



FSM 2200 - RANGELAND MANAGEMENT

CHAPTER 2250 - RANGELAND MANAGEMENT COOPERATION

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Approved:

Associate Deputy Chief

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New Document	2250	12 Pages
Superseded Document(s) by Issuance Number and Effective Date	2200-2005-5 (Amendment 2200-2005-5, 0719/2005)	13 Pages

Digest:

2250 - Changes the title of this chapter from “Range Cooperation” to “Rangeland Cooperation” and revises chapter in its entirety.

2250.1 - Revises authorities by adding a cross-reference to the general Rangeland Management authorities in the FSM 2200 zero code chapter.

2250.4 - Removes specific responsibilities and adds a cross-reference to FSM 2204, exhibit 01 Delegation of Authority where specific responsibilities for range cooperation are set out.

2250.5 - Removes definitions and adds cross-reference to the definitions listed in FSM 2205.

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Digest--Continued:

2251 - Revises and simplifies specific requirements for recognizing and working with national forest livestock associations at the local level, and revises captions accordingly. Removes obsolete codes and captions 2251.6 through 2251.8.

2251.2 - Clarifies the difference between livestock associations and grazing associations. Explains the roles of livestock associations and emphasizes that livestock associations are not eligible to hold term grazing permits; instead, a permit is issued to each of the individual members of the livestock association.

2251.4 - Expands on the role of membership and participation in professional societies, and the value of attendance, certification, and the necessity of employee involvement to chart the course of the rangeland management profession.

2252 - Changes caption from “Cooperation With State And National Livestock Organizations” to “Interagency Cooperation” and sets forth direction throughout section.

2252.1 - Expands on the importance of coordination when permittees run on both BLM and FS allotments, and the need to look at the effects on the year-round livestock operation when proposing to modify either agency’s permit.

2252.2 - Expands the discussion on cooperating with other agencies to control animal disease and introduces the topic of diseases dangerous to humans.

2252.21 - Inserts this new section to expand on the discussion of certain contagious diseases that are dangerous to humans, and how to deal with effects of the disease if livestock become infected during the permitted use season.

2252.22 - Inserts this new section to discuss management requirements for permittees and Agency employees concerning livestock transmittable diseases.

2252.3 - Provides direction on cooperating with other agencies regarding estray livestock. References FSH 2209.13 chapter 80 for policy and procedure dealing with excess and unauthorized use. Reinforces the role of law enforcement personnel when dealing with estray livestock.

2252.4 - Provides direction on cooperating with other agencies and parties concerning management and control of noxious weeds and invasive species. Explains the role of Rangeland Management specialists in cooperating with other program areas to control noxious weeds and invasive species. Adds information on funds available for treatment.

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Digest--Continued:

2253 - Incorporates direction on formal memoranda of understanding and other written documentation from section 2253 and direction on interagency cooperation from section 2254 into this section. Updates the caption of this section to accurately reflect the combined contents and expands the list of Memorandum Of Understandings and agreements to add recent approved cooperative efforts.

2254 - Removes obsolete direction concerning grazing advisory boards as the authority under the Federal Land Policy and Management Act expired on December 31, 1985.

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2250.1 - Authority

See FSM 2201 for authorities for rangeland management. The authority for rangeland cooperation can be found in Title 36 of the Code of Federal Regulations at 36 CFR §222.7 and direction on cooperating in the control of stray or unbranded livestock, animal diseases, noxious farm weeds, and use of pesticides can be found at CFR §222.8.

2250.2 - Objectives

In addition to the objectives set forth at FSM 2202, the objectives of rangeland cooperation are to:

1. Promote integrated planning, development, and use of rangelands on geographically interrelated public, State, Tribal, and private lands under the principles of ecosystem management.
2. Encourage open communication and active participation in the Federal land management planning and decision making process by permit holders, grazing associations and districts, private landowners, Indian tribes, environmental organizations, State and Federal agencies, and other individuals interested in the management of National Forest System (NFS) lands.

2250.3 - Policy

In addition to the policies set forth at FSM 2203, the policies of rangeland cooperation are to:

1. Provide leadership in improving the administration of rangeland resources while promoting cooperation between parties responsible for, or interested in, the management of these resources.
2. Cooperate with interested parties to develop and implement decisions that will benefit all lands within a logical geographic area, regardless of ownership.
3. Develop and maintain a strong relationship with the livestock industry by working with local, State, and national livestock organizations.
4. Coordinate and cooperate with local residents and organizations in the rural communities in which agency employees live and work.
5. Share technical information regarding the management of rangelands to private landowners, and users of private and State rangeland resources through coordination with the State forester, State Department of Agriculture employees, State wildlife management personnel, and other involved State agency staff.

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6. Cooperate with other government agencies, academic institutions, and professional societies and organizations through the exchange and standardization of information related to rangelands.
7. Demonstrate sound rangeland management on NFS lands and other lands under Forest Service control by using the best available scientific information. Share information and experience with local user groups and other interested members of the public.
8. Recognize individuals who organize as informal livestock associations in order to improve management on common grazing allotments.

2250.4 - Responsibility

See FSM 2204, exhibit 01 Delegations of Authority for responsibilities for rangeland cooperation.

2250.5 - Definitions

See FSM 2205 for definitions of terms used in rangeland management cooperation.

2251 - COOPERATION WITH NATIONAL, STATE, AND LOCAL LIVESTOCK ASSOCIATIONS, GRAZING ASSOCIATIONS, PROFESSIONAL SOCIETIES, AND OTHER NON-GOVERNMENTAL ORGANIZATIONS

Cooperate with external groups and committees in accordance with USDA Regulation 1041-001, the Federal Advisory Committee Act, and other applicable laws and regulations, including the Forest Service employee responsibilities and conduct set forth in FSM 6174. FSM 1626 provides additional guidance on public involvement programs.

2251.1 - Cooperation with National, State, and County Livestock Industry Associations

Forest Service representatives should participate in livestock organizations by attending meetings and activities, learning about the organization goals and objectives, articulating agency positions, and encouraging involvement with and from organizations with rangeland management planning and decision-making proposals. Permittees are represented by these organizations, are often active members, and many serve in key State and national leadership positions.

2251.2 - Cooperation with Local Livestock Associations

Livestock associations can be formal or informal groups of term permit holders who either graze their livestock on the same allotment(s), or who mutually agree to combine some or all of their livestock operations (such as hiring a rider, buying salt, or selecting bulls) in order to

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facilitate communication amongst themselves, reduce costs, and improve allotment management. It is preferable that they document these agreements, in writing, so that the Forest Service is aware of their roles and duties and the association members share a common understanding of their respective responsibilities and obligations.

The livestock association does not hold a grazing permit. The Forest Service shall continue to issue individual term grazing permits to livestock association members. The term permit holders are responsible for compliance with the terms and conditions of their individual permits.

2251.3 - Cooperation with Grazing Associations and Grazing Districts

Grazing associations and grazing districts are organized under State statutes for the purpose of cooperative management of permitted livestock grazing activities. The Forest Service authorizes grazing use to the grazing association through issuance of a grazing agreement. The grazing association, in turn, distributes grazing use to its members, issues member permits, and administers permitted use. See FSM 2205 and FSH 2209.13, chapter 20 for further direction.

Do not confuse local livestock associations with State sanctioned grazing associations.

2251.4 - Cooperation with Professional Societies

Rangelands are of interest to a variety of scientific disciplines, research entities, academic institutions, agricultural businesses and organizations, and professional societies.

As the first Chief of the newly-created U.S. Forest Service in 1905, Gifford Pinchot recognized the strong values of forming professional societies and becoming actively involved in their mission and organizational intent. Forest Service employees are strongly encouraged to become members of these professional and scientific organizations and to actively participate, attend, and help direct the workings of the Society(s) that represents their profession. See FSM 6174 regarding employee responsibilities and conduct.

Members of some professional organizations may hold permits to graze on NFS lands or other lands under Forest Service control, as may agency employees under certain situations.

2251.5 - Cooperation with Other Non-Governmental Organizations

Many other organizations are interested in the management of NFS rangelands. Forest Service employees are encouraged to participate in the meetings and field tours of these organizations to discuss rangeland management, projects or proposals of mutual concern, share information and best available science, and encourage these organizations to take advantage of the public involvement opportunities throughout the planning process.

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2252 - INTERAGENCY COOPERATION

The Forest Service collaborates with other government agencies to improve coordination in the management of rangelands and livestock grazing.

2252.1 - Cooperation Regarding Modification of Permitted Livestock Grazing Activities

Changes in permitted livestock grazing on NFS lands, such as seasons or numbers, may affect livestock grazing on nearby lands administered by the Bureau of Land Management (BLM). The authorized officer shall notify the BLM of any proposed permit modifications and provide the BLM with a reasonable opportunity to comment and discuss the proposed changes.

The same requirement to coordinate with the BLM should apply when proposing to make temporary changes of seasons or numbers due to annual climatic conditions. For example, a decision to delay entry to a NFS allotment due to a late, wet spring may directly affect the BLM allotment used by the permittee first, and may also directly affect the time when the cattle must vacate the private land pastures below. Coordination with all parties involved in the year-round operation is imperative.

These same principles apply to lands administered by other Federal and State agencies.

2252.2 - Cooperation Regarding Control of Animal Disease

The Forest Service cooperates with the Animal and Plant Health Inspection Service (APHIS), and other Federal, State, and county agencies in the control or management of animal diseases. Some diseases are contagious and can be dangerous or even fatal to human beings as well as livestock. Other diseases can be transmitted between animals or to other herds and require specific livestock management efforts, but are not dangerous to humans.

2252.21 - Cooperation Regarding Contagious Diseases

Examples of contagious animal diseases are anthrax, mad cow disease (bovine spongiform encephalopathy), and brucellosis in cattle. Sheep diseases include scabies and sore mouth.

Cooperation includes enforcement of quarantine regulations issued by APHIS or State agencies. Animals under quarantine restrictions shall not be allowed to enter NFS lands until the quarantine is lifted or until the hold order is rescinded. Grazing permit holders are required to comply with such quarantine regulations while their livestock are on NFS lands or other lands under Forest Service control.

The authorized officer shall ensure that carcasses of animals on NFS lands that die from a contagious disease, threaten to contaminate water, or become a public nuisance shall be properly disposed of in accordance with applicable Federal or State law or regulation.

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Most Allotment Management Plans and Annual Operating Instructions (or similar document) address the disposal of dead animals, but that has typically applied to an animal dying of “natural causes” or being struck by lightning, etc. In such cases, burying and burning are no longer acceptable forms of disposal of the dead animal; instead, the permittee needs to remove the animal or call a rendering service to do so.

However, if it is suspected and confirmed that a contagious disease has killed one or many animals on NFS lands, the State veterinarian or other responsible official may legally require burying and burning on-site immediately in order to prevent further spread of the disease.

2252.22 - Cooperation Regarding Transmittable Diseases

Most of these types of diseases are sexually transmitted; trichomoniasis (trich) is probably the most well-known. Vaccination of the affected animals is the method of control.

Since treatment is a matter of livestock management, cooperation is largely between permittees and veterinarians. Statutes can vary from State to State, but trich testing is required by most States, and infected livestock are either vaccinated or sold for slaughter.

Cooperation usually occurs between permittees, may involve bull committees at some local level, and usually results in “clean” bulls going onto the allotment. Cooperation for permitted animals on NFS lands can be as simple as providing a list to the State veterinarian of Forest Service permittees that run in community allotments so that the State can follow up to make sure those permittees’ breeding animals have been tested and vaccinated, if necessary.

Management is very important because of the tendency of bulls to breach fences to other pastures or allotments and of recreationists to leave gates open. However, any enforcement of the State statutes must be carried out by State officials, and agency personnel are only responsible for providing information to permittees and responsible State and county officials.

2252.3 - Cooperation Regarding Estray Livestock

The Forest Service shall cooperate with State livestock brand boards, sanitary boards, or other appropriate agencies in determining ownership of stray (stray) or unbranded livestock in accordance with the law of the State where they are located.

Stray or unbranded animals are usually unauthorized livestock – animals not owned by the holder of a grazing permit. They are usually horses or cattle, but could be any species of livestock. See FSH 2209.13, chapter 80 for procedures concerning unauthorized livestock.

Locating and identifying unauthorized livestock is usually done by rangeland management personnel, but all efforts to remove the stray animals, including notices of violation, mandatory court appearances, or impoundment, will involve agency law enforcement personnel. Any

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animals that are impounded by the Forest Service may be sold or otherwise disposed of, or should be released to the proper State or county authority for immediate possession and subsequent disposition in accordance with State law.

Livestock boards or local and county authorities may be limited on budgets and staffing. Cooperation to remove offending animals may involve requests of the Forest Service to assist with contract issuance or to reimburse them for a portion of funds expended or costs incurred.

2252.4 - Cooperation Regarding Noxious Weeds and Invasive Species

Forest Service policy (FSM 2900) is to manage invasive species using integrated pest management techniques in close coordination and cooperation with State and Federal agencies, permittees, and adjacent land owners. It is to the benefit of all land owners to control, eradicate, or prevent the spread of noxious weeds and invasive species on rangelands.

Management of noxious weeds and invasive species is not a rangeland vegetation or livestock management responsibility any more than it is for all other resource programs. However, treatment of invasive species nearly always falls within the assigned duties of rangeland management specialists, even when the invasive species are not rangeland vegetation species.

In addition, rangeland management specialists are usually the employees most involved with county agent inspections of locally-grown certified weed-free hay. They are often called upon to assist law enforcement personnel with inspections and enforcement of local, State, and regional closure orders regarding use of certified weed-free hay, pellets, and related products.

The Wyden Amendment (Pub. L. 109-54, Section 434) authorizes the Forest Service to enter into cooperative agreements to benefit resources within watersheds on NFS lands. Agreements may be with willing Federal, Tribal, State, and local governments, private and non-government entities, and landowners to conduct activities on public or private lands.

Funding for the treatment of noxious weeds and invasive species can be made available through RBF, conservation practices, and virtually all of the congressional appropriations.

Treatment can be carried out by certified agency personnel but is often through agreements with many other partners, often with county weed and pest control districts. Grazing permittees can be authorized to do control work on their individual allotments through the AOI (or similar document) if they are certified applicators.

2253 - COOPERATION THROUGH SPECIFIC MEMORANDA OF UNDERSTANDING OR OTHER FORMAL DOCUMENTATION

The Forest Service frequently works together with other government agencies on issues of mutual interest and concern through the negotiation and execution of a memorandum of

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understanding (MOU) identifying each party's respective rights and responsibilities. MOUs must conform to the requirements set forth in FSM 1530 and 1540.

Some specific MOUs pertaining to the administration of rangelands include, but are not limited to, those listed below:

1. Memorandum of Understanding with BLM Concerning Interagency Cooperation on Matters Related to Range Management (FSM 1531.12b). November 8, 1966.
2. Memorandum of Understanding with Soil Conservation Service (now Natural Resources Conservation Service (NRCS)), BLM, Science and Education Administration Extension for Coordinated Resource Management and Planning (FSM 1531.12e). July 2, 1987.
3. Agreement for Coordination of Inventory of Forest and Rangelands and Technical Assistance Programs on Non-Federal Forest and Rangelands United States Department of Agriculture Forest Service--Soil Conservation Service (now NRCS) (FSM 1541.14).
4. Memorandum of Understanding with the BLM on Wild Free-Roaming Horses and Burros (FSM 1531.11a). July 25, 1986.
5. Programmatic Agreement with the Advisory Council on Historic Preservation on Rangeland Activities (FSM 1539.61). June 26, 1995.
6. Memorandum of Understanding with APHIS on the Management of Grasshoppers and Mormon Crickets on National Forest System Lands (FSM 1543.12). May 30, 2002.
7. Memorandum of Understanding with APHIS on Animal Damage Management Activities on National Forest System Lands (FSM 1543.13). June 4, 2004.
8. Master Memorandum of Understanding for Coordination of Forestry and Associated Rangeland Research between United States Department of the Interior and the United States Department of Agriculture (FSM 1531.07f). December 29, 1980.
9. Interagency Career Development Plan with the Participants Being the Bureau of Land Management, Forest Service and Soil Conservation Service (FSM 1531.12h). July 25, 1986.
10. Master Memorandum of Understanding Covering Reimbursable and Billings Procedures for Services Other Than Fire Activities (FSM 1531.12i). August 1, 1986.

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11. Interagency Agreement Relating to the Development and Implementation of Continuing Education Program for Rangeland Managers (FSM 1531.12p). June 21, 1991.
12. Agreement with the Soil Conservation Service (now NRCS) for Development of Structures on or Affecting National Forest System lands (FSM 1541.12). April 6, 1977.
13. Agreement with the Soil Conservation Service (now NRCS) for Operation of Standard Soil Surveys (FSM 1541.13). February 28, 1961
14. Agreement with the Agricultural Research Service for Coordination of Research Programs (FSM 1542.11) March 19, 1968.
15. Agreement with the Agricultural Stabilization and Conservation Service on the Conservation Reserve Program (CRP) (FSM 1546.12).
16. Agreement with NASS (former agreement with ASRS) for computing annual grazing fees.
17. Interagency working agreement with FSA as relating to the Farm Bill.
18. Current 5-year Interagency MOU between the Forest Service, BLM, and NRCS with the Public Lands Council for cooperative permittee monitoring.
19. Service First agreements between the USFS and BLM (2002) were granted authority under the Consolidated Appropriations Act of 2012 and extended for use with other Federal agencies under the Consolidated Appropriations Act of 2014 (Pub. L. 113-76, Section 430).

There are existing agreements and MOUs with numerous industry partners at the regional level.

At every organizational level in the Agency, there are MOUs, participating agreements, cooperative agreements, collection agreements, etc., in existence. Regions, forests/grasslands, and ranger districts may wish to supplement national direction for FSM 2253 or FSM 1500 to maintain a current list for their unit.