



## Agency Priority Goal Action Plan

# Ensure Clear, Quantitative Criteria for Threatened and Endangered Species Recovery Plans

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# Overview

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## **Goal Statement**

- Clarity for when a threatened or endangered species can be downlisted or delisted is important to ensuring that only the appropriate actions are taken to help the species without unnecessary impacts. By September 30, 2019, 100% of all Fish and Wildlife Service recovery plans will have quantitative criteria for what constitutes a recovered species.

## **Challenge**

- The ESA requires that the Service develop and implement recovery plans for the conservation and survival of endangered and threatened species, which incorporate objective, and measureable criteria for recovering listed species.
- The Service defines quantitative criteria as “measurable and objective” per section 4(f) of the Endangered Species Act.
- This measure applies to all final recovery plans and thus will require a review of each published recovery plan to determine if the existing criteria is adequately quantitative.

## **Opportunity**

- Recovery plans outline and justify implementation strategies necessary to achieve recovery of endangered and threatened species, such that these species would no longer need the protections of the ESA.
- Recovery plans identify goals and criteria by which to measure a species’ progress toward and achievement of recovery.
- Clear criteria for delisting a species directs resources to activities and actions that will most benefit the listed species.

# Goal Structure & Strategies

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- For published recovery plans, the Fish and Wildlife Service is reviewing these plans to confirm that each plan provides quantitative criteria.
- For recovery plans under development or not yet initiated, the Fish and Wildlife Service will require quantitative criteria be developed as part of the drafting and finalizing of the recovery plan.
- Recovery plans are public documents and require public engagement before they are finalized. The Fish and Wildlife Service will need to provide an opportunity for public comment on any new or revised criteria proposed for a recovery plan.

# Summary of Progress – FY19 Q4

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## **Level of results achieved**

- **The current assessment for Q4 is that 91% (521 of 572 final recovery plans) meet the APG.**
- Many plans cover multiple species: 1,123 species have final recovery plans, and 1,048 of those species have recovery criteria that meet the APG.

## **Likelihood of success**

- We did not reach our FY19 goal due to the size and complexity of the task, statutory requirements to provide opportunity for the public to review and comment, and extended clearance process associated with Federal Register notices.

## **Basis for the assessment**

- Review recovery plans, by species, to determine quantitative criteria for what constitutes a recovered species.
- Develop draft revisions for recovery plans that require notice in the Federal Register for public review and comment, and finalize revised plans.

## **Actions planned to ensure achievement of the goal**

- Incorporate comments as appropriate, finalize, and approve revised recovery plans published in the Federal Register during FY19 Q4.
- This Agency Priority Goal is proposed to continue – By September 30, 2020, 100% of all Fish and Wildlife Service recovery plans will have quantitative criteria for what constitutes a recovered species.

# Key Milestones

## Milestone Summary

| Key Milestone   | Milestone Due Date | Milestone Status | Comments  |
|---|--------------------|------------------|---|
| Quarterly Status Review.  | Q1 FY 2018         | met              | Initial review.   |
| Quarterly Status Review.  | Q2 FY 2018         | met              | Initial review is complete.   |
| Development reporting and tracking mechanisms.  | Q3 FY 2018         | met              | Reporting and tracking mechanisms developed.  |
| Draft of 1 <sup>st</sup> batch of recovery plan revisions prepared for review.  | Q4 FY 2018         | met              | 1 <sup>st</sup> group of draft recovery criteria for 42 species in 26 recovery plans batched into a Notice of Availability (NOA). |
| Draft of 2 <sup>nd</sup> batch of recovery plan revisions prepared for review.  | Q1 FY 2019         | met              | 2 <sup>nd</sup> group of draft recovery criteria for 42 species in 29 recovery plans batched into a NOA.                          |
| 1 <sup>st</sup> batched NOA published in the Federal Register. Draft of 3 <sup>rd</sup> batch of recovery plan revisions prepared for review.   | Q2 FY 2019         | met              | 3 <sup>rd</sup> group of draft recovery criteria for 43 species in 29 recovery plans were batched into NOA.                       |
| 2 <sup>nd</sup> and 3 <sup>rd</sup> batched NOAs published in the Federal Register. Drafts of 4 <sup>th</sup> , 5 <sup>th</sup> , and 6 <sup>th</sup> batches of recovery plan revisions prepared for review. | Q3 FY2019          | met              | 2 <sup>nd</sup> and 3 <sup>rd</sup> groups of draft criteria published in the FR on 6/27/19.                                      |
| 4 <sup>th</sup> , 5 <sup>th</sup> and 6 <sup>th</sup> batched NOAs published in the Federal Register. Completed recovery planning for 100 species.  | Q4 FY2019          | met              | 4 <sup>th</sup> , 5 <sup>th</sup> , and 6 <sup>th</sup> groups of draft criteria noticed in the FR on 8/6/2019.                   |

# Key Indicators

- Each quarter, the Fish and Wildlife Service will report on the updated percentage of recovery plans that have quantitative criteria for what constitutes a recovered species.

|  | FY18 Q1 | FY18 Q2 | FY18 Q3 | FY18 Q4 | FY19 Q1 | FY19 Q2 | FY19 Q3 | FY19 Q4 |
|--|---------|---------|---------|---------|---------|---------|---------|---------|
| Percent of final species recovery plans with quantitative criteria | 72%     | 71%     | 71%     | 68%     | 70%     | 70%     | 74%     | 91%     |
| Number of final species recovery plans with quantitative criteria  | 407     | 398     | 399     | 383     | 397     | 398     | 421     | 521     |
| Number of final species recovery plans                             | 565     | 564     | 562     | 565     | 566     | 567     | 570     | 572     |

*Notes: The number and percent of recovery plans with quantitative criteria is affected by the completion of new and revised recovery plans, removal of species from the federal lists of endangered and threatened wildlife and plants, and supplemental findings on existing recovery plans. The decrease between FY18 Q1 and FY18 Q4 resulted from a reassessment of plans at the species level because of multi-species plans that cover both species with and without quantitative criteria. Unless all species in a multi-species recovery plan have quantitative criteria, the plan does not meet the APG.*

# Data Accuracy and Reliability

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- **Means used to verify and validate measured values:** Data is reviewed relative to its historical trends and programmatic context for plausibility, and is personally presented for review by senior officials to Departmental leadership and colleagues on a quarterly basis.
- **Sources for the data:** Program managers provide performance data based on their observations that can include extrapolations of selected representative samples or past history adjusted for observed changing conditions.
- **Level of accuracy required for the intended use of the data:** Performance data is used for management purposes, as a representative indicator of progress in relation to the goal. The accuracy of the data is that which is considered necessary to provide a reasonable representation of the progress made relative to a target or goal for discussion purposes, so as to help:
  - determine if the progress is considered adequate
  - provide understanding of the ability for the processes and methods being implemented to achieve the goal
  - indicate if any further exploration or evaluation is needed to better ensure achievement of the goal; and
  - whether alternative action, including adjusting funding levels, facilities, workforce, IT capabilities, etc., is needed to help better ensure achievement of the goal.
- **Limitations to the data at the required level of accuracy:** Performance data is subject to potential errors from individual observation; miscommunication; and/or differences in qualitative judgement. However, based on multiple review levels and accuracy certifications, these limitations are not significant.
- **How the agency has compensated for such limitations if needed to reach the required level of accuracy:** Data is reviewed relative to its historical trends and programmatic context for plausibility, and is personally presented for review by senior officials to Departmental leadership and colleagues. Senior management and leadership consider this level of accuracy to be acceptable in their use of the data. Past experience in using the data, historical trend and programmatic context assessments, and bureau data quality certifications indicate that the limitations are considered minor and compensating measures are not considered necessary.

## **Contributing Programs**

### **○ Contributing Programs within DOI**

- Fish and Wildlife Service (FWS) Ecological Services – lead
- FWS Fisheries and Aquatic Conservation – engagement in recovery plans for aquatic species; in some cases, leading the recovery planning team
- FWS Migratory Birds – engagement in recovery plans for migratory bird species; in some cases, leading the recovery planning team
- FWS National Wildlife Refuge System – engagement in recovery plans for listed species found on refuge lands; in some cases, leading the recovery planning team
- FWS Wildlife and Sport Fish Restoration – engagement in recovery plans to ensure coordination with state wildlife action plans
- Bureau of Land Management – engagement in recovery plan development; in some cases leading the recovery planning team
- National Park Service - engagement in recovery plan development; in some cases leading the recovery planning team
- US Geological Survey – engagement in recovery plan development, typically as a technical consultant in terms of species expertise or modeling expertise

# Additional Information

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## **Contributing Programs (continued)**

- **Contributing Programs / Other Federal Activities (external to DOI):**
  - Association of Fish and Wildlife Agencies (AFWA) – coordination and communication with the States
  - State Fish and Wildlife Agencies – engagement in recovery plan development; in some cases, leading the recovery planning team
  - Other Federal Agencies – engagement in recovery plan development; in some cases, leading the recovery planning team
  - Tribal organizations – engagement in recovery plan development in cases where listed species occur on Tribal lands

## **Stakeholder / Congressional Consultations**

- This initiative is being pursued due to the general concern of states and the Administration that the criteria for recovering species is not defined in quantitative terms.
- Recovery plans are public documents and require public engagement before they are finalized. The Service will need to provide an opportunity for public comment on any new or revised criteria proposed for a recovery plan.