

MULTINATIONAL SPECIES CONSERVATION
FUNDS SEMIPOSTAL STAMP
REAUTHORIZATION ACT OF 2021

R E P O R T

OF THE

COMMITTEE ON HOMELAND SECURITY AND
GOVERNMENTAL AFFAIRS
UNITED STATES SENATE

TO ACCOMPANY

S. 521

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



DECEMBER 13, 2022.—Ordered to be printed

U.S. GOVERNMENT PUBLISHING OFFICE

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MULTINATIONAL SPECIES CONSERVATION FUNDS SEMIPOSTAL STAMP REAUTHORIZATION ACT OF 2021

DECEMBER 13, 2022.—Ordered to be printed

Mr. PETERS, from the Committee on Homeland Security and
Governmental Affairs, submitted the following

R E P O R T

[To accompany S. 521]

[Including cost estimate of the Congressional Budget Office]

The Committee on Homeland Security and Governmental Affairs, to which was referred the bill (S. 521) 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, reports favorably thereon without amendment and recommends that the bill do pass.

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I. PURPOSE AND SUMMARY

S. 521, the *Multinational Species Conservation Funds Semipostal Stamp Reauthorization Act of 2021*, would direct the United States Postal Service (the Postal Service) to continue selling the remaining copies of the Multinational Species Conservation Funds Semipostal Stamp left in stock, including reprinting and selling any stamps that have been destroyed. This semipostal stamp contributes to the Multinational Species Conservation Fund at the

U.S. Fish and Wildlife Service, which assists with conservation of over 30 critical species worldwide. This bill would only direct the sale of existing stamps rather than authorizing a new stamp.

II. BACKGROUND AND NEED FOR THE LEGISLATION

A semipostal stamp is a postage stamp issued and sold by the Postal Service, with a surcharge on the regular rate of a 1-ounce first-class letter stamp, that helps provide funding for a cause in the public interest. Revenue from the stamp sale, minus postage and a reasonable reimbursement to the Postal Service, is transferred to a selected Federal agency for a specific cause.¹ Between 1997 and 2010, Congress authorized the Postal Service to sell four different semipostal stamps, including the Multinational Species Conservation Funds stamp.²

The *Multinational Species Conservation Funds Semipostal Stamp Act of 2010* authorized the Postal Service to create and distribute a semipostal stamp to support international conservation efforts.³ The Postal Service introduced the stamp, also known as the “Save Vanishing Species” stamp, in 2011. The additional proceeds of the stamps are deposited into the Multinational Species Conservation Fund, administered by the U.S. Fish and Wildlife Service, which includes 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.⁴ All programs were reauthorized through 2023 in S. 47, the John. D. Dingell, Jr. Conservation, Management, and Recreation Act, enacted in 2019.⁵

Between 2011 and 2018, Postal Service customers bought almost 51 million copies of the stamp, raising roughly \$5.7 million for over 100 conservation projects in 35 countries related to anti-poaching, capacity building, community engagement and outreach, habitat restoration, and raising public awareness of wildlife trafficking.⁶ However, the authorization for the stamp expired at the end of Fiscal Year 2017, and the Postal Service suspended the sales despite still having 49 million unsold stamps.⁷ In February 2019, Congress passed report language in the *Consolidated Appropriations Act, 2019* directing the Postal Service to continue selling these semipostal stamps.⁸ The *Multinational Species Conservation Funds Semipostal Stamp Reauthorization Act of 2021* would reauthorize the stamp to ensure all remaining stamps are sold.

III. LEGISLATIVE HISTORY

Ranking Member Rob Portman (R-OH) introduced S. 521, the *Multinational Species Conservation Funds Semipostal Stamp Reau-*

¹ 39 U.S.C. § 416.

² Congressional Research Service, *Multinational Species Conservation Fund Semipostal Stamp (R44809)* (Apr. 7, 2017) (<https://crsreports.congress.gov/product/pdf/R/R44809/5>).

³ Pub. L. No. 111–241 (2010).

⁴ Congressional Research Service, *supra* note 2.

⁵ Pub. L. No. 116–9 (2019).

⁶ Congressional Research Service, *Multinational Species Conservation Fund: FY2020 Appropriations (R45668)* (Apr. 5, 2019) (<https://crsreports.congress.gov/product/pdf/R/R45668>); House Subcommittee on Water, Oceans, and Wildlife, *WOW Legislative Hearing*, 116th Cong. (June 13, 2019).

⁷ House Subcommittee on Water, Oceans, and Wildlife, *WOW Legislative Hearing*, 116th Cong. (June 13, 2019).

⁸ Pub. L. No. 116–6 (2019).

thorization Act of 2021, on March 2, 2021, with original cosponsors Senator Thomas Carper (D–DE), Senator Edward Markey (D–MA), Senator Tammy Duckworth (D–IL), and Senator Dianne Feinstein (D–CA). The bill was referred to the Committee on Homeland Security and Governmental Affairs. Senator Jeanne Shaheen (D–NH) and Senator Kyrsten Sinema (D–AZ) joined as cosponsors on March 4, 2021, and Senator Chris Van Hollen (D–MD), Senator Jacky Rosen (D–NV), and Senator Margaret Hassan (D–NH) joined as cosponsors on February 1, 2022.

The Committee considered S. 521 at a business meeting on February 2, 2022. The Committee ordered the bill to be reported favorably by voice vote *en bloc* with Senators Peters, Carper, Hassan, Sinema, Rosen, Padilla, Ossoff, Portman, Lankford, Scott, and Hawley present.

IV. SECTION-BY-SECTION ANALYSIS OF THE BILL, AS REPORTED

Section 1. Short title

This section establishes the short title of the bill as the “Multinational Species Conservation Funds Semipostal Stamp Reauthorization Act of 2021.”

Sec. 2. Reauthorization; requirement to sell all stamps

Subsection (a) amends Section 2(c) of the *Multinational Species Conservation Funds Semipostal Stamp Act of 2010* to reauthorize the Multinational Species Conservation Funds semipostal stamp, until such time as the Postal Service notifies Congress that all copies of the stamp have been sold. The subsection also adds language requiring the Postal Service to sell each copy of the stamp printed under the Act and to 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 have been sold.

Subsection (b) applies the subsection (a) amendments retroactively, to begin the day after the enactment of the *Multinational Species Conservation Funds Semipostal Stamp Reauthorization Act of 2013*. This subsection also requires that if the Postal Service has destroyed one or more of these stamps before the enactment of this bill, it must print and sell an equal number of the stamps after enactment as replacements.

V. EVALUATION OF REGULATORY IMPACT

Pursuant to the requirements of paragraph 11(b) of rule XXVI of the Standing Rules of the Senate, the Committee has considered the regulatory impact of this bill and determined that the bill will have no regulatory impact within the meaning of the rules. The Committee agrees with the Congressional Budget Office’s statement that the bill contains no intergovernmental or private-sector mandates as defined in the Unfunded Mandates Reform Act (UMRA) and would impose no costs on state, local, or tribal governments.

VI. CONGRESSIONAL BUDGET OFFICE COST ESTIMATE

U.S. CONGRESS,
CONGRESSIONAL BUDGET OFFICE,
Washington, DC, April 27, 2022.

Hon. GARY PETERS,
Chairman, Committee on Homeland Security and Governmental Affairs,
U.S. Senate, Washington, DC.

DEAR MR. CHAIRMAN: The Congressional Budget Office has prepared the enclosed cost estimate for S. 521, the Multinational Species Conservation Funds Semipostal Stamp Reauthorization Act of 2021.

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

Sincerely,

PHILLIP L. SWAGEL,
Director.

Enclosure.

S. 521, Multinational Species Conservation Funds Semipostal Stamp Reauthorization Act of 2021			
As ordered reported by the Senate Committee on Homeland Security and Governmental Affairs on February 2, 2022			
By Fiscal Year, Millions of Dollars	2022	2022-2026	2022-2031
Direct Spending (Outlays)	0	*	*
Revenues	0	0	0
Increase or Decrease (-) in the Deficit	0	*	*
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 2032?	No	Contains intergovernmental mandate?	No
		Contains private-sector mandate?	No
* = between -\$500,000 and zero.			

S. 521 would direct the Postal Service (USPS) to continue to sell the Save Vanishing Species semipostal stamp until all are sold and to reprint any destroyed stamps. Under current law, USPS can sell the stamps through September 30, 2022.

The stamps cost 75 cents each; amounts that USPS collects above regular first-class postage (currently 58 cents) are treated as offsetting collections of the Postal Service and are transferred to the U.S. Fish and Wildlife Service (USFWS) to support the Multinational Species Conservation Funds.

Using information on past sales, CBO estimates that collections under the bill would total less than \$1 million annually. CBO expects those amounts to be transferred soon after receipt. Using information from the Postal Service, we estimate that any costs to reprint stamps would be insignificant and would be offset by proceeds from the sale of those stamps, resulting in no net change in spending by USPS over the 2022–2031 period. Postal Service collections

and spending, including the transfer to USFWS, are classified as off-budget.

The amounts that USFWS receives would be recorded as on-budget offsetting receipts, or reductions in direct spending, and would be available for the agency to spend without further appropriation. CBO expects that those funds would be spent soon after receipt; thus, the net effect on direct spending would be negligible.

On April 20, 2022, CBO transmitted a cost estimate for H.R. 6023, the Multinational Species Conservation Funds Semipostal Stamp Reauthorization Act of 2021, as ordered reported by the House Committee on Natural Resources on February 16, 2022. The bills are similar; however, S. 521 would direct USPS to reprint any destroyed stamps. CBO's cost estimate for S. 521 reflects that difference.

The CBO staff contact for this estimate is Janani Shankaran. The estimate was reviewed by H. Samuel Papenfuss, Deputy Director of Budget Analysis.

VII. CHANGES IN EXISTING LAW MADE BY THE BILL, AS REPORTED

In compliance with paragraph 12 of rule XXVI of the Standing Rules of the Senate, changes in existing law made by the bill, as reported, are shown as follows: (existing law proposed to be omitted is enclosed in brackets, new matter is printed in italic, and existing law in which no change is proposed is shown in roman):

UNITED STATES CODE

* * * * *

TITLE 39—POSTAL SERVICE

* * * * *

PART I—GENERAL

* * * * *

CHAPTER 4—GENERAL AUTHORITY

* * * * *

SEC. 416. AUTHORITY TO ISSUE SEMIPOSTALS

* * * * *

MULTINATIONAL SPECIES CONSERVATION FUNDS SEMIPOSTAL STAMP ACT OF 2010

* * * * *

SEC. 2. MULTINATIONAL SPECIES CONSERVATION FUNDS SEMIPOSTAL STAMP.

- (a) * * *
(b) * * *

(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) * * *

(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) * * *

(4) * * *

(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.*

(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.”