# <sup>112TH CONGRESS</sup> 1ST SESSION H.R. 1917

To authorize the Secretary of the Interior, through the United States Fish and Wildlife Service, to conduct a Joint Venture Program to protect, restore, enhance, and manage migratory bird populations, their habitats, and the ecosystems they rely on, through voluntary actions on public and private lands, and for other purposes.

# IN THE HOUSE OF REPRESENTATIVES

May 13, 2011

Mr. KIND (for himself and Mr. WITTMAN) introduced the following bill; which was referred to the Committee on Natural Resources

# A BILL

- To authorize the Secretary of the Interior, through the United States Fish and Wildlife Service, to conduct a Joint Venture Program to protect, restore, enhance, and manage migratory bird populations, their habitats, and the ecosystems they rely on, through voluntary actions on public and private lands, and for other purposes.
  - 1 Be it enacted by the Senate and House of Representa-
  - 2 tives of the United States of America in Congress assembled,

## **3 SECTION 1. SHORT TITLES.**

4 This Act may be cited as the "Joint Ventures for5 Bird Habitat Conservation Act of 2011".

#### 2

#### 1 SEC. 2. FINDINGS AND PURPOSE.

2 (a) FINDINGS.—Congress finds that—

(1) migratory birds are of great ecological and
economic value to the Nation, contributing to biological diversity, advancing the well-being of human
communities through pollination, seed dispersal, and
other ecosystem services, and bringing tremendous
enjoyment to the tens of millions of Americans who
study, watch, feed, or hunt these birds;

10 (2) sustainable populations of migratory birds
11 depend on the conservation, protection, restoration,
12 and enhancement of terrestrial, wetland, marine,
13 and other aquatic habitats throughout their ranges
14 in the United States, as well as the rest of North
15 America, the Caribbean, and Central and South
16 America;

17 (3) birds are good indicators of environmental
18 health and provide early warning of the impacts of
19 environmental change, helping to yield the most out
20 of every dollar invested in conservation;

(4) human and environmental stressors are
causing the decline of populations of many migratory bird species, many of them once common, and
climate change will exacerbate the impacts of these
stressors on migratory bird populations;

1 (5) the coordination of Federal, State, tribal, 2 and local government natural resource conservation 3 efforts and the formation of partnerships that in-4 clude a diversity of nongovernmental conservation 5 organizations, private landowners, and other relevant 6 stakeholders is necessary to accomplish the conserva-7 tion of migratory bird populations, their habitats, 8 and the ecosystem functions they rely on;

9 (6) hunters, through their purchase of Federal 10 migratory bird hunting stamps and State hunting li-11 censes, have long supported the conservation of mi-12 gratory birds and their habitats in the United States 13 through the various State and Federal programs 14 that are supported by the fees charged for such pur-15 chases;

16 (7) the Department of the Interior, through the
17 United States Fish and Wildlife Service, is author18 ized under a number of broad statutes to undertake
19 many activities with partners to conserve natural re20 sources, including migratory birds and their habitat;

(8) through these authorities, the Service has
created and supported a number of joint ventures
with diverse partners to help protect, manage, enhance, and restore migratory bird habitat through-

out much of the United States and to conserve mi gratory bird species;

3 (9) the North American Waterfowl Manage-4 ment Plan, adopted by the United States and Can-5 ada in 1986, with Mexico joining as a signatory in 6 1994, was the first truly landscape-level approach to 7 conserving migratory game birds and the wetland 8 habitats on which they depend, and became the 9 foundation for the voluntary formation of Joint Ven-10 tures;

(10) since the adoption of the North American
Waterfowl Management Plan, joint ventures have expanded their application to all native birds and other
wildlife species that depend on wetlands and associated upland habitats, resulting in significant conservation benefits over the last 20 years;

(11) States possess broad trustee and management authority over fish and wildlife resources within their borders, and have utilized their authorities
to undertake conservation programs to conserve resident and migratory birds and their habitats;

(12) consistent with applicable Federal and
State laws, the Federal Government and the States
each have management responsibilities affecting fish

and wildlife resources, and should work cooperatively in fulfilling these responsibilities; 2

(13) other domestic and international conserva-3 4 tion projects authorized under the Neotropical Mi-5 gratory Bird Conservation Act (16 U.S.C. 6101 et 6 seq.) and the North American Wetlands Conserva-7 tion Act (16 U.S.C. 4401 et seq.), and additional 8 bird conservation projects authorized under other 9 Federal authorities, can expand and increase the ef-10 fectiveness of the joint ventures in protecting and 11 enhancing migratory bird habitats throughout the 12 different ranges of species native to the United 13 States: and

14 (14) the voluntary partnerships fostered by 15 these joint ventures have served as innovative models 16 for cooperative and effective landscape conservation, 17 with far-reaching benefits to other fish and wildlife 18 populations, and similar joint ventures should be au-19 thorized specifically to reinforce the importance and 20 multiple benefits of these models to encourage 21 adaptive resource management and the implementa-22 tion of flexible conservation strategies in the 21st 23 century.

24 (b) PURPOSE.—The purpose of this Act is to estab-25 lish a program administered by the Director, in coordina-

tion with other Federal agencies with management author ity over fish and wildlife resources and the States, to de velop, implement, and support innovative, voluntary, coop erative, and effective conservation strategies and conserva tion actions to—

6 (1) promote, primarily, sustainable populations
7 of migratory birds, and, secondarily, the fish and
8 wildlife species associated with their habitats;

9 (2) encourage stakeholder and government
10 partnerships consistent with the goals of protecting,
11 improving, and restoring habitat;

(3) establish, implement, and improve sciencebased migratory bird conservation plans and promote and facilitate broader landscape-level conservation of fish and wildlife habitat; and

(4) coordinate related conservation activities of
the Service and other Federal agencies to maximize
the efficient and effective use of funds appropriated
or otherwise made available to support projects and
activities to enhance bird populations and other populations of fish and wildlife and their habitats.

# 22 SEC. 3. DEFINITIONS.

23 In this Act:

24 (1) CONSERVATION ACTION.—The term "con25 servation action" means activities that—

1	(A) support the protection, restoration,
2	adaptive management, conservation, or en-
3	hancement of migratory bird populations, their
4	terrestrial, wetland, marine, or other habitats,
5	and other wildlife species supported by those
6	habitats, including—
7	(i) biological and geospatial planning;
8	(ii) landscape and conservation de-
9	sign;
10	(iii) habitat protection, enhancement,
11	and restoration;
12	(iv) monitoring and tracking;
13	(v) applied research; and
14	(vi) public outreach and education;
15	(B) are conducted on lands or waters
16	that—
17	(i) are administered for the long-term
18	conservation of such lands or waters and
19	the migratory birds thereon, including the
20	marine environment; or
21	(ii) are not primarily held or managed
22	for conservation but provide habitat value
23	for migratory birds; and
24	(C) incorporate adaptive management and
25	science-based monitoring, where applicable, to

1	improve outcomes and ensure efficient and ef-
2	fective use of Federal funds.
3	(2) DIRECTOR.—The term "Director" means
4	the Director of the United States Fish and Wildlife
5	Service.
6	(3) IMPLEMENTATION PLAN.—The term "Im-
7	plementation Plan" means an Implementation Plan
8	approved by the Director under section 5.
9	(4) INDIAN TRIBE.—The term "Indian tribe"
10	has the meaning given that term in section 4 of the
11	Indian Self-Determination and Education Assistance
12	Act (25 U.S.C. 450b).
13	(5) JOINT VENTURE.—The term "Joint Ven-
14	ture" means a self-directed, voluntary partnership,
15	established and conducted in accordance with section
16	5.
17	(6) MANAGEMENT BOARD.—The term "Man-
18	agement Board" means a Joint Venture Manage-
19	ment Board established in accordance with section
20	5.
21	(7) MIGRATORY BIRDS.—The term "migratory
22	birds" means those species included in the list of mi-
23	gratory birds that appears in section 10.13 of title
24	50, Code of Federal Regulations, under the author-
25	ity of the Migratory Bird Treaty Act.

1	(8) PROGRAM.—The term "Program" means
2	the Joint Ventures Program conducted in accord-
3	ance with this Act.
4	(9) Secretary.—The term "Secretary" means
5	the Secretary of the Interior.
6	(10) SERVICE.—The term "Service" means the
7	United States Fish and Wildlife Service.
8	(11) STATE.—The term "State" means—
9	(A) any State of the United States, the
10	District of Columbia, the Commonwealth of
11	Puerto Rico, Guam, the Virgin Islands, Amer-
12	ican Samoa, and the Commonwealth of the
13	Northern Mariana Islands; and
14	(B) one or more agencies of a State gov-
15	ernment responsible under State law for man-
16	aging fish or wildlife resources.
17	SEC. 4. JOINT VENTURES PROGRAM.
18	(a) IN GENERAL.—The Secretary shall conduct,
19	through the United States Fish and Wildlife Service, a
20	Joint Ventures Program administered by the Director.
21	The Director, through the Program, shall develop an ad-
22	ministrative framework for the approval and establish-

23 ment and implementation of Joint Ventures, that—

1	(1) provides financial and technical assistance
2	to support regional migratory bird conservation part-
3	nerships;
4	(2) develops and implements plans to protect
5	and enhance migratory bird populations throughout
6	their range, that are focused on regional landscapes
7	and habitats that support those populations;
8	(3) complements and supports activities by the
9	Secretary and the Director to fulfill obligations
10	under—
11	(A) the Migratory Bird Treaty Act (16
12	U.S.C. 701 et seq.);
13	(B) the Migratory Bird Conservation Act
14	(16 U.S.C. 715 et seq.);
15	(C) the Neotropical Migratory Bird Con-
16	servation Act (16 U.S.C. 6101 et seq.);
17	(D) the North American Wetlands Con-
18	servation Act (16 U.S.C. 4401 et seq.);
19	(E) the Fish and Wildlife Conservation Act
20	of 1980 (16 U.S.C. 2901 et seq.); and
21	(F) the Partners for Fish and Wildlife Act
22	(16 U.S.C. 3771 et seq.); and
23	(4) support the goals and objectives of—
24	(A) the North American Waterfowl Man-
25	agement Plan;

1	(B) the United States Shorebird Conserva-
2	tion Plan;
3	(C) the North American Waterbird Con-
4	servation Plan;
5	(D) the Partners in Flight North Amer-
6	ican Landbird Conservation Plan; and
7	(E) other treaties, conventions, agree-
8	ments, or strategies entered into by the United
9	States and implemented by the Secretary that
10	promote the conservation of migratory bird pop-
11	ulations and their habitats.
12	(b) GUIDELINES.—Within 180 days after the date of
13	enactment of this Act the Secretary, through the Director,
14	shall publish in the Federal Register guidelines for the im-
15	plementation of this Act, including regarding requirements
16	for approval of proposed Joint Ventures and administra-
17	tion, oversight, coordination among, and evaluation of ap-
18	proved Joint Ventures.
19	(c) COORDINATION WITH STATES.—In the adminis-
20	tration of the program authorized under this section, the
21	Director shall coordinate and cooperate with the States
22	to fulfill the purposes of this Act.
23	SEC. 5. JOINT VENTURE ESTABLISHMENT AND ADMINIS-
24	TRATION.
25	(a) Establishment.—

1	(1) IN GENERAL.—The Director, through the
2	Program, may enter into an agreement with eligible
3	partners described in paragraph (2) to establish a
4	Joint Venture to fulfill one or more of the purposes
5	set forth in paragraphs $(1)$ through $(3)$ of section
6	2(b).
7	(2) ELIGIBLE PARTNERS.—The eligible part-
8	ners referred to in paragraph $(1)$ are the following:
9	(A) Federal and State agencies with juris-
10	diction over migratory bird resources, their
11	habitats, or that implement program activities
12	that affect migratory bird habitats or the eco-
13	systems they rely on.
14	(B) Affected regional, local, and tribal gov-
15	ernments, private landowners, land managers,
16	and other private stakeholders.
17	(C) Nongovernmental organizations with
18	expertise in bird conservation or fish and wild-
19	life conservation or natural resource and land-
20	scape management generally.
21	(D) Other relevant stakeholders.
22	(b) Management Board.—
23	(1) IN GENERAL.—An agreement under this
24	section for a Joint Venture shall establish a Manage-
25	ment Board in accordance with this subsection.

1	(2) Membership.—The Management Board
2	shall include a diversity of members representing
3	stakeholder interests from the appropriate geo-
4	graphic region, including, as appropriate, representa-
5	tives from the Service and other Federal agencies
6	that have management authority over fish and wild-
7	life resources on public lands or in the marine envi-
8	ronment, or that implement programs that affect
9	migratory bird habitats, and representatives from
10	the States, and may include—
11	(A) regional governments and Indian
12	tribes;
13	(B) academia or the scientific community;
14	(C) nongovernmental landowners or land
15	managers;
16	(D) nonprofit conservation or other rel-
17	evant organizations with expertise in migratory
18	bird conservation, or in fish and wildlife con-
19	servation generally; and
20	(E) private organizations with a dedicated
21	interest in conserving migratory birds and their
22	habitats.
23	(3) Functions and responsibilities.—
24	(A) Organization and operations
25	PLAN.—A Management Board, in accordance

1	with the guidelines published by the Director
2	under section 4 and in coordination with the
3	Director, shall develop, publish, and comply
4	with a plan that specifies the organizational
5	structure of the Joint Venture and prescribes
6	its operational practices and procedures.
7	(B) Administration.—Subject to applica-
8	ble Federal and State law, the Management
9	Board shall manage the personnel and oper-
10	ations of the Joint Venture, including—
11	(i) by appointing a coordinator for the
12	Joint Venture in consultation with the Di-
13	rector, to manage the daily and long-term
14	operations of the Joint Venture;
15	(ii) approval of other full- or part-time
16	administrative and technical non-Federal
17	employees as the Management Board de-
18	termines necessary to perform the func-
19	tions of the Joint Venture, meet objectives
20	specified in the Implementation Plan, and
21	fulfill the purpose of this Act; and
22	(iii) establishment of committees,
23	steering groups, focus groups, geographic
24	or taxonomic groups, or other organiza-

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1	tional entities to assist in implementing the
2	relevant Implementation Plan.
3	(4) USE OF SERVICE AND FEDERAL AGENCY
4	EMPLOYEES.—Subject to the availability of appro-
5	priations and upon the request from a Management
6	Board, and after consultation with and approval of
7	the Director, the head of any Federal agency may
8	detail to the Management Board, on a reimbursable
9	or nonreimbursable basis, any agency personnel to
10	assist the Joint Venture in performing its functions
11	under this Act.
12	(c) Implementation Plan.—
13	(1) Submission of plan to director.—Be-
14	fore the Director enters into an agreement to estab-
15	lish a Joint Venture under subsection (a), the Man-
16	agement Board for the Joint Venture shall submit
17	to the Director a proposed Implementation Plan that
18	shall contain, at a minimum, the following elements:
19	(A) A strategic framework for migratory
20	bird conservation that includes biological plan-
21	ning; conservation design; habitat restoration,
22	protection, and enhancement; applied research;
23	and monitoring and evaluation activities.

1 (B) Provisions for effective communication 2 among member participants within the Joint Venture. 3 4 (C) A long-term strategy to conduct public 5 outreach and education regarding the purposes 6 and activities of the Joint Venture and activi-7 ties to regularly communicate to the general 8 public information generated by the Joint Ven-9 ture.

10 (D) Coordination with laws and conserva-11 tion plans referred to in section 4(a)(3) and (4)12 that are relevant to migratory birds, and other 13 relevant regional, national, or international ini-14 tiatives identified by the Director to conserve 15 migratory birds, their habitats, ecological func-16 tions, and associated populations of fish and 17 wildlife.

18 (E) An organizational plan that—

(i) identifies the initial membership of
the Management Board and establishes
procedures for updating the membership of
the Management Board as appropriate;

23 (ii) describes the organizational struc24 ture of the Joint Venture, including pro25 posed committees and subcommittees, and

1	procedures for revising and updating the
2	structure, as necessary; and
3	(iii) provides a strategy to increase
4	stakeholder participation or membership in
5	the Joint Venture.
6	(F) Procedures to coordinate the develop-
7	ment, implementation, oversight, monitoring,
8	tracking, and reporting of conservation actions
9	approved by the Management Board and an
10	evaluation process to determine overall effec-
11	tiveness of activities undertaken by the Joint
12	Venture.
13	(G) A strategy to encourage the contribu-
14	tion of non-Federal financial resources, dona-
15	tions, gifts and in-kind contributions to support
16	the objectives of the Joint Venture and fulfill-
17	ment of the Implementation Plan.
18	(2) REVIEW.—The Director shall—
19	(A) coordinate the review of a proposed
20	Implementation Plan submitted under this sec-
21	tion; and
22	(B) ensure that such plan is circulated for
23	review for a period not to exceed 90 days, to—

(i) bureaus within the Service and 1 2 other appropriate bureaus or agencies within the Department of the Interior; 3 4 (ii) appropriate regional migratory bird Flyway Councils; 5 6 (iii) national and international boards 7 that oversee bird conservation initiatives under the plans 8 specified in section 9 4(a)(4);(iv) relevant State agencies, regional 10 11 governmental entities, and Indian tribes; 12 (v) nongovernmental conservation or-13 ganizations, academic institutions, or other 14 stakeholders engaged in existing Joint 15 Ventures that have knowledge or expertise 16 of the geographic or ecological scope of the 17 Joint Venture; and 18 (vi) other relevant stakeholders con-19 sidered necessary by the Director to ensure

(3) APPROVAL.—The Director shall approve an
Implementation Plan submitted by the Management
Board for a Joint Venture if the Director finds
that—

Implementation Plan.

a comprehensive review of the proposed

20

1	(A) the plan provides for implementation
2	of conservation actions to conserve waterfowl
3	and other native migratory birds and their
4	habitats and ecosystems either—
5	(i) in a specific geographic area of the
6	United States; or
7	(ii) across the range of a specific spe-
8	cies or similar group of like species;
9	(B) the members of the Joint Venture—
10	(i) accept the responsibility for imple-
11	mentation of national or international bird
12	conservation plans in the region of the
13	United States to which the plan applies;
14	and
15	(ii) have demonstrated to the satisfac-
16	tion of the Director the capacity to imple-
17	ment conservation actions identified in the
18	plan, including (I) the design, funding,
19	monitoring, and tracking of conservation
20	projects that advance the objectives of the
21	Joint Venture; and (II) reporting and con-
22	duct of public outreach regarding such
23	projects; and
24	(C) the plan maximizes, to the extent prac-
25	ticable, coordination with other relevant and ac-

tive conservation plans or programs within the
 geographic scope of the Joint Venture to con serve, protect, recover, or restore migratory bird
 habitats and other fish and wildlife habitat
 within the operating region of the Joint Ven ture.

## 7 SEC. 6. GRANTS AND OTHER ASSISTANCE.

8 (a) IN GENERAL.—Except as provided in subsection
9 (b), and subject to the availability of appropriations, the
10 Director may award grants of financial assistance to im11 plement a Joint Venture through—

(1) support of the activities of the Management
Board of the Joint Venture and to pay for necessary
administrative costs and services, personnel, and
meetings, travel, and other business activities; and

16 (2) support for specific conservation actions and
17 other activities necessary to carry out the Implemen18 tation Plan.

(b) LIMITATION.—A Joint Venture is not eligible for
assistance or support authorized in this section unless the
Joint Venture is operating under an Implementation Plan
approved by the Director under section 5.

23 (c) CONSERVATION ACTION GRANT CRITERIA.—The
24 Secretary, through the Director, within 180 days after
25 date of enactment of this Act and after consultation with

representatives from Management Boards and equivalent
 entities of joint ventures referred to in section 8, shall
 publish guidelines for determining funding allocations
 among joint ventures and priorities for funding among
 conservation action proposals to meet the purpose of this
 Act and respective Implementation Plans.

7 (d) MATCHING REQUIREMENTS.—If a Management 8 Board determines that two or more proposed conservation 9 actions are of equal value toward fulfillment of the rel-10 evant Implementation Plan, priority shall be given to the 11 action or actions for which there exist non-Federal match-12 ing contributions that are equal to or exceed the amount 13 of Federal funds available for such action or actions.

(e) TECHNICAL ASSISTANCE.—The Secretary,
through the Director, may provide technical and administrative assistance for implementation of Joint Ventures
and the expenditure of financial assistance under this subsection.

(f) ACCEPTANCE AND USE OF DONATIONS.—The
Secretary, through the Director, may accept and use donations of funds, gifts, and in-kind contributions to provide
assistance under this section.

#### 23 SEC. 7. REPORTING REQUIREMENTS.

24 (a) ANNUAL REPORTS BY MANAGEMENT BOARDS.—

1	(1) IN GENERAL.—The Secretary, acting
2	through the Director, shall—
3	(A) require each Management Board to
4	submit annual reports for all approved Joint
5	Ventures of the Management Board; and
6	(B) publish within 180 days after the date
7	of enactment of this Act guidelines to imple-
8	ment this subsection.
9	(2) CONTENTS.—Each annual report shall in-
10	clude—
11	(A) a description and justification of all
12	conservation actions approved and implemented
13	by the Management Board during the period
14	covered by the report;
15	(B) when appropriate based upon the goals
16	and objectives of an Implementation Plan, an
17	estimate of the total number of acres of migra-
18	tory bird habitat either restored, protected, or
19	enhanced as a result of such conservation ac-
20	tions;
21	(C) the amounts and sources of Federal
22	and non-Federal funding for such conservation
23	actions;

(D) the amounts and sources of funds expended for administrative and other expenses of 

1	the Joint Venture of the Management Board,
2	including all donations, gifts, and in-kind con-
3	tributions provided for the Joint Venture;
4	(E) the status of progress made in achiev-
5	ing the strategic framework of the Implementa-
6	tion Plan of such Joint Venture and fulfillment
7	of the purpose of this Act; and
8	(F) other elements considered necessary by
9	the Director to insure transparency and ac-
10	countability by Management Boards in the im-
11	plementation of its responsibilities under this
12	Act.
13	(b) Joint Venture Program 5-Year Reviews.—
14	(1) IN GENERAL.—The Secretary, acting
15	through the Director, shall at 5 years after the date
16	of enactment of this Act and at 5-year intervals
17	thereafter, complete an objective and comprehensive
18	review and evaluation of the Program.
19	(2) REVIEW CONTENTS.—Each review under
20	this subsection shall include—
21	(A) an evaluation of the effectiveness of
22	the Program in meeting the purpose of this Act
23	specified in section 2(b);
24	(B) an evaluation of all approved Imple-
25	mentation Plans, especially the effectiveness of

1 existing conservation strategies, priorities, and 2 methods to meet the objectives of such plans 3 and fulfill the purpose of this Act; and 4 (C) recommendations to revise the Pro-5 gram or to amend or otherwise revise Imple-6 mentation Plans to ensure that activities undertaken pursuant to this Act address the effects 7 8 of climate change on migratory bird populations 9 and their habitats, and fish and wildlife habi-10 tats, in general. 11 CONSULTATION.—The Secretary, (3)acting 12 through the Director, in the implementation of this 13 subsection-14 (A) shall consult with other appropriate 15 Federal agencies with responsibility for the con-16 servation or management of fish and wildlife 17 habitat and appropriate State agencies; and 18 (B) may consult with appropriate, Indian 19 tribes, Flyway Councils, or regional conserva-20 tion organizations, public and private land-21 owners, members of academia and the scientific 22 community, and other nonprofit conservation or 23 private stakeholders. 24 Public (4)COMMENT.—The Secretary, 25

through the Director, shall provide for adequate op-

1	portunities for general public review and comment of
2	the Program as part of the 5-year evaluations con-
3	ducted pursuant to this subsection.
4	SEC. 8. TREATMENT OF EXISTING JOINT VENTURES.
5	For purposes of this Act, the Director—
6	(1) shall treat as a Joint Venture any joint ven-
7	ture recognized by the Director before the date of
8	the enactment of this Act in accordance with the
9	United States Fish and Wildlife Services manual
10	(721FW6); and
11	(2) shall treat as an Implementation Plan an
12	implementation plan adopted by the management
13	board for such joint venture.
14	SEC. 9. RELATIONSHIP TO OTHER AUTHORITIES.
15	(a) AUTHORITIES, ETC. OF SECRETARY.—Nothing in
16	this Act affects authorities, responsibilities, obligations, or
17	powers of the Secretary under any other Act.
18	(b) STATE AUTHORITY.—Nothing in this Act pre-
19	empts any provision or enforcement of a State statute or
20	regulation relating to the management of fish and wildlife
21	resources within such State.

# 1 SEC. 10. FEDERAL ADVISORY COMMITTEE ACT.

- 2 The Federal Advisory Committee Act (5 U.S.C. App.)
- 3 shall not apply to any boards, committees, or other groups
- 4 established under this Act.