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BUREAU OF LAND MANAGEMENT

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MANUAL TRANSMITTAL SHEET

Subject

M-4100 - GRAZING ADMINISTRATION

1. Explanation of Material Transmitted: This release transmits a revised Manual that sets forth the objectives, responsibilities, and policies for the management and administration of livestock grazing on Bureau of Land Management's (BLM) public lands, exclusive of Alaska.
2. Reports Required: None.
3. Material Superseded: None.
4. Filing Instructions: File as directed below, immediately following the Manual Section.

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BLM Manual M-4100, "Grazing Administration"

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BLM Manual M-4100,
"Grazing Administration"

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.01 Purpose: Congress, through the Taylor Grazing Act and Federal Land Policy and Management Act, has directed the Bureau of Land Management (BLM) to authorize and administer livestock grazing on public lands in the sixteen western States. This Manual sets forth the objectives, responsibilities, and policies for the management and administration of livestock grazing on BLM's public lands, exclusive of Alaska. Proper management and administration of livestock grazing is essential to protect the health of the public lands and provide stability to the western livestock industry dependent upon the public rangelands.

.02 Objectives: It is the objective of the BLM to authorize and manage livestock grazing on public lands and other lands administered by the BLM under the principles of multiple use and sustained yield. Specific objectives of livestock grazing management and administration include:

- A. Authorize livestock grazing on public lands, as provided by Resource Management Plans (RMPs).
- B. Improve rangeland resources by preparing and implementing equitable and environmentally sound decisions regarding land use, range management, and grazing authorization.
- C. Manage livestock grazing consistent with RMP and activity plan objectives.
- D. Encourage consultation, cooperation, and coordination with rangeland users, intermingled landowners, and other interests as a part of the land use and livestock grazing management decision-making process.
- E. Determine appropriate stocking levels and grazing prescriptions based on soils and ecological site descriptions, inventory, land health assessments and evaluations, monitoring data, and RMP goals and objectives. Monitor rangeland resources and evaluate the effectiveness of management actions.
- F. Direct rangeland resources, including funds and personnel, to areas where the greatest need for management exists and the greatest return on investments can be realized.
- G. Promote and install cost-effective range improvements to improve the production of rangeland resources for a variety of uses, including livestock grazing, wildlife, and wild horses and burros, while maintaining or improving upland and riparian land health conditions.
- H. Encourage private investment in range improvements.

.03 Authorities: The following statutes, regulations, and orders authorize or are relevant to BLM's grazing administration program:

- A. The Taylor Grazing Act of 1934, as amended, 43 U.S.C. 315 *et seq.*
- B. The Federal Land Policy and Management Act of 1976, as amended, 43 U.S.C. 1701 *et seq.*

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- C. The Public Rangelands Improvement Act of 1978 (PRIA), 43 U.S.C. 1901 *et seq.*
 - D. Executive Orders 10046 of March 24, 1949; 10175 of October 25, 1950; 10234 of April 23, 1951; 10322 of January 26, 1952; 10787 of November 6, 1958; and 10890 of October 27, 1960. These executive orders transferred land acquired under the Bankhead-Jones Farm Tenant Act, 7 U.S.C.1010, to the Secretary of the Interior for administration under the Taylor Grazing Act. Executive Order 12548 of February 14, 1986 indefinitely extended the PRIA grazing fee formula.
 - E. The Oregon and California Railroad Grant Land Act of 1937, 43 U.S.C. 1181d.
 - F. Other public land orders, executive orders, or agreements that relate to the Secretary of the Interior's authority to administer livestock grazing on specified lands.
- .04 Responsibilities:
- A. The Director and Deputy Director are responsible for all aspects of regulation, policy, and program development related to livestock grazing administration and management on BLM-administered lands. This responsibility is exercised through the Assistant Director for Land and Renewable Resources and Planning and the Division Chief for Rangeland Resources.
 - B. The National Operating Center Director is responsible for providing livestock grazing management technical and operational support, including data systems management and maintenance, upon request from the Headquarters Office, State Directors, and District and Field Managers.
 - C. State Directors are responsible for implementing the regulations and national policy within their States, and for formulating policy (within limits delegated by the Director).
 - D. Deputy State Directors are responsible for developing, directing, and coordinating statewide livestock grazing administration and management programs.
 - E. District Managers are responsible for implementing the regulations, National and State Office policies, formulating policy (within limits delegated by State Directors), and for developing, directing, and coordinating district-wide livestock grazing administration and management programs.
 - F. Field Office Managers are responsible for implementing National, State Office, and District livestock grazing policies and procedures within their designated areas of jurisdiction.

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.05 References:

- A. Advisory Committees and Boards. For information relating to advisory committees and boards, see 43 CFR 1784 and Manual Section 1784, which set forth the policies, guidelines, standards, and procedures for the creation, operation, and termination of advisory committees and boards whose purpose is to advise the Secretary of the Interior, Director, State Directors, and District and Field Office Managers on matters relating to public lands and resources administered by the BLM.
- B. Appeals and Hearings. For information relating to appeals and hearings, see 43 CFR 4.470. These regulations, 43 CFR 4160, and Handbook 4160 set forth the policies, guidelines, standards, and procedures concerning the administrative remedies relating to the filing and disposition of grazing appeals.
- C. Resource Management Planning. For information relating to resource management planning, see 43 CFR 1600, Manual Section 1601, and Handbook 1601-1. These set forth the policies, guidelines, and procedures for developing RMPs, including how to address livestock grazing.

.06 Policy: Livestock grazing policies are designed to protect the productivity of public lands while ensuring efficient and effective administration. Properly managed livestock grazing is congressionally mandated and provides economic and social benefits to many western communities. Proper livestock grazing management contributes to the achievement of RMP and/or activity plan resource goals and objectives.

This manual provides overarching policy in support of more specific policy and guidance presented in the following handbooks:

- A. Handbook 4110 – *Qualifications and Preference*: This handbook focuses on mandatory qualifications, grazing preference (base property, permitted use, transfer of preference), changes in permitted use, and changes in public land acreage.
- B. Handbook 4120 – *Grazing Management*: This handbook focuses on allotment management plans, resource improvements, water rights, the enactment and implementation of special rules, management options specific to reserve common allotments, and cooperation.
- C. Handbook 4130 – *Authorized Grazing*: This handbook focuses on grazing applications; grazing permits and leases; free-use permits; other grazing authorizations; ownership, control, and identification of livestock; terms and conditions; fees; and pledging permits or leases as security for loans.
- D. Handbook 4140 – *Prohibited Acts (Reserved)*: This handbook focuses on acts prohibited on public lands.

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- E. Handbook 4150 – *Unauthorized Grazing Use*: This handbook focuses on prevention and detection of unauthorized grazing use, notices and orders to remove livestock, settlement processes, and impoundment and disposal processes.
- F. Handbook 4160 – *Decisions, Appeals, and Hearings*: This handbook focuses on proposed decisions, protests, final decisions, appeals, and judicial review.
- G. Handbook 4170 – *Penalties (Reserved)*: This handbook focuses on civil penalties and penal provisions under the Taylor Grazing Act.
- H. Handbook 4190 – *Effect of Wildfire Management Decisions (Reserved)*: This handbook focuses on the effect of wildfire management decisions, types of wildfire management decisions, and how to implement these decisions.

Specific policies to support and complement the grazing administration policies described in the handbooks above include:

- A. Assessment, Inventory, Monitoring, and Land Health Evaluations
 - 1. Conduct assessments and inventories to assess present and potential rangeland resources, provide data to identify and support needed management actions, and establish baselines for monitoring and evaluation (Manual 4400 - *Rangeland Inventory, Monitoring, and Evaluation*). Acquire soil survey (Manual 7100 - *Soil Resource Management*), and ecological site descriptions (Manual 4410 - *Rangeland Ecological Site Interagency Manual*) as basic decision support tools.
 - 2. Monitor land health and livestock grazing use to determine the need for adjustments in grazing use and whether grazing management is achieving management objectives and land health standards. (Manual 4400 – *Rangeland Inventory, Monitoring, and Evaluation*).
 - 3. Conduct land health evaluations (Manual 4180 and Handbook 4180). The land health evaluation process provides the mechanism for documenting resource conflicts, if any, and determining what changes in livestock use and management are needed to resolve those conflicts and meet resource objectives. This manual and handbook addresses implementing land health across several programs.
- B. Management Priorities
 - 1. Field Offices shall classify allotments into one of three categories: Improve (I), Maintain (M), or Custodial (C), using criteria found in H-1740-1, *Renewable Resource Improvement and Treatment Guidelines and Procedures (Rel. 1-1509, 12/17/87)*. These categories are intended to help field offices determine priorities for focusing staff and fiscal resources.
 - 2. First priority work is to process grazing authorizations on Category I allotments using land health evaluations, monitor areas not achieving land health standards, and monitor Category M allotments. Second priority work is to process grazing authorizations on Category M allotments, complete land health evaluations on Category M allotments, and monitor

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3. Category C allotments. Third priority is to process grazing authorizations on Category C allotments and complete evaluations on Category C allotments if events (such as fire or drought) have changed the condition of the lands, or if first and second priority work has already been completed.
4. Determine and implement grazing management adjustments to meet RMP and activity plan objectives and land health standards. Develop and implement management actions that incorporate the integrated management of upland and riparian resources, giving highest priority to allotments not meeting land health standards.
5. Publicize examples of successful rangeland management.

C. Consultation, Cooperation, and Coordination

1. Consult with permittees, lessees, owners of intermingled lands, involved State and Federal agencies, resource advisory councils, and other interested parties in the development, implementation, monitoring, and evaluation of livestock grazing management actions and decisions (refer to H-4120, Chapter 6 - Cooperation).
2. Cooperate with landowners, interest groups, and local governments on public rangeland management issues.
3. Coordinate with interested publics during land health assessments, environmental reviews, and monitoring activities.

D. Program Supervision

1. Supervise livestock grazing use to prevent, detect, and halt prohibited acts.
2. Ensure compliance with permit/lease terms and conditions, protect the federal investment in resource improvements and adequately monitor land health.

E. Resource Improvements

1. When allocating Range Improvement Program (8100 & 8200) funds for resource improvements, give priority to areas not meeting land health standards and areas that are at the greatest risk of crossing a threshold from meeting standards to not meeting standards.
2. Ensure Range Improvement Program funds are used for on-the-ground rehabilitation, protection, and improvement of public lands that benefit rangeland resources, including vegetation improvement and management, riparian areas, wild horse and burro habitat improvements/land treatment, livestock grazing management, fish and wildlife habitat, and soil and watershed conditions.
3. All range improvement data shall be entered into the Resource Improvement Project System (RIPS) database in a timely manner.

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F. Grazing Billing System

1. Use Rangeland Administration System (RAS) to administer livestock grazing authorization documentation and fee collection.
2. Regularly update and maintain accurate data in the RAS.