INTRODUCTION

Across the nation Audubon is recognized as a trusted authority on birds and their habitats—and we are respected as a moderate, solutions-oriented conservation organization. Science expertise, experience enacting on-the-ground conservation at scale, savvy professional policy staff in Washington, an unparalleled grassroots network, and more than 100 years with a strong brand legacy make Audubon a powerful force.

The current state of national politics—with a divided hyper-partisan Congress and a recent history of accomplishing little in terms of major legislation—suggests that major progress in advancing conservation issues in Washington, DC is at best unlikely and at worst, impossible.

However, progress is being made in many areas where Audubon focuses. In 2012, at Audubon’s urging, Congress passed the RESTORE Act which could provide as much as $21 billion in restoration funds to the Gulf coast in the wake of the BP Deepwater Horizon oil spill. It was the single largest conservation funding victory Congress has ever delivered.

Audubon has worked with a friendly administration to deliver victories at a similarly impressive scale including:

• U.S. Department of the Interior (DOI) protection for 11 million acres of pristine wilderness in Alaska’s National Petroleum Reserve
• Protection, also by DOI, of the Greater Sage-Grouse by limiting energy development on more than 15 million acres of the American West
• Natural Resources Conservation Service (NRCS) investment in bird conservation at an unprecedented rate, providing $200 million in Wyoming alone to protect the Sage-Grouse on private lands

Audubon’s National Policy team works to identify opportunities to secure funding, advance legislation, and promote executive action that will save birds and habitat, and mobilize our network of activists to ensure these opportunities become realities. The ultimate goal of this policy work is to help Audubon achieve conservation at scale, focusing on the priority projects outlined by our strategic plan. At the May board meeting, we’ll explore just how much conservation impact Audubon has when we effectively engage in politics and public policy.
WORKING STRATEGICALLY TO ACHIEVE RESULTS

ACHIEVING CONSERVATION IMPACT AT SCALE
Hundreds of millions of acres and billions of dollars are at stake in the management of public lands. The U.S. Department of the Interior (DOI) alone has an annual budget of $14 billion, and three of its federal agencies—the U.S. Fish and Wildlife Service (USFWS), the National Park Service (NPS), and the Bureau of Land Management (BLM)—control more than 479 million acres of American land dedicated primarily to conservation. In 2010, a single policy decision by the BLM to limit energy development within core habitat for the Greater Sage-Grouse on BLM-controlled lands protected 15 million acres of habitat.

Even more could be at stake through federal support for conservation on private lands. Agencies like the Natural Resources Conservation Service (NRCS) and Farm Services Agency (FSA) manage billions of dollars in Farm Bill conservation funding. Increasingly, the NRCS is directing funding to bird conservation and the protection of large landscapes. Because of the massive funds and extensive lands these federal agencies control, Audubon can have a broad conservation impact by partnering with them and advocating nationally for our conservation priorities.

Similarly, the U.S. Congress can affect millions of acres and billions of dollars in conservation funding through a single action in Washington. Passage of the RESTORE Act is just one example of what is possible when Audubon engages in a politically savvy campaign to influence Congress.

AUDUBON’S POLICY PRIORITIES
To maximize impact, Audubon focuses policy efforts in five core areas.

• **Bird conservation:** Audubon is a consistent advocate for core laws protecting birds such as the Migratory Bird Treaty Act, Neotropical Migratory Bird Conservation Act, and Endangered Species Act, and also for the high-value bird habitat within the National Wildlife Refuge System. We are currently focused on passing the Agreement for the Conservation of Albatrosses and Petrels, which would address persistent threats to some of the world’s most imperiled birds.

• **Ecosystem restoration:** Audubon advocates for protection and restoration of ecosystems from the Everglades to the Mississippi River to the sagebrush steppe. Audubon has successfully advocated for inclusion of $7 billion in authorized funding for ecosystem restoration in the Water Resources Development Act, and passed the RESTORE Act providing $21 billion for Gulf Coast restoration.

• **Conservation funding:** Audubon advocates for the highest possible funding levels for conservation programs with the greatest benefit for bird conservation, including State Wildlife Grants, the Land and Water Conservation Fund, and the Neotropical Migratory Bird Conservation Act. Our current focus is securing unprecedented funds for Gulf restoration from NFWF and through the RESTORE Act.

• **Climate and energy:** Audubon’s new climate modeling will show that hundreds of bird species are threatened with extinction due to climate change. Audubon advocates for policies that reduce greenhouse gas emissions, climate adaptation strategies that protect birds, and energy siting policies and practices that allow renewable energy to be deployed with minimal impacts on birds and their habitats.

• **Alaska conservation:** The only national conservation group with a significant presence in the state and full time lobbying representation in Washington, Audubon is a national leader on Alaska issues. Audubon has lobbied to protect the Arctic National Wildlife Refuge from drilling for more than 25 years, and recently secured administrative protections for 11 million acres of habitat in Alaska’s National Petroleum Reserve.

With limited resources, we look across each of these priority areas for the best opportunities to accomplish conservation at scale, often seeking opportunities to accomplish multiple objectives with a single action or piece of legislation. Our recent victory in bird-friendly wind energy siting, for example, was an opportunity to accomplish bird conservation in the climate and energy arena.
ACHIEVING OUR POLICY PRIORITIES THROUGH FOCUSED ACTION

The role of the Audubon National Policy office is to deliver conservation results at scale, aligned with Audubon’s strategic priorities, through efforts in five core policy areas. We achieve this goal primarily through:

- **Bringing national attention to local issues:** Building on work done by state offices and Chapters, Audubon’s National Policy office elevates regional issues and local political battles that merit national attention. Many local and regional opportunities for conservation impacts can serve as models for broader conservation work, and with national attention they are often more likely to succeed.

- **Lobbying Congress:** Audubon’s National Policy team advocates for congressional legislation that would fund Audubon projects in Audubon core policy areas or protect priority birds and their habitat. We work to block legislation that would threaten these same Audubon priorities.

- **Working with executive federal agencies:** We lobby and partner with federal agencies and funding bodies to increase protections for Audubon priority habitats and birds and to ensure Audubon projects and core policy areas receive as much federal funding as possible.

- **Energizing Audubon’s grassroots network:** In order to effectively advocate for our interests in Congress and with federal agencies we can’t rely solely on national pressure. Mobilizing our grassroots—from state directors and highly active Chapter members throughout the country, to the tens of thousands of online “clicktivists” on our growing advocacy email list—to advocate for our core policy areas is a critical component of any Audubon policy effort.

Audubon’s National Policy staff, based in Washington, D.C., have the expertise to leverage the nuances of legislative strategy, the ability to manage relationships with key players in Congress and in federal agencies, and the strength to mobilize Audubon’s assets in the field all in service of our policy and conservation goals.

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**FEDERAL SOURCES OF GRANT FUNDING FOR BIRD CONSERVATION WORK***

**NMBCA:** $4M per year for hemispheric bird conservation; 75% must be spent in Latin America.

**NAWCA:** $40M per year for wetlands restoration, focused on waterfowl conservation.

**State wildlife grants:** $85M per year divided among states and administered by state fish and game agencies.

**Land and Water Conservation Fund:** $200M per year to acquire and protect land within national wildlife refuges, national parks, and national forests.

**NFWF, Gulf Settlement:** $2.5B will be allocated among five gulf states over the next five years.

*See pages 6-7 for visual glossary of abbreviations.*

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Annual funding figures are approximate annual averages. RESTORE Act not included as annual funding amount unknown.
AUDUBON’S UNIQUE ADVANTAGES IN THE POLICY ARENA

Audubon is differentiated from peer organizations by our experience and expertise in bird science, our widespread on-the-ground conservation presence, our politically moderate supporters, and the strength of our grassroots network.

BI-PARTISAN SUPPORT FOR CONSERVATION

As is true of most other conservation nonprofits, the majority of Audubon supporters make political contributions to Democrats. However, a comparatively large minority, 40%, of political contributions from Audubon major donors go to Republicans. Our moderate member base reflects our widespread grassroots presence in not only the liberal enclaves of California and New York, but also in red and purple states like Wyoming, Louisiana, Mississippi, and Arkansas. Our 2012 digital campaign Because Conservation Doesn’t Have a Party recruited 120,000 new activists in red and purple states with the inclusive message that there is room in the Audubon family for people of every political stripe.

THE AUDUBON NETWORK

Audubon’s network is the source of our advocacy power. Virtually every major Audubon policy victory, from defending the Arctic National Wildlife Refuge to passing the RESTORE Act, has been fueled by grassroots pressure from Audubon’s network of state offices and Chapters. With one million members and supporters, 22 state offices, at least one Chapter in every state in the country, and members living in every congressional district, Audubon can bring authentic pressure to bear on almost any politician in the nation. Though it would be a challenge, fully activating the tremendous potential of the Audubon network would have a significant impact on our policy work. Similarly, growing the network by expanding the organization’s membership will dramatically magnify Audubon’s clout and influence. If fully activated, the Audubon network can become a powerful army easily dispatched to encourage elected officials to do the right thing for birds and wildlife.
CABINET LEVEL EXECUTIVE DEPARTMENTS AND THEIR AGENCIES

**Department of the Interior (DOI):** Manages American natural and cultural resources. The majority of Audubon’s priority conservation policy work runs through DOI and its sub-bureaus, including the agencies below.

**U.S. Fish and Wildlife Service (USFWS):** The main agency working on fish, wildlife, plant and habitat conservation. USFWS manages the 150 million acre National Wildlife Refuges system, oversees protection of migratory birds, and enforces the Endangered Species Act. Audubon works with USFWS frequently on issues such as Gulf restoration and the agency’s new “Surrogate Species” strategy.

**Natural Resources Conservation Service (NRCS):** Established by Congress in 1935 to manage conservation on private lands through responsible land stewardship and partnerships with farmers and landowners. Audubon works closely with NRCS to drive funding to bird conservation through Farm Bill conservation programs and has helped shape several NRCS conservation initiatives.

**National Park Service (NPS):** Manages the 84 million acre U.S. National Park system. Staff are responsible for everything from historic preservation of monuments and land management to security and administration.

**U.S. Forest Service (USFS):** Manages 193 million acres of public lands in America’s national forests and grasslands.

**Bureau of Land Management (BLM):** Manages more than 245 million acres of public lands, primarily in 12 western states, for uses such as energy development, while protecting land for conservation. Audubon worked with the BLM to protect Sage-Grouse habitat.

**Department of Agriculture (USDA):** Develops and executes policy related to food, agriculture, natural resources, and nutrition. Audubon works with the USDA agencies below to advance our conservation goals.

**U.S. Forest Service Agency (FSA):** Implements effective and responsible agricultural programs in conjunction with farmers, ranchers, and other agricultural partners.

**Farm Services Agency (FSA):** Implements effective and responsible agricultural programs in conjunction with farmers, ranchers, and other agricultural partners.

**Department of Commerce (DOC):** Works to ensure economic growth, sustainable development, and improved standards of living. Albatross and petrel conservation, a current Audubon focus, falls under the DOC.

**Environmental Protection Agency (EPA):** Established in 1970 to ensure protection of the environment and human health, the EPA enforces the Clean Air Act and Clean Water Act and associated environmental regulations, and assesses environmental impacts. Audubon works to provide grassroots support to EPA efforts regulating power plant greenhouse gas emissions.

This list is illustrative and represents bodies with which Audubon works most closely.

6 | Audubon Policy Landscape | May 2013
### MAJOR ENVIRONMENTAL LEGISLATION OF THE LAST 40 YEARS

<table>
<thead>
<tr>
<th>Act</th>
<th>Year</th>
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<tbody>
<tr>
<td><strong>Clean Water Act (CWA), 1972</strong></td>
<td>1972</td>
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<tr>
<td>Administered by the EPA, the Clean Water Act regulates aquatic pollutant levels and quality standards for surface water. The act is credited with saving a third of the country’s rivers and lakes.</td>
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<tr>
<td><strong>Neotropical Migratory Bird Conservation Act (NMBCA), 2004</strong></td>
<td>2004</td>
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<tr>
<td>Managed by USFWS, NMBCA provides matching grants for hemispheric migratory bird conservation in the U.S., Canada, Latin America, and the Caribbean. Audubon has received NMBCA funding for forest management work in Vermont and some of our BirdLife International partners in Latin America have received their entire annual operating budgets through NMBCA.</td>
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<tr>
<td><strong>North American Wetlands Conservation Act (NAWCA), 1989</strong></td>
<td>1989</td>
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<tr>
<td>Managed by the USFWS, NAWCA provides matching grants to organizations working on North American wetlands conservation. Audubon sits on the advisory committee that distributes NAWCA funds. Significant projects on Audubon’s Beidler Forest in South Carolina have been funded by NAWCA grants.</td>
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<tr>
<td><strong>Endangered Species Act (ESA), 1973</strong></td>
<td>1973</td>
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<td>Administered jointly by USFWS and the National Marine Fisheries Service (NMFS), the ESA was enacted to prevent America’s native plant and animal species, as well as their ecosystems, from becoming extinct. Under the ESA species listed as “endangered” or “threatened” are given special protections under the law. Audubon works to defend the ESA from congressional attacks and to create new incentives for endangered species conservation.</td>
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<tr>
<td><strong>Clean Air Act (CAA), 1970</strong></td>
<td>1970</td>
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<tr>
<td>Administered by the EPA, the Clean Air Act regulates air emissions according to National Ambient Air Quality Standards (NAAQS) to protect public health and to control the release of toxic pollutants in the air. Audubon works to defend the EPA’s authority under the CAA to regulate greenhouse gases.</td>
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<td><strong>RESTORE Act, 2012</strong></td>
<td>2012</td>
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<td>The Restore Act ensures that 80% of CWA penalties paid by BP for the Deepwater Horizon oil spill will be returned to the Gulf to fund community and conservation restoration projects. Total CWA fines paid by BP could reach $21 billion. Audubon was instrumental in getting this piece of legislation drafted and then passed.</td>
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<tr>
<td><strong>Food Conservation and Energy Act (Farm Bill), 2008</strong></td>
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<tr>
<td>The Farm Bill offers subsidies to farmers for planting certain quantities of particular crops. In theory, farm subsidies remove risk from agricultural production but many conservation organizations, including Audubon, want a reformed Farm Bill which would limit subsidies that give farmers financial incentives to plant over ecosystems like wetlands. Up for renewal every five years, the current (2008) Farm Bill was extended under the fiscal cliff crisis extension, but will be up for review again in September.</td>
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AUDUBON NATIONAL POLICY IN ACTION

RECENT VICTORIES
Recent victories in our core policy areas show Audubon’s potential for success as we continue to work as one Audubon, bringing together science, network engagement, and local conservation to effect policy change.

Bringing National Attention to Local Issues: Protecting the Greater Sage-Grouse
This important victory began with Audubon’s conservation staff in Wyoming who in 2008 developed a science-based conservation strategy around core habitat protection. National Policy team worked closely with Audubon Wyoming to develop a political strategy and approaches to influencing the DOI. Ultimately the DOI limited energy development on 15 million acres of prime Sage-Grouse habitat across the American West. By focusing on a single threatened species, the Greater Sage-Grouse, we were able to safeguard a significant portion of the sagebrush steppe ecosystem.

Audubon’s bird science and political expertise makes us uniquely positioned to identify bird species that can provide political leverage to bring about conservation victories at scale. The Sage-Grouse victory was made possible in large part because the impending listing of the bird under the Endangered Species Act threatened to have a chilling effect on oil and gas development in Wyoming, and would have crippled the state’s economy. Audubon’s approach combined recognition of a political opportunity, development of a science-based plan to conserve the species, and savvy execution of strategies to influence decision-makers. The result was conservation at scale.

Lobbying Congress: RESTORE Act and Securing Funding for Gulf Restoration
Audubon became a leader on Gulf restoration with our immediate response to the 2010 Deepwater Horizon oil spill. Our on-the-ground volunteer response during the crisis raised Audubon’s visibility and stature and was valued by partners like the USFWS, DOI, and NFWF. In late 2010, after immediate response efforts had quieted, the Audubon National Policy team recognized the political opportunity surrounding the fines sure to be levied against BP and began working with congressional leaders to draft the $21 billion RESTORE Act. At the same time we secured $1.2 million in NFWF funding that eventually flowed to outstanding Audubon conservation projects in Louisiana and Florida.

In early 2013, NFWF received $2.5 billion in criminal fines from BP to be spent on Gulf conservation projects. The relationship between Audubon and NFWF has grown much stronger due to our leadership during the Gulf spill and our direct experience implementing NFWF-funded projects in the region. As a result of these previous efforts in the region and our recently developed close partnership with NFWF, Audubon priority projects are well positioned to benefit from NFWF’s new funding. Audubon’s National Policy Team’s leadership, from the Gulf spill response to passage of the RESTORE Act, has put the organization in position to receive funds at an unprecedented level.
Working with Executive Federal Agencies: Responsible Energy Siting
Audubon’s victory in securing the first nationwide guidelines for siting wind development demonstrated the value of our politically moderate profile and ability to negotiate deals among players with wide-ranging views. Audubon’s National Policy team played a lead role in negotiations with the conservation community, state wildlife agencies, the DOI, and the wind industry. Audubon not only sat at the table for two years as a key member of the federal advisory committee tasked with developing the guidelines, we also initiated and successfully concluded separate negotiations at critical moments to keep the process on track—finally securing a commitment from the wind industry to implement the guidelines.

When the wind guidelines were announced, Interior Secretary Ken Salazar emphasized that they were endorsed by both the American Wind Energy Association and the National Audubon Society. The dual endorsements, he said, “speak volumes about our goals: to do everything we can to stand up renewable energy” while protecting wildlife and habitat. By working within the energy industry and state and federal conservation agencies, we were able to achieve real results for bird conservation. This success shows that in some cases it is necessary to sit down at the table and negotiate directly with the industry, rather than advocating from the outside, to effectively achieve our policy goals.

Energizing the Grassroots Network: Protecting Alaska’s National Petroleum Reserve
The DOI’s decision to protect 11 million acres of wilderness-quality lands in Alaska’s National Petroleum Reserve was the result of more than a decade of work by Audubon’s science and policy staff in Alaska and in Washington, D.C. Expert Audubon Alaska scientists identified the areas of highest biological value in the reserve, and National Policy staff then worked to ensure protecting those areas became the agenda of the national conservation community. After the DOI introduced their proposed management plan for the reserve, Audubon Alaska and the National Policy team collaborated on analyzing the area-wide plan, ensuring nationwide grassroots pressure on the DOI, and directly lobbying senior Interior Department officials. A science-based conservation plan combined with the strategic guidance, coalition building, high-level agency access, and grassroots operation of Audubon’s National Policy team came together to deliver conservation results.
AUDUBON’S CHALLENGES IN THE POLICY ARENA

Though Audubon has achieved significant policy victories in recent years, our National Policy team is challenged by the constraints of a small staff, limited visibility on high-profile climate issues, and a lack of resources to grow Audubon’s activist network.

Fully Activating the Audubon Network

With a reach of four million people, the Audubon network can differentiate us in a significant way from our peer nonprofits—but only if the network can deliver advocacy results. The Audubon network is already one of Audubon’s most important policy resources delivering tremendous policy success, but it has yet to reach its full potential. With targeted investments in Chapter coordination, online tools, and grassroots organizing, this army’s power is virtually limitless. Additional gifts in these areas could bring Audubon’s advocacy power to the next level making it possible to mobilize engaged, informed activists in every congressional district to act on Audubon’s behalf at a moment’s notice.

Leveraging a Limited Staff

In the late 1990s, Audubon had a large political presence in Washington, with 35 professional staff and a reputation as one of the city’s strongest voices for conservation. But over the next decade while Audubon emphasized other priorities the National Policy program was largely dismantled. Though we are building our force again, with a professional staff of seven and momentum from recent policy victories, we still face challenges that linger from this downsizing. Disparity between Audubon and our peer organizations—for example NWF has five million members and supporters, and 55 policy staff—creates a challenge as we seek to maintain a competitive level of visibility and influence.

Increasing Climate Action

One of the biggest implications of downsizing the National Policy program in the early 2000s was that Audubon missed an opportunity to focus on climate change. While Audubon was de-emphasizing policy and seeing relatively stagnant membership numbers, our peers were growing in capacity and stature, and dedicating larger percentages of resources to climate policy.

The upcoming release of our groundbreaking nationwide climate model, a six-year effort by Audubon’s Science team, will be an ideal opportunity to reach out to donors and major foundations to bolster our climate policy efforts. The model, which shows that hundreds of American bird species will be threatened with extinction from climate change by 2050, has the potential to serve as the basis of a new Audubon role in communications and grassroots efforts. We hope the report will provide an opportunity for Audubon to become a major force in influencing state and federal climate adaptation planning and show the American public and political decision-makers how crucial climate action is to the survival of our bird species.

AUDUBON’S PARTNER NONPROFIT ORGANIZATIONS BY SIZE

| The Nature Conservancy | $831 |
| Ducks Unlimited | $172 |
| National Resources Defense Council | $106 |
| Environmental Defense Council | $105 |
| National Wildlife Federation | $102 |
| National Audubon Society | $89 |
| The Wilderness Society | $33 |
| Defenders of Wildlife | $28 |
| Alaska Wilderness League | $4 |

Annual Operating Budget (in Millions)
HARNESSING OUR POTENTIAL: WHAT SUCCESS LOOKS LIKE

In the coming months and years, the Audubon National Policy team’s main goals are to maximize our impact in the Gulf, strengthen the Audubon network, and reshape federal conservation strategy. We are already devoting considerable resources to making these goals a reality and will continue to measure our progress as we move forward.

SECURE UNPRECEDENTED CONSERVATION FUNDING

Current opportunities for funding in the Gulf are so significant that we are on the cusp of securing the five largest grants Audubon has ever received in this one region. With support from the Walton Family Foundation, Audubon’s National Policy team is leading an effort to secure funding for Audubon conservation projects through the RESTORE Act by influencing government agencies at the national, state, and local level. We are also working to secure additional funding from NFWF to ensure portions of the $2.5 billion they control will flow to Audubon for priority conservation projects.

BECOME AN UNPARALLELED GRASSROOTS FORCE

As stated above, fully activating the network is both a challenge and a goal for the Audubon Policy team. Investments have begun to help us reach that goal. With support from the Moore Charitable Foundation, Audubon will build two new tools to activate the network: a petition tool that will allow local chapters to execute their own online petitions to build grassroots support, and an internal social networking site for sharing information about energy siting challenges. With support from the Walton Family Foundation, Audubon has also launched the Western Rivers Action Network (WRAN) which is growing grassroots support for healthy rivers and riparian habitat conservation in the Central Flyway. Efforts like these will help develop a fully engaged and informed activist network.

RESHAPE USFWS CONSERVATION STRATEGY

In 2012, Audubon played a lead role in convincing USFWS to launch a transformative effort focusing on biological outcomes for a small number of species that best represent landscape scale conservation goals. This “surrogate species” approach, which Audubon pioneered with Greater Sage-Grouse and sagebrush ecosystem restoration has the potential to make the nation’s largest wildlife agency more bird-focused, more oriented toward on-the-ground biological outcomes, and more successful at achieving conservation at scale than ever before. In the coming years we will continue to work with USFWS to implement this strategy and push to create new conservation success stories modeled on our Sage-Grouse effort.
AUDUBON LEVERAGES PARTNERSHIPS FOR POLICY VICTORIES

PASSING THE RESTORE ACT
- National Fish and Wildlife Foundation
- EDI - Environmental Defense Fund
- Alaska Wilderness League
- Audubon
- NRDC

SECURING FUNDING FOR GULF RESTORATION
- Ducks Unlimited
- The Nature Conservancy
- The Wilderness Society
- Defenders of Wildlife

PROTECTING ALASKA’S NATIONAL PETROLEUM RESERVE

RESPONSIBLE ENERGY SITING