.50	4.84	1222.10	7.70	6.27	53.60	4.35	1277.90	9.45	6.90
Colorado	34.80	2.57	155.90	0.98	1.78	22.40	1.81	117.50	0.87	1.34
Connecticut	4.50	0.33	22.30	0.14	0.24	3.80	0.31	24.10	0.18	0.24
Delaware	4.60	0.34	74.40	0.47	0.41	5.40	0.44	53.00	0.39	0.41
Florida	17.40	1.29	263.90	1.66	1.48	12.80	1.04	160.50	1.19	1.11
Georgia	17.30	1.28	132.10	0.83	1.06	15.80	1.28	109.60	0.81	1.04
Idaho	20.80	1.54	224.10	1.41	1.48	20.80	1.69	227.00	1.68	1.68
Illinois	50.00	3.70	459.60	2.89	3.30	43.00	3.48	427.00	3.16	3.32
Indiana	18.40	1.36	121.70	0.77	1.07	17.60	1.43	121.40	0.90	1.16
Iowa	24.60	1.82	176.70	1.11	1.47	23.60	1.91	219.20	1.62	1.77
Kansas	15.80	1.17	178.40	1.12	1.15	19.10	1.55	214.80	1.59	1.57
Kentucky	15.40	1.14	180.60	1.14	1.14	14.50	1.18	167.10	1.24	1.21
Louisiana	95.70	7.07	2843.40	17.90	12.49	68.60	5.56	1506.30	11.14	8.35
Maine	8.50	0.63	73.60	0.46	0.55	7.30	0.59	59.00	0.44	0.51
Maryland	18.30	1.35	275.80	1.74	1.55	29.30	2.38	169.90	1.26	1.82
Massachusetts	8.00	0.59	36.20	0.23	0.41	4.70	0.38	32.20	0.24	0.31
Michigan	56.10	4.15	338.20	2.13	3.14	51.30	4.16	334.80	2.48	3.32
Minnesota	120.20	8.88	657.80	4.14	6.51	95.80	7.77	634.30	4.69	6.23
Mississippi	20.70	1.53	335.90	2.12	1.83	17.30	1.41	330.10	2.44	1.92
Missouri	27.70	2.05	353.50	2.23	2.14	33.60	2.73	417.60	3.09	2.91

Table 2b (cont.). Average numbers of active adult hunters (1000s and % of U.S. hunters) and ducks harvested (1000s and % of U.S. harvest) by state during the 1990s and 2000s.

State	1990's					2000's				
	Hunters		Harvest		Average	Hunters		Harvest		Average
	#	%	#	%	%	#	%	#	%	%
Montana	18.10	1.34	146.90	0.92	1.13	17.30	1.41	121.00	0.90	1.15
Nebraska	26.30	1.94	142.60	0.90	1.42	19.40	1.58	201.20	1.49	1.53
Nevada	6.60	0.49	85.40	0.54	0.52	4.50	0.36	42.20	0.31	0.34
New Hampshire	3.90	0.29	21.70	0.14	0.22	3.50	0.28	17.00	0.13	0.20
New Jersey	10.00	0.74	76.80	0.48	0.61	7.90	0.64	68.30	0.51	0.57
New Mexico	3.90	0.29	61.30	0.39	0.34	3.90	0.31	41.80	0.31	0.31
New York	28.60	2.11	179.50	1.13	1.62	26.20	2.13	206.80	1.53	1.83
North Carolina	26.10	1.93	264.70	1.67	1.80	24.40	1.98	226.00	1.67	1.83
North Dakota	26.50	1.96	425.10	2.68	2.32	35.10	2.84	486.30	3.60	3.22
Ohio	35.10	2.59	157.60	0.99	1.79	26.00	2.10	138.10	1.02	1.56
Oklahoma	16.60	1.23	256.40	1.61	1.42	16.40	1.33	293.70	2.17	1.75
Oregon	26.70	1.97	287.30	1.81	1.89	23.60	1.92	414.90	3.07	2.49
Pennsylvania	38.80	2.87	143.00	0.90	1.89	45.30	3.67	150.80	1.12	2.39
Rhode Island	1.30	0.10	7.40	0.05	0.08	1.10	0.09	9.60	0.07	0.08
South Carolina	21.00	1.55	218.50	1.38	1.47	19.70	1.60	199.70	1.48	1.54
South Dakota	29.40	2.17	255.10	1.61	1.89	24.40	1.98	220.90	1.63	1.81
Tennessee	27.20	2.01	349.50	2.20	2.11	22.30	1.81	316.90	2.34	2.08
Texas	102.40	7.57	1250.80	7.88	7.73	104.50	8.47	1062.60	7.86	8.17
Utah	24.40	1.80	237.70	1.50	1.65	18.90	1.54	227.00	1.68	1.61
Vermont	2.90	0.21	40.20	0.25	0.23	2.90	0.24	24.10	0.18	0.21
Virginia	18.60	1.37	174.30	1.10	1.24	20.90	1.69	141.40	1.05	1.37
Washington	35.00	2.59	448.40	2.82	2.71	26.00	2.11	396.20	2.93	2.52
West Virginia	1.30	0.10	3.50	0.02	0.06	1.30	0.10	6.00	0.04	0.07
Wisconsin	87.10	6.44	370.40	2.33	4.39	80.20	6.51	404.90	3.00	4.75
Wyoming	9.20	0.68	42.20	0.27	0.48	9.40	0.76	42.80	0.32	0.54

Table 3. Original 1991; revised 2005, and new 2011 goals for state contributions to Canadian NAWMP/NAWCA projects.

<b>State</b>	<b>1991 Goals based on 1980s hunter/harvest data</b>	<b>2005 Goals based on 1970s-1990s hunter/harvest data</b>	<b>2011 Goals based on 1970s-2000s hunter/harvest data</b>
Alabama	\$76,000	\$84,000	\$93,000
Arizona	\$52,000	\$44,000	\$44,000
Arkansas	\$353,000	\$494,000	\$580,000
California	\$816,000	\$962,000	\$786,000
Colorado	\$202,000	\$180,000	\$168,000
Connecticut	\$52,000	\$41,000	\$36,000
Delaware	\$51,000	\$46,000	\$45,000
Florida	\$151,000	\$152,000	\$142,000
Georgia	\$90,000	\$85,000	\$89,000
Idaho	\$192,000	\$174,000	\$172,000
Illinois	\$306,000	\$310,000	\$315,000
Indiana	\$74,000	\$87,000	\$94,000
Iowa	\$226,000	\$208,000	\$200,000
Kansas	\$147,000	\$167,000	\$164,000
Kentucky	\$58,000	\$74,000	\$86,000
Louisiana	\$959,000	\$1,004,000	\$961,000
Maine	\$74,000	\$67,000	\$63,000
Maryland	\$192,000	\$160,000	\$165,000
Massachusetts	\$90,000	\$73,000	\$62,000
Michigan	\$288,000	\$316,000	\$320,000
Minnesota	\$772,000	\$704,000	\$684,000
Mississippi	\$164,000	\$166,000	\$172,000
Missouri	\$220,000	\$219,000	\$237,000
Montana	\$113,000	\$117,000	\$116,000
Nebraska	\$188,000	\$177,000	\$171,000
Nevada	\$66,000	\$60,000	\$53,000
New Hampshire	\$38,000	\$31,000	\$28,000
New Jersey	\$51,000	\$101,000	\$90,000
New Mexico	\$36,000	\$34,000	\$33,000
New York	\$280,000	\$251,000	\$234,000
North Carolina	\$177,000	\$161,000	\$166,000
North Dakota	\$230,000	\$241,000	\$262,000

Table 3 (cont.). Original 1991; revised 2005, and new 2011 goals for state contributions to Canadian NAWMP/NAWCA projects.

<b>State</b>	<b>1991 goals based on 1980s hunter/harvest data</b>	<b>2005 Goals based on 1970s-1990s hunter/harvest data</b>	<b>2011 Goals based on 1970s-2000s hunter/harvest data</b>
Ohio	\$138,000	\$150,000	\$152,000
Oklahoma	\$114,000	\$133,000	\$143,000
Oregon	\$260,000	\$239,000	\$241,000
Pennsylvania	\$230,000	\$213,000	\$220,000
Rhode Island	\$14,000	\$12,000	\$11,000
South Carolina	\$131,000	\$127,000	\$134,000
South Dakota	\$177,000	\$185,000	\$184,000
Tennessee	\$123,000	\$153,000	\$166,000
Texas	\$660,000	\$693,000	\$724,000
Utah	\$186,000	\$184,000	\$178,000
Vermont	\$36,000	\$30,000	\$28,000
Virginia	\$114,000	\$109,000	\$116,000
Washington	\$344,000	\$323,000	\$305,000
West Virginia	\$9,000	\$7,000	\$7,000
Wisconsin	\$478,000	\$484,000	\$482,000
Wyoming	\$55,000	\$48,000	\$49,000
<b>Goal</b>	<b>\$10,000,000</b>	<b>\$10,000,000</b>	<b>\$10,000,000</b>



Table 4. Cumulative state contributions (through 2010) to Canada since 1986, 1991, and 2005 and % of state goal since 2005.

	Cumulative Contributions to Canada			2005 Annual Goal	% of Goal Since 2005
	Since 1986	Since 1991	Since 2005		
Alabama	\$ 1,250,962	\$ 842,906	\$ 268,138	\$ 84,000	63.84
Alaska					
Arizona	\$ 205,000	\$ 205,000	\$ 125,000	\$ 44,000	56.82
Arkansas	\$ 3,822,000	\$ 3,330,000	\$ 1,425,000	\$ 494,000	57.69
California	\$ 9,641,918	\$ 7,069,075	\$ 1,407,620	\$ 818,000	34.42
Colorado	\$ 649,500	\$ 649,500	\$ 88,000	\$ 180,000	9.78
Connecticut	\$ 14,000	\$ 14,000	\$ 10,000	\$ 41,000	4.88
Delaware	\$ 1,167,525	\$ 713,025	\$ 200,000	\$ 46,000	86.96
Florida	\$ 170,000	\$ 170,000	\$ 125,000	\$ 152,000	16.45
Georgia	\$ 48,000	\$ 48,000	\$ 20,000	\$ 85,000	4.71
Hawaii					
Idaho	\$ 510,400	\$ 309,400	\$ 50,500	\$ 174,000	5.80
Illinois	\$ 8,822,075	\$ 7,222,075	\$ 1,888,000	\$ 310,000	121.81
Indiana	\$ 1,112,149	\$ 711,436	\$ 30,000	\$ 87,000	6.90
Iowa	\$ 891,829	\$ 624,879	\$ 107,927	\$ 208,000	10.38
Kansas	\$ 792,090	\$ 245,150	\$ 125,000	\$ 167,000	14.97
Kentucky	\$ 966,676	\$ 615,000	\$ 250,000	\$ 74,000	67.57
Louisiana	\$ 6,463,296	\$ 4,667,435	\$ 994,607	\$ 1,004,000	19.81
Maine	\$ -	\$ -	\$ -	\$ 67,000	0.00
Maryland	\$ 109,330	\$ 5,000	\$ -	\$ 160,000	0.00
Massachusetts	\$ 1,240,915	\$ 1,016,055	\$ 212,309	\$ 73,000	58.17
Michigan	\$ 5,000	\$ 5,000	\$ 5,000	\$ 316,000	0.32
Minnesota	\$ 946,220	\$ 796,220	\$ 250,000	\$ 704,000	7.10
Mississippi	\$ 1,008,456	\$ 850,000	\$ 450,000	\$ 166,000	54.22
Missouri	\$ 4,726,938	\$ 4,129,538	\$ 1,295,000	\$ 219,000	118.26
Montana	\$ 108,000	\$ 45,000	\$ 45,000	\$ 117,000	7.69
Nebraska	\$ 826,000	\$ 826,000	\$ 248,000	\$ 177,000	28.02
Nevada	\$ 80,000	\$ 80,000	\$ 30,000	\$ 60,000	10.00
New Hampshire	\$ -	\$ -	\$ -	\$ 31,000	0.00
New Jersey	\$ 449,500	\$ 400,000	\$ 160,000	\$ 101,000	31.68
New Mexico	\$ -	\$ -	\$ -	\$ 34,000	0.00
New York	\$ 1,066,632	\$ 598,732	\$ 30,000	\$ 251,000	2.39
North Carolina	\$ 515,629	\$ 438,456	\$ 250,000	\$ 161,000	31.06
North Dakota	\$ 200,000	\$ 200,000	\$ 100,000	\$ 241,000	8.30

Table 4 (cont.). Cumulative state contributions (through 2010) to Canada since 1986, 1991, 2005 and % of state goal since 2005.

	Cumulative Contributions to Canada			2005 Annual Goal	% of Goal Since 2005
	Since 1986	Since 1991	Since 2005		
Ohio	\$ 3,038,521	\$ 2,475,345	\$ 746,459	\$ 150,000	99.53
Oklahoma	\$ 1,168,000	\$ 1,168,000	\$ 375,000	\$ 133,000	56.39
Oregon	\$ 293,500	\$ 50,000	\$ -	\$ 239,000	0.00
Pennsylvania	\$ 280,000	\$ 180,000	\$ 50,000	\$ 213,000	4.69
Rhode Island	\$ -	\$ -	\$ -	\$ 12,000	0.00
South Carolina	\$ 2,371,744	\$ 1,150,231	\$ 224,505	\$ 127,000	35.36
South Dakota	\$ 183,665	\$ 175,000	\$ 90,000	\$ 185,000	9.73
Tennessee	\$ 2,648,000	\$ 2,642,000	\$ 542,000	\$ 153,000	70.85
Texas	\$ 2,218,364	\$ 1,779,540	\$ 704,508	\$ 693,000	20.33
Utah	\$ 150,000	\$ 150,000	\$ 20,000	\$ 184,000	2.17
Vermont	\$ 148,628	\$ 148,628	\$ 68,007	\$ 30,000	45.34
Virginia	\$ 5,000	\$ 5,000	\$ 5,000	\$ 109,000	0.92
Washington	\$ 45,000	\$ 45,000	\$ -	\$ 323,000	0.00
West Virginia	\$ 476,200	\$ 191,200	\$ 25,000	\$ 7,000	71.43
Wisconsin	\$ 4,177,731	\$ 3,201,815	\$ 926,982	\$ 484,000	38.31
Wyoming	\$ 100,000	\$ 100,000	\$ -	\$ 48,000	0.00
<b>Totals</b>	<b>\$ 65,114,392</b>	<b>\$ 50,288,641</b>	<b>\$ 13,967,561</b>		

Table 5. North American Wetlands Conservation Act grants to states relative to cumulative state contributions to Canadian NAWMP-NAWCA projects, 1991-2011.

	# of Projects Funded	NAWCA Grant Amount to State Agency	%	Rank	State Contributions to Canada Since 1991	%	Rank	Ratio of Grants to Contributions
Alabama	4	\$ 4,000,000	0.029	13	\$ 842,906	0.006	14	4.75
Alaska								∞
Arizona					\$ 205,000	0.002	27	0.00
Arkansas	6	\$ 2,454,425	0.018	19	\$ 3,330,000	0.024	5	0.74
California	9	\$ 5,350,551	0.039	11	\$ 7,069,075	0.052	2	0.76
Colorado	1	\$ 47,000	0.000	38	\$ 649,500	0.005	19	0.07
Connecticut	4	\$ 351,168	0.003	32	\$ 14,000	0.000	41	25.08
Delaware	2	\$ 335,000	0.002	33	\$ 713,025	0.005	17	0.47
Florida	6	\$ 516,796	0.004	30	\$ 170,000	0.001	32	3.04
Georgia	6	\$ 6,000,000	0.044	8	\$ 48,000	0.000	38	125.00
Hawaii	1	\$ 1,000,000	0.007	28				∞
Idaho	2	\$ 304,000	0.002	35	\$ 309,400	0.002	25	0.98
Illinois	3	\$ 1,341,000	0.010	25	\$ 7,222,075	0.053	1	0.19
Indiana	1	\$ 800,000	0.006	29	\$ 711,436	0.005	18	1.12
Iowa	23	\$ 15,097,745	0.111	1	\$ 624,879	0.005	20	24.16
Kansas	9	\$ 6,371,500	0.047	7	\$ 245,150	0.002	26	25.99
Kentucky	3	\$ 2,050,937	0.015	21	\$ 615,000	0.005	21	3.33
Louisiana	5	\$ 3,042,000	0.022	17	\$ 4,667,435	0.034	3	0.65
Maine	13	\$ 9,389,500	0.069	3				∞
Maryland	2	\$ 1,664,000	0.012	24	\$ 5,000	0.000	42	332.80
Massachusetts	1	\$ 75,000	0.001	37	\$ 1,016,055	0.007	12	0.07
Michigan	3	\$ 260,000	0.002	36	\$ 5,000	0.000	42	52.00
Minnesota	14	\$ 8,846,425	0.065	4	\$ 796,220	0.006	16	11.11
Mississippi	11	\$ 8,639,800	0.063	5	\$ 850,000	0.006	13	10.16
Missouri	2	\$ 1,998,905	0.015	22	\$ 4,129,538	0.030	4	0.48
Montana	5	\$ 1,897,951	0.014	23	\$ 45,000	0.000	39	42.18

Table 5 (cont.). North American Wetlands Conservation Act grants to states relative to cumulative state contributions to Canadian NAWMP-NAWCA projects, 1991-2004.

	# of Projects Funded	NAWCA Grant Amount to State Agency	%	Rank	State Contributions to Canada Since 1991	%	Rank	Ratio of Grants to Contributions
Nebraska			0.000		\$ 826,000	0.006	15	0.00
Nevada			0.000		\$ 80,000	0.001	36	0.00
New Hampshire			0.000					∞
New Jersey	4	\$ 5,365,000	0.039	10	\$ 400,000	0.003	24	13.41
New Mexico			0.000					∞
New York	3	\$ 1,021,771	0.008	27	\$ 598,732	0.004	22	1.71
North Carolina	7	\$ 3,357,089	0.025	15	\$ 438,456	0.003	23	7.66
North Dakota	2	\$ 378,931	0.003	31	\$ 200,000	0.001	28	1.89
Ohio	8	\$ 3,063,450	0.023	16	\$ 2,475,345	0.018	8	1.24
Oklahoma	7	\$ 2,271,305	0.017	20	\$ 1,168,000	0.009	10	1.94
Oregon	1	\$ 38,369	0.000	39	\$ 50,000	0.000	37	0.77
Pennsylvania			0.000		\$ 180,000	0.001	30	0.00
Rhode Island	4	\$ 3,572,100	0.026	14				∞
South Carolina	10	\$ 5,400,000	0.040	9	\$ 1,150,231	0.008	11	4.69
South Dakota	3	\$ 312,385	0.002	34	\$ 175,000	0.001	31	1.79
Tennessee	20	\$ 11,346,133	0.083	2	\$ 2,642,000	0.019	7	4.29
Texas	7	\$ 2,950,461	0.022	18	\$ 1,779,540	0.013	9	1.66
Utah			0.000		\$ 150,000	0.001	33	0.00
Vermont			0.000		\$ 148,628	0.001	34	0.00
Virginia	2	\$ 1,325,000	0.010	26	\$ 5,000	0.000	42	265.00
Washington	10	\$ 5,329,057	0.039	12	\$ 45,000	0.000	39	118.42
West Virginia			0.000		\$ 191,200	0.001	29	0.00
Wisconsin	11	\$ 8,543,770	0.063	6	\$ 3,201,815	0.024	6	2.67
Wyoming			0.000		\$ 100,000	0.001	35	0.00

\* Multi-state projects have not been allocated among states

Table 6. State responses to select survey questions (30 states responded to survey)

<b>1. Awareness of NAWMP/NAWCA</b>	Highly Aware	Somewhat Aware	Not Aware	Total Response
Agency	87%	10%	0%	30
Commission	14%	55%	27%	22
Director	63%	27%	7%	30
<b>2. Awareness of AFWA \$10M Resolution</b>	Highly Aware	Somewhat Aware	Not Aware	Totals
Agency	60%	33%	3%	30
Commission	0%	18%	77%	22
Director	53%	27%	17%	30
<b>2a. Awareness of State Contributions not exceeding \$3M annually</b>	Highly Aware	Somewhat Aware	Not Aware	Totals
Agency	30%	57%	10%	30
Commission	5%	5%	86%	22
Director	30%	33%	33%	30
<b>4. State funds committed to Canada</b>	Yes	No	Total Responses	
	47%	53%	30	
<b>4a. State funds obligated to Canada</b>	Yes	No		
	32%	68%	28	
<b>5. State funds flow through DU</b>	Yes	No		
	89%	11%	28	
<b>6. Impediments to providing funds to Canada</b>	Yes	No		
	43%	57%	28	
<b>8. Anticipated five year trend for State contribution to Canada</b>	None	Less	Level	More
	13%	13%	60%	13%

**Appendix A.**

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**State Contributions to Canadian  
NAWMP/NAWCA Projects  
Framework for Action – 2011 - 2016**



**Submitted to:  
Bird Conservation Committee and  
Waterfowl Working Group  
September 13-14, 2011**

### ***The Need for an Action Plan Framework and State Contributions to Canada***

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The Association of Fish & Wildlife Agencies established a goal for states to collectively contribute \$10 million per year to North American Waterfowl Management Plan (NAWMP) projects on the Canadian breeding grounds. This goal has never been achieved, yet the need for breeding habitat remains vitally important for the future of waterfowl hunting and viewing in the United States.

Using new science and adaptive management principles, the Canadian Joint Ventures have identified a need for an additional 20 million acres of habitat to support NAWMP waterfowl population goals. It is estimated that at today's costs it will require a new investment of two billion dollars over the next 20 years. As a result, the Task Force on State Contributions to Canadian NAWMP Projects recommends that the Association remain committed to the \$10 M per year goal and that this Action Plan Framework be adopted to coordinate and stimulate activities that will help states to achieve the Association's goal over the next 5 to 10 years.

States, as NAWMP partners, are responsible for initiating many projects in Canada. State funding provides non-federal monies which are matched by Ducks Unlimited and in turn matched by federal funds through the North American Wetland Conservation Act (NAWCA) and finally Canadian partners contribute funds — it all starts with State contributions.

The projects on the Canadian breeding grounds address many issues beyond just waterfowl. NAWMP partners have recognized that investing in wetland projects helps to address key issues such as: conserving the boreal forest which contains 35% of the world's wetlands, changing climatic conditions which affect habitat quality and waterfowl population viability, alternative energy development pressures and direct impacts on wetland drainage - thus waterfowl populations, government and societal recognition of the value of the continent's natural capital and the goods

and services we derive from it, and that environment health and sustainability contribute to the quality of life in North America. The general public and hunters desire to have sound water conservation strategies, landscape-based approaches to conservation of wildlife and endangered species, sound planning models for energy development projects, and maintenance of green spaces and wild lands.

State funding of Canadian breeding grounds is an important element in the Association's strategy for achieving the NAWMP goals.

### ***North American Waterfowl Management Plan (NAWMP)***

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The North American Waterfowl Management Plan ("NAWMP" or "the Plan") is an international action strategy for conserving migratory waterfowl throughout the continent. The purpose of the Plan is to sustain abundant waterfowl populations while preserving the traditions of wildfowling and achieving broad benefits to biodiversity, ecosystem processes and the people of North America. Plan initiatives are guided by science and are accomplished by partnerships that conserve habitats and sustain waterfowl populations. The Plan is a partnership of federal, provincial/state and municipal governments, non-government organizations (NGOs), private companies and many individuals, all working towards conserving wetlands to benefit waterfowl and other wildlife—as well as people. The Plan's unique combination of science, conservation and partnerships comprises its exemplary conservation legacy. The North American Waterfowl Management Plan is considered one of the most successful conservation initiatives in the world.

Significant funding for the plan activities is catalyzed by Congress through the North American Wetland Conservation Act (NAWCA). Funds are distributed in Mexico, Canada, and the United States with a current allocation of 5%, 45%, and 50%, respectively. Every federal dollar provided by NAWCA must be matched by at least one dollar from non-

federal sources. Non-federal funds are provided by conservation organizations, private sources, state wildlife agencies, and others. In 2010, for the first time since its inception, NAWCA began to allow Canadian funding sources to count toward the dollar-for-dollar match required by the U.S. government. Because the program is so effective, NAWCA funds are usually tripled or quadrupled on the local level. Since its inception, more than 1,600 NAWCA projects have contributed to the conservation of more than 25 million acres of habitat across North America.

State wildlife agencies are critical contributors for the initiation of waterfowl habitat retention and restoration projects in the Canadian breeding grounds. These projects are vitally important to hunters and other outdoor enthusiasts throughout North America because 70% of waterfowl breed in Canada, producing an average of 26 million ducks per year. For every dollar state agencies contribute to Canadian projects, Ducks Unlimited matches the state contribution and in turn these funds are matched by NAWCA. Since 1986, state agencies have contributed almost \$60 million (13% of the \$431 million U.S. non-federal match) to Canadian projects, while Canadian provincial and territorial contributions have been \$265 million. In total during this period, \$1.74 billion (Cdn) have been invested in waterfowl and wetland conservation projects in Canada by U.S. and Canadian partners.

### ***Future of NAWMP Funding***

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The appropriation authorization for NAWCA was increased to \$75 million for FY 2007 through FY 2012. However, the annual appropriation of funds by Congress has been \$50 million or less, and under the current fiscal restraints the 2012 funding may be much lower. NAWCA is due to be reauthorized soon and in order to begin the process, Rep. Rob Wittman (VA), along with Rep. John Dingell (MI), recently introduced H.R. 1960, which proposes to maintain the existing level of authorization. Conservation organizations throughout North America support the continued funding of NAWCA and other conservation initiatives and

are working together to support sustained funding.

The Association of Fish & Wildlife Agencies (AFWA) established a Task Force in the fall of 2010 to examine the progress state agencies have made in contributing to AFWA's goal for states to collectively contribute up to \$10 million per year to Canadian NAWMP projects. Since the 1991 resolution establishing this goal, the annual contributions of state agencies has never exceeded \$3 million. Current economic conditions are causing states and other NAWMP partners to evaluate their allocation of limited resources among conservation programs, including those in the waterfowl breeding grounds in Canada.

The Framework presented in this paper looks toward the future needs for waterfowl production in North America. It outlines a path forward to coordinate the efforts of Canadian and U.S. partners to retain and restore waterfowl habitat in the breeding grounds.

### ***Why a Framework for Action?***

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The Framework has been prepared by the Waterfowl Working Group Task Force, which is made up of state wildlife agency directors and senior staff from all four flyway regions and from other NAWMP partners. In preparing the Framework, the Task Force reviewed past contributions of state agencies to Canadian projects, hunter and duck harvest data, survey results from state directors/agencies, and held numerous discussions including an action planning workshop at the North American Wildlife and Natural Resources Conference held in Kansas City, MO in March 2011.

The Framework is a guide for state agencies and the waterfowl community. With over 25 years of NAWMP knowledge, experience and achievements to build on, and an emerging revision to the NAWMP (expected release in early 2012), the Framework provides a foundation on which to base further action to sustain and increase state contributions to continental management of waterfowl and their breeding habitat in Canada.



The Framework is also a guide for the conservation and waterfowl communities, including corporations, governments at all levels, and non-governmental organizations, as to how they can engage with the NAWMP in addressing waterfowl and wetland conservation issues of common concern on a continental basis.

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### *The Next 5 Years – 2011 to 2016*

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The NAWMP has pioneered a public private partnership approach, forging alliances to achieve healthy and sustainable landscapes. Its progress has relied on conservation organizations joining forces with federal, provincial, and state governments, industry, private companies, individuals and private landowners. Successful conservation depends on strong partnerships. Each partner has a unique interest and benefits directly by being part of and contributing to NAWMP initiatives.

While the unique and diverse partnerships have made significant gains, the task of conserving wetlands is a growing one. As government policy emerges to address environmental issues such as: wetlands and water conservation, growing demand for energy, needs of endangered species, carbon sequestration, and sustainable resource development, we are seeing new challenges.

There are also opportunities that provide tremendous optimism for the waterfowl community. Securing wetlands and associated habitats and improving the biological foundations and understanding of the human dimensions of waterfowl management present exciting opportunities for NAWMP partners.

For hunters to continue having opportunities to successfully harvest waterfowl, to increase participation in outdoor recreation, and to ensure habitat exists for a broad diversity of wetland related species, states need to invest in the waterfowl breeding grounds. State agencies can contribute significantly to raising the awareness and understanding of the need for continental scale investments in waterfowl habitat. They can

show leadership by contributing toward the \$10 million goal established by AFWA.

### *Vision for State Investments in Canadian Projects*

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**Vision: Association of Fish and Wildlife Agencies maximize contributions in support of the \$10 million per year goal for U.S. non-federal match funding for North American Waterfowl Management Plan (NAWMP) projects in Canada.**

### **Guiding Principles of the Action Plan Framework and NAWMP:**

- Waterfowl are among North America's most highly valued natural resources.
- Wetland and associated upland conservation must increase in real terms and be focused on existing NAWMP objectives or those identified in the 2012 NAWMP revision.
- Funding for waterfowl habitat initiatives should come from the hunting community and public agencies.
- State agencies benefit from continental scale management of waterfowl habitat and financial investments in the breeding grounds provide economic and social benefits.
- Waterfowl populations should be sustained at objective levels across their natural ranges to provide ecological and socioeconomic benefits.
- Protecting North American waterfowl populations and their habitats requires long-term planning and close coordination of management activities across North America.
- The U.S., Canada, and Mexico have made significant commitments to international migratory bird agreements and all partners should contribute to these commitments.
- Mutual accountability and transparency should continually improve to ensure continued public and private support for habitat investments.

## ***Key Elements***

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The following elements are central to the future of continental management of waterfowl and the prerequisite of protecting Canadian breeding ground habitat. These key elements are directly related to the critical sustainability and environmental issues identified in the NAWMP Value Proposition and summarized in the next section. The way in which these elements are addressed has implications for the NAWMP partnership and the ongoing investments by states agencies for continental management of waterfowl and their habitats. The means to implement these key elements will be identified by an Action Plan to be developed by the Association's Bird Conservation Committee and Waterfowl Working Group.

### **1. Increased awareness of NAWMP/NAWCA**

Ongoing education provided for Commissioners, Directors, and agency staff to encourage participation in continental scale programs for waterfowl habitat retention and restoration.

### **2. Effective information sharing**

Mechanisms are available for generating and sharing information at state, regional, and national events for Directors, Commissioners, and agency staff.

### **3. Links to habitat Joint Venture Plans**

Identified habitat needs and programmatic approaches are communicated to state and other funding partners.

### **4. Recognition of project benefits**

The achievement of project results and benefits to continental population and habitat goals are measured, acknowledged, and reported to states and regional/national organizations.

### **5. Innovative funding sources**

Expanded funding sources are identified and a financial incentive system is created for state

agencies contributing toward planned annual targets in support of \$10M AFWA goal.

### **6. Legislative changes**

Mechanisms for targeted revenue sources and investments of state funds in the breeding grounds, outside state boundaries and in support of continental objectives, are adopted by state legislatures.

### **7. Breeding ground visits**

Canadian partners regularly host tours and other events for state officials and contributing U.S. partners to better demonstrate the habitat needs and achievements.

### **8. Return on investment reporting**

Canadian partners make available regular reports on state and partner contributions and their return on investment in terms of habitat securement and waterfowl production—benefits to hunters.

### **9. Hunter awareness and support**

Hunters and other stakeholders actively support state agency investments in breeding grounds to sustain the tradition of wildfowling.

### **10. Effective partnerships**

NAWMP partners collaborate effectively to work toward the achievement of AFWA's goal for providing U.S. non-federal match for NAWCA funding of Canadian projects.

## ***Critical Sustainability and Environmental Issues***

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The \$10M AFWA goal established in 1991 is based on the habitat needs in Canada. These needs have been updated since the NAWMP began using new science and adaptive management principles.

The Canadian Habitat Joint Venture's science-based implementation plans propose that an additional 20 million acres of habitat is required

in Canada to support the NAWMP waterfowl population goals. At current costs of land, project implementation and ongoing management, in today's dollars, \$US 2 billion will be required over the next 20 years to address habitat sustainability and environmental issues. For example, the Prairie Habitat Joint Venture has identified a need to conserve an additional 16 million acres by 2023 (PHJV Implementation Plan, 2009), while seeking policy reform to ensure that the 54 million acres of existing natural habitat remains intact. Therefore, the Task Force believes the \$10M AFWA goal remains relevant and state agencies, as NAWMP partners, should play a significant role in contributing to the implementation of effective landscape level plans to address sustainability and environmental issues. The key issues are:

- Conserving the vast boreal forest region of Canada and Alaska that contains 35 percent of the world's wetlands and is home to 12 to 14 million breeding ducks— this amounts to approximately 40 percent of the continental breeding duck population in some years.
- Growing human populations, in North America and around the world, are increasing demands for fresh water, food, fiber, energy and living space, all of which contribute to continued loss and degradation of wetlands.
- Climate change is having a significant effect on weather patterns, directly affecting habitat quality and waterfowl population viability.
- Alternative energy sources like wind power and ethanol feedstock (fuel crops) production, thus land use conversion, have a direct impact on waterfowl conservation efforts.
- Governments, industries, communities and society as a whole are realizing the importance and value of our continent's "natural capital" and the tremendous goods and services we derive from it.
- Environmental health and sustainability contribute significantly to the quality of life in

North America and the recent focus on environmental legislation, policy and initiatives such as provincial and state water conservation strategies, landscape approaches to protecting species at risk, and alternative energy development to deal with effects of climate change are evidence of society's ever changing demands.

- Resource-based industries are realizing the importance of maintaining a "social license" to operate and place greater emphasis on conservation and stewardship. Communities are placing greater emphasis on maintaining green spaces, conserving water and improving environmental health.

### *Conclusion*

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The benefits derived from activities in Canada, carried out under the NAWMP partnership, extend across North America and well beyond waterfowl conservation. NAWMP accomplishments support other migratory bird species and contribute to the continental goals of the North American Bird Conservation Initiative (NABCI). Wetland ecosystems provide important habitat for a myriad of wildlife species, from aquatic invertebrates to large mammals, some of which are endangered species. Wetland conservation thus contributes to maintaining the world's biological diversity. In addition, many other ecological goods and services are provided: improved water quality and supply, flood and erosion control, carbon sinks that help mitigate climate change, and an array of recreational opportunities. Healthy and abundant wetland ecosystems are key to a healthy planet today and for future generations.

Wetlands and their associated upland habitats are critical to achieving desired waterfowl populations and maintaining the tradition of wildfowling in North America.

The State Contributions to Canadian NAWMP Projects—Framework for Action – 2011 – 2016 is a guide for the Association of Fish & Wildlife Agencies and the NAWMP partnership. It

provides a foundation for creating sustainable funding for NAWMP/NAWCA projects in the Canadian breeding grounds. The Framework provides the groundwork for the Association's Bird Conservation Committee and Waterfowl Working Group to further develop comprehensive strategies and an action plan for enhancing partnerships between state agencies and Canadian NAWMP partners.

The Framework puts forward ten key elements that are central to the future of sustaining North American waterfowl populations, breeding ground wetlands, and their associated habitats. These key elements are directly related to the sustainability and environmental issues identified by NAWMP partners

**Appendix B.**

**IAFWA Resolution No. 2, September 11, 1991**

**STATE FUNDING FOR THE NORTH AMERICAN WATERFOWL MANAGEMENT PLAN**

**WHEREAS**, the states have expressed a commitment to the goals and objectives of the North American Waterfowl Management Plan since its inception; and

**WHEREAS**, the states have continued to provide financial support for Canadian North American Waterfowl Management Plan projects; and

**WHEREAS**, it is essential to demonstrate continued strong state financial support for full implementation Of the North American Waterfowl Management Plan in Canada and to provide support for reauthorization of the North American Wetlands Conservation Act;

**NOW, THEREFORE, BE IT RESOLVED** that the International Association of Fish and Wildlife Agencies and the states shall strive to maximize state support in the range of \$10 million per year from the states as U.S. matching funds for North American Waterfowl Management Plan projects in Canada and that the North American Waterfowl Management Plan Implementation Committee of the International Association of Fish and Wildlife Agencies continue to explore, through the Flyway Councils and other appropriate avenues, ways and means of achieving this goal.

**Appendix C.**

**IAFWA RESOLUTION #2005-6  
URGING FINANCIAL SUPPORT FOR IMPLEMENTATION OF THE  
NORTH AMERICAN WATERFOWL MANAGEMENT PLAN (NAWMP)**

**WHEREAS**, the North American Waterfowl Management Plan (NAWMP), due in large part to collaborative partnerships, has been the most successful continental waterfowl conservation effort in history, benefiting recreationally and economically important waterfowl and other wetland-related species throughout Canada, the United States and Mexico; and

**WHEREAS**, the 2004 Update of the NAWMP, while noting the many conservation gains of these partnerships, identifies that these habitat conservation accomplishments remain short of the goals of the Plan, and that competing interests and new threats continue to erode critical wetlands and waterfowl habitats across North America; and

**WHEREAS**, the North American Wetlands Conservation Act (NAWCA) provides a significant source of funding for wetland and waterfowl projects in both Canada and the United States; and

**WHEREAS**, all states have received significant funding from NAWCA for long-term habitat conservation projects within the states; and

**WHEREAS**, NAWCA requires that a minimum percentage of Act funds be used outside the U.S., and further requires that all U.S. federal funds sent to Canada through NAWCA be matched at a ratio of at least 1:1 by non-federal funds originating in the United States; and

**WHEREAS**, in 1991 the IAFWA passed a resolution that established a goal for the State Fish and Wildlife Agencies of contributing \$10 million annually for NAWMP/NAWCA habitat projects in Canada; and that goal has not been reached, there is a shared interest in working to increase the collective contribution of states and make progress toward the \$10 million goal, recognizing that states differ in their capability to attain individual goals.

**NOW, THEREFORE, BE IT RESOLVED**, that the International Association of Fish and Wildlife Agencies affirms the original \$10 million annual goal and its commitment to making progress toward that goal; and

**BE IT FURTHER RESOLVED**, that the International Association of Fish and Wildlife Agencies encourages each state to establish a minimum annual contribution, based on the state's proportion of active adult waterfowl hunters and duck harvests averaged over the period from 1970 through 1999, to help achieve the \$10 million goal; and

**BE IT FURTHER RESOLVED**, that the International Association of Fish and Wildlife Agencies urges each state to develop a five-year plan, for 2006-2010, to make progress toward their individual state's goal.

**Appendix D.**

**DRAFT RESOLUTION #2011-X  
URGING FINANCIAL SUPPORT FOR IMPLEMENTATION OF THE NORTH  
AMERICAN WATERFOWL MANAGEMENT PLAN (NAWMP) AND THE NORTH  
AMERICAN WETLANDS CONSERVATION ACT (NAWCA)**

**WHEREAS**, the North American Waterfowl Management Plan (NAWMP), has been the most successful continental wildlife conservation effort in history, benefiting recreationally and economically important waterfowl and other wetland-related species throughout Canada, the United States and Mexico; and

**WHEREAS**, hunters and anglers in the United States spend \$76 billion per year, and hunting and fishing activities support more than 1.6 million jobs and generate more than \$25 billion a year in federal, state, and local taxes, and

**WHEREAS**, 2011 marks the 25<sup>th</sup> anniversary of the signing of the NAWMP which has contributed to the protection, restoration and enhancement of more than 27 million acres of wetlands and associated habitats in Canada, the United States and Mexico; and

**WHEREAS**, the 2012 revision of the NAWMP currently in progress acknowledges these habitat accomplishments but also recognizes there are increasing threats to critical waterfowl habitat across North America and identifies the need to redouble our conservation efforts, reverse the decline in hunter numbers, and reach out to other members of society who could contribute to and benefit from wetland and waterfowl conservation; and

**WHEREAS**, NAWCA has facilitated the conservation of 25 million acres of wetlands and associated habitats in all 50 states, Canada, Mexico, Puerto Rico and the U.S. Virgin Islands involving more than 4400 public-private partnerships and \$1 billion of federal funds matched with over \$3.4 billion in non-federal funding which creates an average of 3,800 new jobs annually; and

**WHEREAS**, the North American Wetlands Conservation Act (NAWCA) signed into law in December 1989, and most recently reauthorized at \$75 million in 2006, and up for reauthorization in 2011, provides a significant source of funding for wetland and waterfowl projects in Canada, the United States, and Mexico; and

**WHEREAS**, NAWCA requires that a minimum of 30 percent of Act funds be used outside the U.S., and further requires that U.S. federal funds sent to Canada through NAWCA be matched at least 1:1 by non-federal funds, of which at least 50 percent must originate within the United States; and

**WHEREAS**, in 1991 and again in 2005 the Association of Fish and Wildlife Agencies passed resolutions that established a goal for the State Fish and Wildlife Agencies of contributing \$10 million annually for NAWMP/NAWCA habitat projects in Canada, and because that goal has not yet been reached, there is a shared interest in working to increase the collective contribution of states and make progress toward that goal, recognizing that states differ in their capability to attain individual goals.

**NOW, THEREFORE, BE IT RESOLVED**, that the Association of Fish and Wildlife Agencies reaffirm the original goal for states to strive to maximize their support in the range of \$10 million per year as U.S. matching funds for North American Waterfowl Management Plan projects in Canada; and

**BE IT FURTHER RESOLVED**, that the Association of Fish and Wildlife Agencies commit to making progress toward achieving the \$10 million goal by encouraging each state to make an annual contribution, based on the state's proportion of active adult waterfowl hunters and duck harvests averaged over the period from 1970 through 2009; and

**BE IT FURTHER RESOLVED**, that the Association of Fish and Wildlife Agencies adopt the Action Plan Framework recommended by the Task Force on State Contributions to Canadian NAWMP/NAWCA Projects and continue to develop, through the Bird Conservation Committee, and other appropriate avenues, a detailed Action Plan to identify ways and means of achieving the \$10 million goal and to encourage states and other partners to review and adopt relevant actions contained within the Action Plan.



**Appendix E.**

**2011 Task Force Membership**

Co-chair: Wayne MacCallum (MA)  
Co-chair: Ross Melinchuk (TX)

**Members:**

Larry Voyles, AZ  
Jeff Ver Steeg, CO  
Terry Steinwand, ND  
Rex Amack, NE  
Jimmy Anthony, LA  
Tom Hauge, WI  
Nick Wiley, FL  
John Frampton, SC  
Scott Yaich, DU Inc.  
Pat Kehoe, DU Canada  
Dean Smith, AFWA

**Alternates and Contributors:**

Mike Rabe, AZ  
Ricky Lien, WI  
Jim Douglas, NE  
David Kustersky, DU Canada

## Appendix F.

### Summary of Task Force Survey of State Agency Directors

#### Q1 – Addressing “not aware or somewhat aware” groups within each state:

##### Agency:

- **Greatest awareness is at the management/staff level** and those active in the Flyway. A variety of methods to increase awareness could be effective, joint (AFWA/NAWMP/State) email, informational sessions as AFWA, personal contact, or through the joint ventures and committee work of regional associations and AFWA.

##### Commission: (if applicable):

- Some current Commissioners have general awareness that is probably adequate; however, as individuals change on the Commission, it is **important to make individuals more aware**. An **information session at AFWA** and regional association meetings (e.g. WAFWA) and events, where Commissioners are likely to attend, would help Commission members to understand the larger scale issues and how contributions to Canada benefit wildlife.
- Ducks Unlimited provides a **nice brochure on direct benefits** to [state] based contribution to Canada habitat projects. **Briefing paper(s) describing the program and the benefits** to States that participate can be provided at information sessions, via the AFWA (or other) website, through e-mail, and other meetings.
- The **state agency can and will continue to keep the Commission aware** of NAWMP/NAWCA by internal briefings.
- **Personal contact or scheduled meeting/tour** with Commissioners would be helpful — visit the breeding grounds of Canada.
- Some Commissions are not involved in funding decisions, so additional awareness would not provide any direct benefit.

##### Director:

- **Information sessions at AFWA** would be appropriate, as would sessions at WAFWA, MAFWA summer director’s meeting, etc.
- **Personal contact** or an overview of options to support habitat conservation efforts for waterfowl in Canada would be good start.
- The **Wildlife Division staff will take the lead to inform** the Director of this program (comment limited to one or two states).

### Q3 - Source of state funds used for Canadian NAWMP/NAWCA Projects:

#### Waterfowl/Wildlife Stamps

- Approximately 45% of states contributing to breeding ground habitat projects use revenues exclusively from the **sale of stamps and/or associated prints** to make habitat investments.
- Some state agencies **by law contribute a portion of their waterfowl/wildlife stamp money** to conservation organization(s) [ranging from 30 to 100 percent of sales), and some use a combination of stamp/print sales along with a portion of license revenues or other sources.

#### Hunting Licenses

- **Hunting licenses** are the other source of funds used by state agencies (approximately 50% of states) for conservation projects in Canada, for example, states use from 10 to 100% of basic hunting license fees. Some states use a percentage of all license sales or waterfowl specific license sales, while others use a fixed amount from only non-resident licenses.
- Some states have **statutes requiring these funds to be invested** on the waterfowl breeding grounds. Other states have a **surcharge on small game hunting licenses and special funds** for natural resource management which is created by their state lottery sales.
- Other sources include: **non-resident hunting license sales** (50% in one state); **nongame funds generated by state income tax check-off** (only supplemental source in one state); and appropriation of funds from the Wildlife and Fish Fund (created by licenses and permits)
- Florida has a unique funding source that comes primarily from **state documentary stamp taxes derived from real estate transactions** and allocated to the agency for conducting conservation.

#### Budget Line Items

- Budget line items are used to identify funds for conservation projects, but these line items may reference the source as license fees or a fund created by the sale of licenses. **It does not appear that general revenue is used.**
- One agency does not allocate any revenue specifically to the program. However, they noted that funds are submitted in support of various management programs that contribute to the NAWMP/NAWCA programs through additional dues or assessments to national flyway councils and joint-venture organizations.

### Q4 – State funding is “committed” exclusively for habitat projects in Canada (amounts and mechanisms)

In general, there was a **limited amount of detail provided by survey respondents**, considering the number of states that do contribute to Canadian projects. However, Q4 and Q4a both provide ideas for mechanisms to contribute.

#### DU Agreements

- For organizations that commit funds (**NOT** required to contribute by statute or regulation), commitment often through a **contract with Ducks Unlimited**. The terms of the agreements **highly variable** — some are for only one year, while others are for a 5 year period with specific reference to waterfowl habitat in a specific province. Examples include: Arizona commits \$25,000 from duck

stamp funds through a **collection agreement**; other agencies use an **annual sole-source contract**, while still others are required to use a **competitive process** to award their contracts.

### **Commission Involvement**

- Some states have the **Commission decide how the allocation will be made**, while other states do not involve their Commissions in this level of detail. For example, Mississippi Waterfowl program staff recommend funding of projects to the Commission, which in turn approves projects on an annual basis. In addition to DU contribution, up to \$70,000 has gone to Delta Waterfowl's ALUS program (which is not NAWCA match eligible).

### **Special Situations**

- In some states, the funds are appropriated through the Wildlife Division each year and may pass through DU for NAWCA match purposes or there are two or three states which **direct their funds toward AFWA**, which in turn distributes the money to the Prairie Shores Program in Canada.

### **Q4a - State funding is “obligated” exclusively for habitat projects in Canada (amounts and mechanisms)**

- Regardless of the source, funds are most often distributed through **contracts with Ducks Unlimited or other NGOs**.

#### **Statute or General Assembly**

- A **few agencies identify obligated funds**, often targeted to areas in Canada and are **legislatively directed** to be contributed to agencies along the Flyway for the propagation, management, and protection of ducks and geese.
- Some agencies identify **specific dollar amounts** (e.g. \$1.00) from the sale of each non-resident license through statute. Others simply identify a percentage (e.g. 10%) of hunting license fees.
- State statutes are also used to **obligate a portion** (e.g. 25% or 33% or 40%) of the annual revenue from **waterfowl/wildlife stamp sales** for habitat work in Canada that benefits hunters in their Flyway.

#### **Policy**

- **Policy, rather than statutes** are also used, for example one state has established a policy, whereby one-third of their duck stamp income is dedicated to conservation projects on the northern breeding grounds.

### **Q5 - Funds routed through Ducks Unlimited for NAWCA match**

- **Approximately 90%** of all state agencies contributing money to Canadian projects **utilize Ducks Unlimited for matching funds**. Some variations of agreements exist, but generally *a contract between DU and the state provides funds which are matched 1:1 by DU funds and subsequently “matched” with NAWCA funds.*

***One year agreements:***

- Annual agreements for habitat restoration involve many different terms to describe or define the terms/boundaries of annual agreements— often **contract is specific to the province and type of conservation** practice/activity
- DU submits an **annual application** to obtain funding, as does Delta Waterfowl , then the State Duck Stamp Committee reviews the applications and recommends the funding levels for the applications to the Director
- Sometimes contract is sole source, while occasionally it is competitive process

***Multi-year agreements:***

- Multi-year agreements are **commonly used and a wide variety of terms** are used to define the **length, activities, specific conditions, and process** for procurement:
  - multi-year project with annual contributions, subject to an annual work plan and annual progress reports
  - projects must have benefits for waterfowl migrating to the state
  - two year agreement using 50% of our Waterfowl Stamp revenues for procurement, development, restoration, maintenance, or preservation of wetlands and associate habitat
  - multi-year agreement (5-year) with potential for renewal/changes; some are competitively awarded
  - 5-year contract with wording such as: “depending on availability of budgeted Migratory Game Bird stamp funds [state] will pay to DU” an amount not to exceed \$ XX annually
  - funds to be used solely for the “acquisition, development, preservation, restoration, construction, maintenance and repair of a project agreed to by DU and [state] and associated with the [specific] Joint Venture and province
  - Ducks Unlimited (or another qualifying organization) is invited each biennium to request the funding that is available for Canadian habitat work

***Other types of agreements:***

- Under annual contracts, an **NGO produces and markets the waterfowl stamp artwork** and is obligated to use the net proceeds for wetland conservation projects that benefit [state]. As a matter of **policy and tradition** (not a contractual obligation), net funds routed to DU for pre-determined projects in Alberta. **Duck band returns demonstrate** that [province] is the most important Canadian source area for the fall migration to [state]
- **Memorandum of Understanding (MOU)** with Ducks Unlimited and crafts **2-year collection agreements** with DU for contribution of funds to Canadian waterfowl habitat projects. Although the collection agreement details that the money is to go towards habitat projects to benefit waterfowl in Canada, **no other restrictions on the funds** transferred to DU.
- A Memorandum of Understanding between the Wildlife Division and DU is used and the **MOU is a standing document without an expiration date.**
- **Funds are transferred to AFWA** from the state agency for the Prairie Shores Program, in turn AFWA provides the money to the Saskatchewan Watershed Authority.

## Q6 - Issues causing impediments to funding Canadian projects

### *Authorities*

- **Authority** to send funds outside [state] was **questioned and contract approval was difficult**
- **Statutory requirement** that all grants are **publicly available and competitively awarded**
- **Executive Order from the Governor's Office** to prohibit state revenues from being spent for services derived outside of the U.S.
- Agency is **bound by procurement laws of the State** which requires demonstration a direct benefit to the citizens or State

### *Fiscal Issues*

- [State] is **mired in fiscal issues** and spending of all funds (regardless of source or balance in accounts) has been greatly diminished
- Ongoing state **budget crisis, budget reductions, budget constraints and competing authorities**, budgeting concerns and availability of funds, have hampered or could make contributions difficult now or in the future
- Waterfowl stamp **revenue declines**, wetland infrastructure maintenance **needs outpace our available funding**, very aggressive Joint Venture wetland restoration goals, and a **potential stamp price increase**

### *Funding Source*

- Due to lack of interest and participation, [state] **discontinued its migratory bird stamp / print** program so the source of funds for conservation of Canadian wetland/ waterfowl habitat ended.

### *Philosophical issues*

- Concern that the Canada and North American Wetlands Conservation Council is **de-emphasizing waterfowl management and moving away from support of hunting programs**
- The fees assessed for gun permits and the **apparent lack of support from government entities in Canada for hunting** is a concern
- [State] **sportsmen are increasingly questioning the amount of money sent to Canada**. Their questions –*Is it justified given the number of Canadian ducks in [state] harvest? Is it justified given unmet needs within the state? Is it justified in comparison to other states' contributions?*
- A minor issue, where Ducks Unlimited and Delta Waterfowl end up **competing for the funds**

### *Other issues*

- Have **not been contacted by DU staff** or other agencies regarding this issue

## Q7 - Solutions to impediments of funding projects in Canada

- The **statutory language** that set up the state Duck Stamp fund **specifically allows** use of funds for **work in Canada** and on the breeding grounds
- State went through the **competitive award process** and were able to enter into a **long-term (10 year) agreement with DU**
- Specific **reference(s) identified with the state Revised Code**, and persistence on behalf of the agency to move the effort forward
- A **large number of responses** to this question were simply: “N/A” or “**Impediments have not been encountered**” and many noted they work primarily through Ducks Unlimited

## Q8 - Explanation/reason for expected change in contribution:

### *Lower Contribution*

- **Declining waterfowl hunter numbers** and thus wetland habitat stamp sales
- **Budget climate** in state will result in significant **budget cuts** for the agency and all of the state programs will be impacted
- If, **waterfowl stamp price remains unchanged**, slow decline in stamp revenue will lead to a slow decline in the funding available for Canadian habitat work.
- Severe state **budget reductions**

### *Maintain Contribution*

- Contributing more of the duck stamp funds would **leave other programs short and other sources are fully obligated** — efforts to increase duck stamp sales have not resulted in more revenue
- State has an **availability of funds clause** that could be invoked depending on agency funding
- **Require a statute change to impact** the portion of funding that is legislatively mandated
- Maintain some level of contribution but **current budget climate** is difficult to anticipate
- Funding will continue at the same level, but **trends indicate funding may not be sustained**
- **Funds for all in-state programs are very tight**; contribution to out of state program more difficult

### *Increase Contribution*

- When the economic climate is more favorable, state hopes to amend its **waterfowl stamp** legislation to authorize a **fee increase** and **clarify authority** for sending stamp funds to Canada
- Expect to slightly increase contributions but this is **contingent upon funding levels** appropriated
- Increase contributions **based on economic considerations or continued success** of the program

### *No Contribution*

- Not participating because of geographic location – no ties to joint management of wetland/waterfowl species or projects in Canada
- In the past 5 years, [state] has only contributed once and there remains a balance in the migratory bird account which is currently slated for four projects in [state]

## Q9 Expectation of future institutional or other impediments

### **No expected impediments**

- At least 7 of 30 responses (**23%**) **indicated that they do not see any institutional or other impediments** to contributing to Canadian projects in the near future — in Q6, 57% of respondents indicated they currently do not experience impediments
- Agency has undertaken a **commitment to all-bird conservation** at migratory stopover-sites and non-breeding grounds in Mexico and Central America, for which the agency hopes to grow their financial commitment over time - **in addition to current Canadian** project support with NAWCA
- Revenue from waterfowl **stamp sales appears to be insulated** from recent economic and political activities—decline in revenue represents the national trend of declining hunter numbers

### ***Legislative/Administrative***

- Potential legislative difficulties due to the **general unpopularity of fee increases** and the counter-intuitive nature of sending funds to Canada to benefit waterfowl and waterfowl hunting in state
- **Economic and legislative issues** may impact this support
- Potentially if **state fiscal policies** prevent out-of-country expenditures of state funds
- General Assembly will be **questioning the contribution** to other entities, if the current economic situation does not change
- Stamp funds continue to accrue to the fund; **spending authorization** is expected to be reduced
- We expect Delta to seek part of the available funds
- Agency is **bound by the procurement laws** of the State requiring direct benefit to the citizens or State for any expenditure incurred by the Agency

### **Budgets**

- The **most common expectation for future impediments is the concerns for increasing pressures on budgets and push for budget reductions**. Respondents stated this in many different ways, with some qualifications on their statements. Economic/budget issues were identified as:
  - No longer have a dedicated source of funds and the prognosis for expenditure of funds (dedicated or otherwise) into the future remains bleak
  - Competition for funding for other important conservation priorities
  - Potential declining budget or requirement by Governor to reduce overall state budget
  - Contribution would depend on the Department's annual budget appropriation
  - Economic considerations will continue to reduce budgets and availability of funds
  - Economic considerations are a possibility - intent is to fulfill obligations through 2011

### **Hunter Numbers**

- If **hunter numbers continue to decline and print sales continue to decline, contribution would likely decline** as well—opportunities to find **other funding sources are not likely** due to the current economic situation
- State **Duck Stamp is only source of dedicated funds** for waterfowl and wetland conservation, thus must utilize dollars in state and in breeding grounds, which makes funding of projects difficult, particularly with potential declines in hunter numbers.

## **Q10 - Other thoughts for Task Force Consideration**

### **Legislative issues:**

- In the short term the Task Force should **concentrate on those states, which currently have no legislative barriers** to transferring state funds to Canada, and emphasize the efficiency of Ducks Unlimited match program for those funds—4:1 match is worth bragging about
- A **long-term strategy of working with states, through legislative reform**, to remove barriers that specifically prohibit transfer of state funds out of the state or country
- Strong tie has been made to Canadian funds going from the states to Canada and the NAWCA money that goes to the states as a result. **What happens if NAWCA disappears?**



- The ability of a state to contribute to an area outside of its borders is impacted by its ability to **show a direct benefit to the states constituents**

### **Match Funding**

- Could **non-federally funded waterfowl habitat initiatives in the states** be used in some manner to **leverage or match NAWCA** federal funding in Canada?
- State places a high value on conserving breeding grounds in Canada and the US, but states are under huge burdens to fund waterfowl management throughout North America. **Provincial and federal governments in Canada must also contribute**
- The Agency would **not be opposed to distributing a piece of the Agency's Pittman Robertson** (PR) annual apportionment to Canada to fulfill the need to support these programs.

### **Awareness/Communication**

- **Not all state Directors and Commissions may be as aware of that importance** of the critical contribution Canadian habitat has for birds in the United States
- Would probably be **more sellable if this wasn't highlighted as Funds for Canada**; call it funds for waterfowl nesting habitat conservation, or something similar.
- **Annual reminders and increased contact from DU/agency staff** would be helpful
- An **annual report of success stories/accomplishments** to highlight this effort to agency staff and stakeholders

### **State Allocation Methodology**

- Allocation formula currently used to determine states' recommended contribution does not take into consideration the breeding waterfowl habitat accomplishments of individual states. [State] will continue to emphasize these in-state projects in the future, however the agency intends to maintain its contributions to projects in eastern Canada.
- If the Task Force continues with a set goal for states to contribute to Canadian habitat work, **tie each states' share to their portion of the annual harvest of Canadian birds**

### **Cautionary Notes**

- Depending on the organizational structure of each state agency, it **could be counterproductive to push this issue to the level of agency Commissioners**. It is possible given the pressure on agency budgets and need to reduce budgets that Commissioners could view this as an out of state expenditure that should be reduced or eliminated even in the face of efforts to explain the direct value to migratory birds within the state