

MULTINATIONAL SPECIES CONSERVATION FUNDS
SEMIPOSTAL STAMP REAUTHORIZATION ACT OF 2019

NOVEMBER 13, 2019.—Ordered to be printed

Mr. GRIJALVA, from the Committee on Natural Resources,
submitted the following

R E P O R T

[To accompany H.R. 1446]

[Including cost estimate of the Congressional Budget Office]

The Committee on Natural Resources, to whom was referred the bill (H.R. 1446) to require the United States Postal Service to continue selling the Multinational Species Conservation Funds Semipostal Stamp until all remaining stamps are sold, and for other purposes, having considered the same, report favorably thereon with an amendment and recommend that the bill as amended do pass.

The amendment is as follows:

Strike all after the enacting clause and insert the following:

SECTION 1. SHORT TITLE.

This Act may be cited as the “Multinational Species Conservation Funds Semipostal Stamp Reauthorization Act of 2019”.

SEC. 2. REAUTHORIZATION; REQUIREMENT TO SELL ALL STAMPS.

(a) **IN GENERAL.**—Section 2(c) of the Multinational Species Conservation Funds Semipostal Stamp Act of 2010 (39 U.S.C. 416 note; Public Law 111-241) is amended—

(1) in paragraph (2)—

(A) by striking “of at least 6 years,”; and

(B) by inserting before the period at the end the following: “and ending not earlier than the date on which the United States Postal Service provides notice to Congress under paragraph (5)”;

(2) by adding at the end the following:

“(5) **REQUIREMENT TO SELL ALL STAMPS PRINTED.**—

“(A) **IN GENERAL.**—The United States Postal Service shall sell each copy of the Multinational Species Conservation Fund Semipostal Stamp that the United States Postal Service prints under this Act.

“(B) **NOTIFICATION OF CONGRESS.**—The United States Postal Service shall notify the Committee on Homeland Security and Governmental Affairs of the Senate and the Committee on Oversight and Reform of the House of

Representatives when all copies of the Multinational Species Conservation Fund Semipostal Stamp printed under this Act have been sold.”

(b) RETROACTIVE APPLICABILITY.—The amendments made by subsection (a) shall take effect as if enacted on the day after the date of enactment of the Multinational Species Conservation Funds Semipostal Stamp Reauthorization Act of 2013 (Public Law 113–165; 128 Stat. 1878).

PURPOSE OF THE BILL

The purpose of H.R. 1446 is to require the United States Postal Service to continue selling the Multinational Species Conservation Funds Semipostal Stamp until all remaining stamps are sold.

BACKGROUND AND NEED FOR LEGISLATION

The Multinational Species Conservation Funds Semipostal Stamp Act of 2010¹ authorized a semipostal stamp from the U.S. Postal Service to support international conservation efforts. A semipostal stamp is a postage stamp that is sold at a higher rate than the normal price for an ordinary one-ounce first-class stamp. The extra charge serves as a contribution by the purchaser to a specific fund or cause.

A portion of the proceeds of the Multinational Species Conservation Funds Semipostal Stamps is transferred to the U.S. Fish and Wildlife Service (FWS), which divides the funds among the Multinational Species Conservation Funds (MSCF). The MSCF include five grant programs: the African Elephant Conservation Fund, the Asian Elephant Conservation Fund, the Great Ape Conservation Fund, the Marine Turtle Conservation Fund, and the Rhinoceros and Tiger Conservation Fund, all reauthorized in S.47, the John D. Dingell, Jr. Conservation, Management, and Recreation Act,² signed into law earlier this year.

According to the FWS, the sale of nearly 51 million MSCF semipostal stamps has raised more than \$5.7 million for the MSCF,³ supporting conservation projects related to anti-poaching efforts, conservation capacity building, community engagement and outreach, habitat restoration, and raising public awareness of wildlife trafficking.⁴

The authorization for offering the MSCF semipostal stamp expired in 2017, at which point the U.S. Postal Service suspended the sale of the stamp, despite still having more than 49 million printed and unsold stamps on hand at this time.⁵ H.R. 1446 reauthorizes the MSCF semipostal stamp until all stamps that have been printed have been sold.

COMMITTEE ACTION

H.R. 1446 was introduced on February 28, 2019, by Representative Wm. Lacy Clay (D–MO). The bill was referred to the Committee on Oversight and Reform, and in addition to the Committee

¹ Pub. L. No. 111–241, 124 Stat. 2605 (2010) (codified at 39 U.S.C. § 416 note).

² Pub. L. No. 116–9, § 7001(c), 133 Stat. 580, 784–88 (2019).

³ *Hearing on H.R. 967, H.R. 1162, H.R. 1446, H.R. 1976, H.R. 2473, H.R. 2685, Migratory Bird Protection Act Discussion Draft Before the Subcomm. on Water, Oceans & Wildlife of the H. Comm. on Nat. Res.*, 116th Cong. (2019) (statement for the record of the U.S. Dep’t of the Interior), <https://docs.house.gov/meetings/II/II13/20190613/109633/HHRG-116-II13-20190613-SD008.pdf>.

⁴ PERVAZE A. SHEIKH, MICHELLE D. CHRISTENSEN & KALYN R. DORHEIM, CONG. RESEARCH SERV., R44809, MULTINATIONAL SPECIES CONSERVATION FUND SEMIPOSTAL STAMP 3 (2017).

⁵ *Hearing, supra* note 3, at 2.

on Natural Resources. Within the latter Committee, the bill was referred to the Subcommittee on Water, Oceans, and Wildlife. On June 13, 2019, the Subcommittee held a hearing on the bill. On September 18, 2019, the Natural Resources Committee met to consider the bill. The Subcommittee was discharged by unanimous consent. Chair Raúl Grijalva (D–AZ) offered an amendment designated Grijalva #1, which was adopted by unanimous consent. No additional amendments were offered, and the bill, as amended, was ordered favorably reported to the House of Representatives by unanimous consent.

HEARINGS

For the purposes of section 103(i) of H.Res. 6 of the 116th Congress—the following hearing was used to develop or consider H.R. 1446: legislative hearing by the Subcommittee on Water, Oceans, and Wildlife held on June 13, 2019.

COMMITTEE OVERSIGHT FINDINGS AND RECOMMENDATIONS

Regarding clause 2(b)(1) of rule X and clause 3(c)(1) of rule XIII of the Rules of the House of Representatives, the Committee on Natural Resources’ oversight findings and recommendations are reflected in the body of this report.

COMPLIANCE WITH HOUSE RULE XIII AND CONGRESSIONAL BUDGET ACT

1. *Cost of Legislation and the Congressional Budget Act.* With respect to the requirements of clause 3(c)(2) and (3) of rule XIII of the Rules of the House of Representatives and sections 308(a) and 402 of the Congressional Budget Act of 1974, the Committee has received the following estimate for the bill from the Director of the Congressional Budget Office:

U.S. CONGRESS,
CONGRESSIONAL BUDGET OFFICE,
Washington, DC, November 7, 2019.

Hon. RAÚL M. GRIJALVA,
*Chairman, Committee on Natural Resources,
House of Representatives, Washington, DC.*

DEAR MR. CHAIRMAN: The Congressional Budget Office has prepared the enclosed cost estimate for H.R. 1446, the Multinational Species Conservation Funds Semipostal Stamp Reauthorization Act of 2019.

If you wish further details on this estimate, we will be pleased to provide them. The CBO staff contact is Mark Grabowicz.

Sincerely,

PHILLIP L. SWAGEL,
Director.

Enclosure.

H.R. 1446, Multinational Species Conservation Funds Semipostal Stamp Reauthorization Act of 2019			
As ordered reported by the House Committee on Natural Resources on September 18, 2019			
By Fiscal Year, Millions of Dollars	2020	2020-2024	2020-2029
Direct Spending (Outlays)	*	*	*
Revenues	0	0	0
Increase or Decrease (-) in the Deficit	*	*	*
Spending Subject to Appropriation (Outlays)	0	0	0
Statutory pay-as-you-go procedures apply?	Yes	Mandate Effects	
Increases on-budget deficits in any of the four consecutive 10-year periods beginning in 2030?	No	Contains intergovernmental mandate?	No
		Contains private-sector mandate?	No
* = between -\$500,000 and \$500,000.			

The Multinational Species Conservation Funds Semipostal Stamp Act of 2010 (Public Law 111–241) directed the Postal Service (USPS) to issue a special stamp for first-class mail. Any amounts collected from the special stamp (called a semipostal), after accounting for USPS administrative costs, were transferred to the U.S. Fish and Wildlife Service (USFWS) for programs to support endangered species. The Postal Service stopped selling these stamps at the end of 2018; H.R. 1446 would direct USPS to continue selling these stamps until all remaining stamps are sold.

CBO anticipates that the Postal Service would charge 60 cents for each multinational species semipostal stamp, and that payments above the regular first-class postage rate (currently 55 cents) would be treated as offsetting collections (that is, as a credit against spending) of the Postal Service. Based on past sales of this semipostal, we expect that the increase in offsetting collections under H.R. 1446 would be less than \$1 million annually. The collections and spending by the Postal Service, including the transfer to the USFWS, are classified as off-budget. The receipt of the transfer and subsequent spending by the USFWS are classified as on budget. CBO estimates that both agencies would spend their collections soon after they receive them so that the net change in outlays for both agencies would not be significant in any year.

The CBO staff contact for this estimate is Mark Grabowicz. The estimate was reviewed by H. Samuel Papenfuss, Deputy Assistant Director for Budget Analysis.

2. *General Performance Goals and Objectives.* As required by clause 3(c)(4) of rule XIII, the general performance goals and objectives of this bill are to require the United States Postal Service to continue selling the Multinational Species Conservation Funds Semipostal Stamp until all remaining stamps are sold.

EARMARK STATEMENT

This bill does not contain any Congressional earmarks, limited tax benefits, or limited tariff benefits as defined under clause 9(e),

9(f), and 9(g) of rule XXI of the Rules of the House of Representatives.

UNFUNDED MANDATES REFORM ACT STATEMENT

This bill contains no unfunded mandates.

EXISTING PROGRAMS

This bill does not establish or reauthorize a program of the federal government known to be duplicative of another program.

APPLICABILITY TO LEGISLATIVE BRANCH

The Committee finds that the legislation does not relate to the terms and conditions of employment or access to public services or accommodations within the meaning of section 102(b)(3) of the Congressional Accountability Act.

PREEMPTION OF STATE, LOCAL, OR TRIBAL LAW

Any preemptive effect of this bill over state, local, or tribal law is intended to be consistent with the bill's purposes and text and the Supremacy Clause of Article VI of the U.S. Constitution.

CHANGES IN EXISTING LAW MADE BY THE BILL, AS REPORTED

In compliance with clause 3(e) of rule XIII of the Rules of the House of Representatives, changes in existing law made by the bill, as reported, are shown as follows (existing law proposed to be omitted is enclosed in black brackets, new matter is printed in italic, and existing law in which no change is proposed is shown in roman):

MULTINATIONAL SPECIES CONSERVATION FUNDS SEMIPOSTAL STAMP ACT OF 2010

* * * * *

SEC. 2. MULTINATIONAL SPECIES CONSERVATION FUNDS SEMIPOSTAL STAMP.

(a) IN GENERAL.—In order to afford a convenient way for members of the public to contribute to funding for the operations supported by the Multinational Species Conservation Funds, the United States Postal Service shall issue a semipostal stamp (hereinafter in this Act referred to as the “Multinational Species Conservation Funds Semipostal Stamp”) in accordance with succeeding provisions of this section.

(b) COST AND USE.—

(1) IN GENERAL.—The Multinational Species Conservation Funds Semipostal Stamp shall be offered at a cost equal to the cost of mailing a letter weighing 1 ounce or less at the non-automation single-piece first-ounce letter rate, in effect at the time of purchase, plus a differential of not less than 15 percent.

(2) VOLUNTARY USE.—The use of any semipostal issued under this section shall be voluntary on the part of postal patrons.

(3) SPECIAL RATE.—The special rate of postage of an individual stamp under this section shall be an amount that is evenly divisible by 5.

(c) OTHER TERMS AND CONDITIONS.—The issuance and sale of the Multinational Species Conservation Funds Semipostal Stamp shall be governed by the provisions of section 416 of title 39, United States Code, and regulations issued under such section, subject to subsection (b) and the following:

(1) DISPOSITION OF PROCEEDS.—

(A) IN GENERAL.—All amounts becoming available from the sale of the Multinational Species Conservation Funds Semipostal Stamp (as determined under section 416(d) of such title 39) shall be transferred to the United States Fish and Wildlife Service, for the purpose described in subsection (a), through payments which shall be made at least twice a year, with the proceeds to be divided equally among the African Elephant Conservation Fund, the Asian Elephant Conservation Fund, the Great Ape Conservation Fund, the Marine Turtle Conservation Fund, the Rhinoceros and Tiger Conservation Fund, and other international wildlife conservation funds authorized by the Congress after the date of the enactment of this Act and administered by the Service as part of the Multinational Species Conservation Fund.

(B) PROCEEDS NOT TO BE OFFSET.—In accordance with section 416(d)(4) of such title 39, amounts becoming available from the sale of the Multinational Species Conservation Funds Semipostal Stamp (as so determined) shall not be taken into account in any decision relating to the level of appropriations or other Federal funding to be furnished in any year to—

- (i) the United States Fish and Wildlife Service; or
- (ii) any of the funds identified in subparagraph (A).

(2) DURATION.—The Multinational Species Conservation Funds Semipostal Stamp shall be made available to the public for a period [of at least 6 years,] beginning no later than 12 months after the date of the enactment of this Act *and ending not earlier than the date on which the United States Postal Service provides notice to Congress under paragraph (5)*.

(3) LIMITATION.—The Multinational Species Conservation Funds Semipostal Stamp shall not be subject to, or taken into account for purposes of applying, any limitation under section 416(e)(1)(C) of such title 39.

(4) RESTRICTION ON USE OF FUNDS.—Amounts transferred under paragraph (1) shall not be used to fund or support the Wildlife Without Borders Program or to supplement funds made available for the Neotropical Migratory Bird Conservation Fund.

(5) REQUIREMENT TO SELL ALL STAMPS PRINTED.—

(A) IN GENERAL.—*The United States Postal Service shall sell each copy of the Multinational Species Conservation Fund Semipostal Stamp that the United States Postal Service prints under this Act.*

(B) NOTIFICATION OF CONGRESS.—*The United States Postal Service shall notify the Committee on Homeland Se-*

curity and Governmental Affairs of the Senate and the Committee on Oversight and Reform of the House of Representatives when all copies of the Multinational Species Conservation Fund Semipostal Stamp printed under this Act have been sold.

(d) DEFINITION.—For purposes of this Act, the term “semipostal stamp” refers to a stamp described in section 416(a)(1) of title 39, United States Code.

COMMITTEE CORRESPONDENCE

ONE HUNDRED SIXTEENTH CONGRESS

ELIJAH E. CUMMINGS, MARYLAND
CHAIRMANJIM JORDAN, OHIO
RANKING MINORITY MEMBER**Congress of the United States**
House of Representatives

COMMITTEE ON OVERSIGHT AND REFORM

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WASHINGTON, DC 20515-6143

MAJORITY (202) 225-5051
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October 16, 2019

The Honorable Raul Grijalva
Chairman
Committee on Natural Resources
1324 Longworth House Office Building
Washington, D.C. 20515

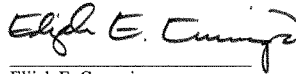
Dear Chairman Grijalva:

I am writing to you concerning the bill H.R. 1446, the Multinational Species Conservation Funds Semipostal Stamp Reauthorization Act of 2019. There are certain provisions in the legislation which fall within the Rule X jurisdiction of the Committee on Oversight and Reform.

In the interest of permitting your committee to proceed expeditiously to consideration of this important bill, I am willing to waive this Committee's right to consider the bill. I do so with the understanding that by waiving consideration of the bill, the Committee does not waive any future jurisdictional claim over the subject matters contained in the bill which fall within its Rule X jurisdiction. I request that you urge the Speaker to name members of this Committee to any conference committee which is named to consider such provisions.

Please place this letter into the committee report on H.R. 1446 and into the Congressional Record during consideration of the measure on the House floor. Thank you for the cooperative spirit in which you have worked regarding this matter and others between our respective committees.

Sincerely,



Elijah E. Cummings
Chairman

cc: The Honorable Jim Jordan, Ranking Member

RAÚL M. GRIJALVA OF ARIZONA
CHAIRMAN

DAVID WATKINS
STAFF DIRECTOR

ROB BISHOP OF UTAH
RANKING REPUBLICAN

PARISH BRADEN
REPUBLICAN STAFF DIRECTOR

U.S. House of Representatives
Committee on Natural Resources
Washington, DC 20515

September 30, 2019

The Honorable Elijah E. Cummings
Chair
Committee on Oversight and Reform
U.S. House of Representatives
2157 Rayburn House Office Building
Washington D.C. 20515

Dear Chair Cummings,

I write to you concerning H.R. 1446 the, "Multinational Species Conservation Funds Semipostal Stamp Reauthorization Act of 2019."

I appreciate your willingness to work cooperatively on this legislation. I recognize that the bill contains provisions that fall within the jurisdiction of the Committee on Oversight and Reform. I acknowledge that your Committee will not formally consider H.R. 1446 and agree that the inaction of your Committee with respect to the bill does not waive any future jurisdictional claim over the matters contained in the bill that fall within your Committee's Rule X jurisdiction.

I will ensure that our exchange of letters is included in the *Congressional Record* during floor consideration of the bill. I appreciate your cooperation regarding this legislation and look forward to continuing to work with you as this measure moves through the legislative process.

Sincerely,



Raúl M. Grijalva
Chair
House Natural Resources Committee

Cc: The Honorable Rob Bishop, Ranking Member
The Honorable Thomas J. Wickham Jr., Parliamentarian

SUPPLEMENTAL, MINORITY, ADDITIONAL, OR DISSENTING VIEWS
None.

