

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANUAL TRANSMITTAL SHEET

Release

1-1603

Date

3/26/92

Subject

1745 - INTRODUCTION, TRANSPLANT, AUGMENTATION, AND
REESTABLISHMENT OF FISH, WILDLIFE, AND PLANTS

1. Explanation of Material Transmitted: This release replaces the Bureau of Land Management's (BLM) Manual Section 6820 - Wildlife Introduction and Transplants and transmits a revised BLM Manual Section. It expands coverage to plants; provides for implementation of Executive Order 11987; and identifies key policies and guidelines for the planning, coordination, and execution of fish, wildlife, and plant introductions, transplants, augmentations, and reestablishment. It provides the basis to ensure that decisions made are ecologically sound and will not adversely impact ecosystems.
2. Reports Required: None.
3. Material Superseded: The BLM Manual Section superseded by this release is listed under "REMOVE" below. Instruction Memorandums 88-28, 88-368, and 90-264 are also superseded. No other directives are superseded.
4. Filing instructions: File as directed below.

REMOVE:

All of 6820 (Rels. 6-57 and 6-62)

(Total: 8 sheets)

INSERT:

1745

(Total: 8 Sheets)

Michael J. Penfold

Assistant Director, Land and Renewable Resource

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REESTABLISHMENT OF FISH, WILDLIFE, AND PLANTSTable of Contents

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1745 - INTRODUCTION, TRANSPLANT, AUGMENTATION, AND
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.01 Purpose. This Manual Section establishes the Bureau of Land Management's (BLM) policy and guidance on the introduction of exotic species and the transplant, augmentation, and reestablishment of native species and naturalized exotic species. Specific guidance and requirements for the introduction of exotic organisms for use as Biological Control Agents must meet the requirements outlined in BLM Manual Section 9014.

.02 Objectives. The objectives are to: (1) Ensure that management of native, naturalized and exotic species enhances, restores, and does not reduce the biological and genetic diversity of natural ecosystems and provides for the protection of soil resources; (2) Ensure that the introduction of exotic species is ecologically sound and will not adversely impact natural ecosystems and their biological diversity; (3) Ensure that appropriate planning, coordinating, monitoring, and evaluating for introductions and transplants are performed; and (4) Ensure full compliance with applicable State and Federal laws, Executive Orders, and regulations.

.03 Authority.

A. Endangered Species Act (ESA) of 1973, as amended, provides for the conservation of ecosystems upon which Threatened and Endangered (T/E) species depend.

B. Federal Land Policy and Management Act (FLPMA) of 1976 (43 U.S.C. 1701-1782) and P.L. 98-540 (98 Stat. 2718).

C. National Environmental Policy Act (NEPA) of 1969 (42 U.S.C. 4321-47; 83 Stat. 852; P.L. 91-190).

D. Executive Order (EO) 11987, Exotic Organisms (dated May 24, 1977), restricts the introduction of exotic species into natural ecosystems of the United States (U.S.).

E. BLM Manual Section 6500.

.04 Responsibility.

A. Assistant Director, Lands and Renewable Resources is responsible for the development, implementation, coordination and integration of policies and procedures for the introduction, transplant, augmentations, and reestablishment of fish, wildlife and plants.

B. Chief, Division of Wildlife and Fisheries is responsible for:

1. Developing policy, procedures, and technical guidance for the introduction, transplant, augmentation, and reestablishment of fish, wildlife and special status plants.

2. Ensuring that fish, wildlife and special status plant protection procedures are incorporated into all introduction, transplant, augmentation and reestablishment of fish, wildlife and plants.

3. Evaluating the effectiveness of fish and wildlife special status plant introduction, transplant, augmentation and reestablishment programs.

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4. Developing guidance for the preparation of habitat management or other appropriate plans to facilitate the reestablishment of native fish and wildlife and the recovery of special status plants.

C. Chief Division of Rangeland Resources is responsible for:

1. Developing policy, procedures, and technical guidance for the introduction, transplant, augmentation, and reestablishment of plants.

2. Ensuring that rangeland ecosystem management and protection procedures are incorporated into the introduction, transplant, augmentation and reestablishment of all plants.

3. Evaluating the effectiveness of plant introduction, transplant, augmentation and reestablishment programs.

4. Developing guidance for the preparation of Allotment Management Plans or other appropriate activity or action plans to facilitate the reestablishment of native plants.

D. Service Center Director is responsible for providing technical expertise, assistance, and/or support within purview of Service Center operations and responsibilities for fish, wildlife and plant introductions, transplants, augmentations and reestablishments.

E. State Directors are responsible for implementing systematic procedures for planning, conducting and evaluating fish, wildlife and plant introductions, transplants, augmentations and reestablishments.

.05 References.

A. BLM Manual Sections:

1. 1203 - Delegation of Authority.
2. 1601 - Bureau Planning System.
3. 1611 - Resource Management Planning Guidance.
4. 1613 - Areas of Critical Environmental Concern.
5. 1614 - Public Participation in Planning.
6. 1617 - Resource Management Plan Approval, Use, and Modification.
7. 1619 - Activity Plan Coordination.
8. 1621 - Supplemental Program Guidance for Environmental Resources.
9. 1622 - Supplemental Program Guidance for Renewable Resources.
10. 1737 - Riparian/Wetland Area Management.
11. 1740 - Renewable Resource Improvements and Treatments.
12. 1790 - National Environmental Policy Act.

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13. 4120 - Grazing Management.
14. 6500 - Wildlife and Fisheries Management.
15. 6521 - State Agencies.
16. 6720 - Aquatic Resource Management.
17. 6780 - Habitat Management Plans.
18. 6830 - Animal Damage Control.
19. 6840 - Special Status Species Management.
20. 8560 - Management of Designated Wilderness Areas.
21. 9014 - Use of Biological Control Agents of Pests on Public Lands.

B. BLM Handbooks:

1. H-8550-1 - Interim Management Policy and Guidelines for Lands Under Wilderness Review.
2. H-1790-1 - National Environmental Policy Act.
3. H-8560-1 - Management of Designated Wilderness Areas, Policies and Guidelines for Fish and Wildlife Management in Wilderness Areas.

C. "Guidelines for Fish and Wildlife Management in Wilderness Areas," 1976, 1986 from International Association of Fish and Wildlife Agencies, adopted by the BLM and the Forest Service.

D. Williams, Jack E., et al. "American Fisheries Society Guidelines for Introductions of Threatened and Endangered Fishes," Fisheries, Vol. 13, No. 5.

E. International Union for Conservation of Nature and Natural Resources position statement on translocation of living organisms, September 1987.

F. State Heritage Plans.

.06 Policy. The policies for fish, wildlife, and plant introductions; transplants, augmentation/restocking, and reestablishments are as follows:

A. Native species shall be used, unless through the NEPA process it is determined that: (1) Suitable native species are not available; (2) The natural biological diversity of the proposed management area will not be diminished; (3) Exotic and naturalized species can be confined within the proposed management area; (4) Analysis of ecological site inventory information indicates that a site will not support reestablishment of a species that historically was part of the natural environment; (5) Resource management objectives cannot be met with native species.

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B. The restoration and maintenance of native, naturalized, and exotic species and their habitats shall be conducted in accordance with approved land use plans. All proposed introductions, transplants, reestablishments, or augmentation/restocking shall be in conformance with management direction and decisions in an applicable Resource Management Plan (RMP) (see BLM Manual Sections 1601 and 1622). A site-specific activity plan must be prepared, using an interdisciplinary planning process, for all proposed introductions, transplants, and reestablishments, unless waived by the State Director.

C. Appropriate State and/or Federal agency(ies) must coordinate with and when applicable approve or sponsor introductions, transplants, augmentation/restocking, or reestablishments of species. State level Memorandums of Understanding (MOU's) or Cooperative Agreements with cooperating agencies provide the basis for identifying roles and responsibilities for releases. Field level agreements or operational plans outline the specifics for each release effort.

D. The NEPA compliance is required before introductions, transplants and reestablishments can be approved.

E. Quarantine procedures must comply with all Federal and State regulations, restrictions, and requirements governing the release of disease free organisms and the importation of exotic plants and animals into the U.S.

F. Exotic or domesticated species that have reverted to a feral state and (feral species) that are adversely impacting native species and/or habitats should be controlled and/or removed, unless permitted by State or Federal law, in a manner consistent with State and Federal policies, procedures, and regulations.

G. In wilderness study areas, reestablishment and augmentation of native and naturalized species existing in the area prior to the passage of the FLPMA of 1976 is permitted. Introductions and transplants are not permitted, except Biological Control Agents used to enhance native species proliferation.

H. In designated wilderness areas, native and naturalized species may be augmented or reestablished to: (1) Perpetuate and enhance recovery of a T/E species, and thus prevent extinction; and (2) To restore a population of an indigenous species reduced or eliminated by human influence. Exotics shall not be introduced, except as Biological control agents as allowed in BLM Handbook H-8550-1.

I. Exceptions to and modifications of existing policies for a specific wilderness area may be provided in the legislation designating the area as wilderness, and must be accommodated as Statements of Congressional policy and objectives. Additionally, designation legislation may provide for adoption of specific fish and wildlife guidelines and should be reviewed carefully to determine policy requirements for the specific wilderness areas involved.

J. The BLM shall cooperate with the Fish and Wildlife Service (FWS) and appropriate State agencies in planning and providing for the recovery of T/E species. This includes reestablishment or release of T/E species or experimental populations of T/E species within the historical range of the species.

K. Interested and affected State and Federal agencies, private landowners, and other individuals and organizations must be notified through identified processes of possible introductions, transplants, and reestablishments during the planning and NEPA review processes.

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.07 File and Records Maintenance. Files are maintained in accordance with BLM Manual Section 1272 and disposed of according to the BLM Records Schedule. Guidance on the organization and contents of resource project files is contained in BLM Handbook H-1740-1.

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.1 Planning Process.

.11 Resource Management Plan (RMP).

A. Decisionmaking. Decisions for making introductions, transplants, or reestablishments should be made as part of the land use planning process (see BLM Manual Section 1622). Releases must be in conformance with approved RMPs. A Land Use Plan Amendment must be prepared for proposed releases if management direction is not provided in the existing Land Use Plan (see BLM Manual Section 1617). During the development of the RMP, the BLM should coordinate with State wildlife agencies and other appropriate State and Federal agencies in establishing habitat, population, and desired plant community objectives for proposed release activities. Adequate inventory information should be available to analyze proposed releases. The RMP decision should clearly identify desired population targets or objectives and anticipated distribution of species proposed for introductions, transplants, or reestablishments. The BLM Manual Sections 1622.1 and 1621.3 outline the required Land Use Plan information and determinations regarding introductions, transplants, and reestablishments for fish, wildlife, and vegetation. Follow procedures in BLM Manual Sections 1617 and 1622 if a plan amendment is required.

B. Participation. Public participation is required. Parties potentially affected by introductions, transplants, or reestablishments, must be given the opportunity to be involved in the public participation process outlined in BLM Manual Section 1614. Potentially affected parties include adjacent State, Federal, and private landowners, other interested groups, and individuals.

.12 Activity Plan. A site-specific activity plan is required prior to the introduction, transplant, and reestablishment of plants or animals on public lands, unless waived by the State Director. Nearby landowners and other interested and affected parties, State and Federal agencies shall be encouraged to participate in the development and implementation of activity plans (HMP), Allotment Management Plan (AMP), Coordinated Activity Plan (CAP), Herd Management Area Plan (HMAP), Normal Fire Rehabilitation Plan (NFRP) etc. The activity plan must include:

A. Site-specific and measurable vegetation/habitat population objectives which are based on existing ecological site potential/condition, habitat capability, and other important factors. (See BLM Manual Sections 1619, 6780, and 4120).

B. Planned actions to accomplish the stated objectives.

C. Appropriate monitoring and evaluation.

D. Coordination with other management plans and programs.

.13 NEPA Requirements. All proposed introductions, transplants, augmentations and reestablishments must be reviewed to identify and disclose their environmental consequences and the alternatives considered in accordance with the requirements of the NEPA. Depending upon the specific facts and circumstances involved, this analysis may be documented through: (1) An administrative determination that the action has been fully analyzed in a previous EA or EIS document; (2) An environmental assessment; and (3) An environmental impact statement. Consult the BLM's Handbook (H-1790-1) for requirements and standards for environmental documentation. The level of analysis, documentation, and public participation associated with the NEPA process should be commensurate with the potential biological, social, and economical impacts of the proposed action. (See BLM Manual Section 1790 and Handbook H-1790-1.)

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.14 Required Documentation for Exotic and Naturalized Species, and Native Species Cultivars. The proposed introduction of exotic and naturalized species and native species cultivars requires specific documentation to ensure compliance with EO 11987 (Exotic Organisms), and to provide an appropriate level of analysis to satisfy the NEPA requirements. The proposed action must include the following documentation and provide an adequate level of analysis:

A. A detailed description of the proposed introduction, applicable statutes, regulations, existing management designations, activities and issues, and agency responsibilities.

B. A description of the habitat and biological requirements of both the exotic and naturalized species and the potentially impacted native species.

C. Analysis of potential impacts to biological and genetic diversity of both the exotic/naturalized species and potentially affected native species.

D. Potential for hybridization, disease, and parasite transmission with/to native species, feral or domestic animals and plants within the management area.

E. Potential for displacement of native species in terms of forage, cover, water, competition, allopathy, social intolerance, reproductive interference, and other incompatibilities.

F. A description of any measures taken or mitigating circumstances that would help ensure that the proposed introduction will not adversely affect any ecosystem. Identify agency responsibilities, procedures, techniques, and associated costs in the event the species becomes a problem and has to be removed or controlled.

G. Solicitation/documentation of comments from local, State, or national authorities responsible for the management of natural ecosystems and adjacent landowners that may be affected by the proposed activity.

H. Supporting documents including, but not limited to, scientific papers, NEPA documents, project plans, and permit applications.

.15 Decision Record. The decision record must clearly outline the reasons for approval or denial of the proposed introduction, transplant, or reestablishment; approved mitigating measures; and other special conditions.

.16 Approval. State Directors are responsible for approving animal and plant introductions, transplants, and reestablishments. Approval cannot be redelegated to BLM District or Area Managers. Supplementing or augmenting existing populations can be redelegated to BLM District or Area Managers (See BLM Manual Section 1203).

.2 Coordination. Introductions, transplants, reestablishments, and augmentations require appropriate coordination between the BLM and cooperating agencies to assure success and alleviate potential conflicts. The intensity of coordination shall be commensurate with the level of interest and involvement of all concerned parties. Effective coordination is essential during land use activity, prerelease planning, and the NEPA process. Coordination is required with affected landowners, land users, appropriate State and Federal agencies, health authorities, conservation and sportsman groups, and others where necessary or appropriate.

.21 Notification Process. Release proposals that are not in conformance with existing land use planning documents are to be submitted to the BLM in writing at least one-year in advance of the proposed release date or as previously agreed to in State level MOUs. Release proposals that are in conformance with current land use planning documents must be submitted in writing to the BLM District Manager 90 days before the anticipated action is to occur (or as previously agreed to in State MOU's). State agencies in cooperation with BLM and other Federal agencies should develop a 2-5 year release schedule so that sufficient lead time is provided to complete all planning and NEPA requirements. As for augmentating/restocking, affected BLM Field Offices must be notified by the State agency, as soon as possible, of upcoming augmentation activities. Exceptions to the notification time requirements may be granted by the BLM State Director on a case-by-case basis when emergency action is needed to protect resource values.

.23 Prerelease Agreement/Operations Plan. Development of a new agreement/operations plan or the amendment of an existing plan with cooperators is encouraged for introduction, transplant, reestablishment, or augmentating/restocking of plants or animals. A prerelease plan may cover one or more actions. The plan identifies roles and responsibilities of the cooperators. As a minimum, it shall include responsibility for: (1) Number and location of individuals/populations to be released; (2) Logistics and manpower needs; (3) Quarantine and health provisions; (4) Funding; (5) Monitoring and evaluation; (6) Proposed control/mitigation of resource damage or depredation, and (7) Public affairs/notification responsibilities.

.24 Public Information. A public information plan shall be prepared at the appropriate organizational level, commensurate with the level of public interest or controversy. The plan shall identify potential agencies and publics to be informed, information methods, schedules, and responsibilities. Development of the plan shall be initiated in concert with the NEPA compliance process.

.3 Release of Federally-Listed T/E Species. In accordance with the ESA of 1973 as amended, the BLM will cooperate in all efforts to recover federally-listed species and provide opportunities to further the conservation of those species. The BLM, in cooperation with the FWS and other appropriate State agencies, will utilize the planning process to identify historical habitat suitable for release of T/E species onto public lands. Special exemptions to allow transplanting outside of a species' historical range may be provided for those T/E species for which remaining historical habitat has been destroyed or otherwise rendered unsuitable. The Secretary, through the FWS, will determine whether a federally-listed species will be released under full protection of the ESA or as an experimental population. Title 50 CFR, Part 17, of the ESA establishes procedures for (1) The establishment and/or designation of certain populations of T/E species as experimental populations; (2) The determination of such populations as "essential" or "nonessential"; and (3) The promulgation of appropriate protective measures for such populations. (See also BLM Manual Section 6840.3.)

.31 Releases of Experimental Populations. The release of federally-listed species designated as experimental populations shall be restricted to habitat documented as "historic range" and outside the current geographic range for the identified species. An "essential experimental population" is an experimental population whose loss would be likely to appreciably reduce the likelihood of the survival of the species in the wild. All other experimental populations are classified as "nonessential."

.32 Authorizing Experimental Populations. Before the BLM authorizes the release of an experimental population of any T/E species, and before authorizing any transportation to conduct the release, the FWS must find by regulation that such a release will further the conservation of the species. The BLM shall assist the FWS in providing the following data: (1) A means to identify an experimental population, including but not limited to its actual or proposed location, actual or proposed migration, number of specimens released, and other criteria appropriate to identify the experimental population; (2) Any supporting data which would help in determining whether the experimental population is, or is not essential to the continued existence of the species in the wild; (3) Identification of management measures or other special protective actions which shall be implemented to ensure the success of the experimental population; and (4) Preparation of a monitoring plan which shall provide for periodic review and evaluation of the success or failure of the release and the affect the release may have on the conservation and recovery of the species.

.33 Management of Experimental Populations. For purposes of compliance with the ESA, each member of an experimental population shall be treated as a threatened species, except the nonessential experimental populations for purposes of ESA, Section 7 (other than Section 7(a)(1)) shall be treated as species proposed for listing.

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Glossary of Terms

- A -

adverse impact: the act of displacing, hybridization with, disease/parasite transmission to, or competition (social, biological) with or otherwise having negative impacts on the survival of native species.

augmentation/restocking: the act of releasing animals or plants to maintain or enlarge an existing population of the same species within a specified area, sometimes called supplemental transplants. Augmentation includes, but is not limited to, routine game fish stocking or reseedings.

-E-

ecosystem: an interacting natural system including all the component organisms together with the abiotic environment that comprises one functioning whole.

endemic: a species that historically has been restricted to a specific geographic area.

essential experimental population: an experimental population whose loss would be likely to appreciably reduce the likelihood of the survival of the species in the wild. All other experimental populations are to be classified as "nonessential."

exotic species: all species of plants and animals not naturally occurring, either presently or historically, in any ecosystem of the United States (EO 11987).

experimental population: a transplanted or reestablished T/E species population that has been so designated by the Secretary of the Interior and is separated geographically from nonexperimental populations of the same species.

-F-

feral species: an animal species that was once domesticated or is descended from domesticated animals but is now living in a wild state.

-I-

introductions: the release, escape, or establishment of an exotic species into a natural ecosystem (EO 11987).

-N-

native species: all species of plants and animals naturally occurring, either presently or historically, in any ecosystem of the United States (EO 11987).

native species cultivars: native species of plants and animals (variety, strain or race) that have originated and persisted under cultivation.

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naturalized species: those exotic species which are already occurring within defined areas in a self-sustaining wild state, e.g., English sparrow, ring-necked pheasant, chukar, brown trout, crested wheat grass, red brome, cheatgrass, russian olive, and dandelion.

nonessential experimental populations: those experimental populations whose loss would not appreciably affect the continued existence of the species.

-R-

reestablishment (reintroduction): the act of releasing or planting native species into habitat formerly occupied by that species for the purpose or intent of creating self-sustaining populations in the wild state.

release: the act of liberating or planting any species (plant or animal) for the purpose or intent of creating self-sustaining or harvestable populations.

restocking: releasing or planting of a native or naturalized species in an area currently occupied by said species (see augmentation).

-T-

transplant: the act of releasing or planting native species into habitat not previously occupied by that species for the purpose or intent of creating self-sustaining populations in the wild state.

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Executive Order

presidential documents

Title 3—The President

Executive Order 11937

May 24, 1977

EXOTIC ORGANISMS

By virtue of the authority vested in me by the Constitution and statutes of the United States of America, and as President of the United States of America, in furtherance of the purposes and policies of the Lacey Act (18 U.S.C. 42) and the National Environmental Policy Act of 1969, as amended (42 U.S.C. 4321 et seq.), it is hereby ordered as follows:

Section 1. As used in this Order:

(a) "United States" means all of the several States, the District of Columbia, the Commonwealth of Puerto Rico, American Samoa, the Virgin Islands, Guam, and the Trust Territory of the Pacific Islands.

(b) "Introduction" means the release, escape, or establishment of an exotic species into a natural ecosystem.

(c) "Exotic species" means all species of plants and animals not naturally occurring, either presently or historically, in any ecosystem of the United States.

(d) "Native species" means all species of plants and animals naturally occurring, either presently or historically, in any ecosystem of the United States.

Sec. 2. (a) Executive agencies shall, to the extent permitted by law, restrict the introduction of exotic species into the natural ecosystems on lands and waters which they own, lease, or hold for purposes of administration; and, shall encourage the States, local governments, and private citizens to prevent the introduction of exotic species into natural ecosystems of the United States.

(b) Executive agencies, to the extent they have been authorized by statute to restrict the importation of exotic species, shall restrict the introduction of exotic species into any natural ecosystem of the United States.

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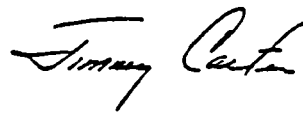
Executive Order

THE PRESIDENT

(c) Executive agencies shall, to the extent permitted by law, restrict the use of Federal funds, programs, or authorities used to export native species for the purpose of introducing such species into ecosystems outside the United States where they do not naturally occur.

(d) This Order does not apply to the introduction of any exotic species, or the export of any native species, if the Secretary of Agriculture or the Secretary of the Interior finds that such introduction or exportation will not have an adverse effect on natural ecosystems.

Sec. 3. The Secretary of the Interior, in consultation with the Secretary of Agriculture and the heads of other appropriate agencies, shall develop and implement, by rule or regulation, a system to standardize and simplify the requirements, procedures and other activities appropriate for implementing the provisions of this Order. The Secretary of the Interior shall ensure that such rules or regulations are in accord with the performance by other agencies of those functions vested by law, including this Order, in such agencies.



THE WHITE HOUSE,
May 24, 1977

[FR Doc.77-15120 Filed 5-24-77;1:41 pm]

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