**Department of the Interior**

**Departmental Manual**

**Effective Date**: 01/17/2017

**Series**: Environmental Quality Programs

**Part 524:** Invasive Species Management

**Chapter 1**: Invasive Species Policy

**Originating Office**: Office of Policy Analysis

**524 DM**

1.1 **Purpose**. This chapter establishes Department of the Interior (DOI) policy that directs bureaus/offices to manage the risk of invasive species in their activities, and to minimize that risk where applicable and practicable. This includes preventing the introduction, establishment, and spread of invasive species and providing for eradication and control to minimize adverse impacts, such as impacts to the environment, human health, cultural resources, and the economy.

1.2 **Scope**. The policy in this chapter applies to all bureaus/offices.

1.3 **Definitions**. Definitions are provided in the Appendix to this chapter.

1.4 **Authorities**. The policy in this chapter is consistent with Federal laws and other authorities, including but not limited to the following:

 A. Executive Order 13112, *Invasive Species*, issued February 3, 1999; revised as Executive Order 13751, *Safeguarding the Nation from the Impacts of Invasive Species*, issued December 5, 2016.

 B. Plant Protection Act of 2000, 7 U.S.C. 7701 *et seq*. (supersedes all but Sections 1 and 15 of the Federal Noxious Weed Act of 1974).

 C. Sections 1 and 15 of the Federal Noxious Weed Act of 1974, 7 U.S.C. 2801 and 2814.

D. Noxious Weed Control and Eradication Act of 2004, 7 U.S.C. 7781-7786.

 E. Federal Insecticide, Fungicide, and Rodenticide Act (FIFRA),

7 U.S.C. 136 *et seq*.

 F. Nonindigenous Aquatic Nuisance Prevention and Control Act (NANPCA) of 1990, as reauthorized and amended by the National Invasive Species Act (NISA) of 1996, 16 U.S.C. 4701 *et seq.*

 G. Endangered Species Act of 1973, 16 U.S.C. 1531 *et seq*.

 H. Migratory Bird Treaty Act, 16 U.S.C. 703 *et seq*.

 I. Bald and Golden Eagle Protection Act, 16 U.S.C. 668-688d.

 J. National Environmental Policy Act of 1969, 42 U.S.C. 4321-4370f.

 K. National Historic Preservation Act of 1966, 54 U.S.C. 300101 *et seq*.

 L. Clean Water Act, 33 U.S.C. 1251 *et seq*.

 M. Surface Mining Control and Reclamation Act of 1997, 30 U.S.C. 1201 *et seq*.

 N. Lacey Act, 18 U.S.C. 42 and 16 U.S.C. 3371-3378.

 O. Alien Species Prevention Enforcement Act of 1992, 39 U.S.C. 3015 & note.

 P. Federal Land Policy and Management Act of 1976, 43 U.S.C 1701 *et seq.*

 Q. Public Rangelands Improvement Act of 1978, 43 U.S.C 1901 *et seq.*

 R. Carlson-Foley Act of 1968, 43 U.S.C 1241 *et seq.*

 S. National Park Service Organic Act, 7 U.S.C 136 *et seq.*

​ T. National Wildlife Refuge System Administration Act of 1966, 16 U.S.C. 668dd-668ee.

 U. American Indian Agricultural Resource Management Act of 1993, as amended,

25 U.S.C. 3701 *et seq.*

1.5 **Policy**. It is the policy of DOI to prevent the introduction, establishment, and spread of invasive species, as well as to eradicate and control populations of invasive species that are established. This includes complying with the principles and objectives provided in this chapter, where applicable.

1.6 **Principles**. Bureaus/offices must comply with the following principles:

 A. Science-Based Decisionmaking. Use relevant or best available science to inform and influence understanding of invasive species and their impacts and to inform and influence decisionmaking and management actions.

 B. Planning. Use the principles and objectives in this policy to inform the content of management plans and programmatic documents. When planning projects or activities, consider invasive species risks and provide for alternatives or mitigation measures, to the extent practicable, to minimize or eliminate risks associated with the introduction, establishment, and spread of invasive species.

 C. Integrated Pest Management. Apply integrated pest management (IPM) principles in a manner that reduces risks to human health and the environment from invasive species and associated management activities. The DOI IPM Policy is located in 517 DM 1.

 D. Best Management Practices. In all activities, use best management practices to minimize risks associated with invasive species. Activities include but are not limited to natural resources management, construction or development, fire management, and monitoring.

 E. Performance Metrics. Develop specific, measurable, achievable, results-oriented, and time-fixed objectives that specify performance metrics for invasive species management. Provide a means to assess and report on whether those actions are achieving their desired results.

 F. Adaptive Management. Use adaptive management, as appropriate, to improve invasive species management and policies. The DOI Adaptive Management Implementation Policy is located in 522 DM 1.

 G. Landscape-Level Approach. Use a landscape-level approach, whenever possible, to achieve resource management goals at multiple spatial scales. Implement through collaborative and multi-jurisdictional mechanisms.

 H. Ecosystem-Based Management. Use a systems approach that emphasizes the importance of maintaining ecological processes as a means to either restore or recover ecological communities previously invaded or to maintain the resilience of relatively intact communities

to invasion.

I. Disasters, including Wildland Fires. Address invasive species risks related to disasters, including wildland fires, to minimize invasive species introduction, establishment, spread, and future impacts to affected areas.

 J. Climate Change Adaptation. Consider the role of climate change as it directly and indirectly facilitates the introduction, establishment, and spread of invasive species. Management of invasive species (*e.g.*, prevention, eradication, and control) can be a critical component of efforts to enhance the resilience of natural areas to other climate-related stressors.

 K. Information Management. Facilitate and support invasive species data collection, management, integration, and dissemination to enable broad use of information for management decisions.

 L. Organizational Collaboration. Coordinate and cooperate within DOI and with other Federal agencies; interagency bodies; and other entities, such as tribal, state, local, and territorial governments, Alaska Native Corporations, Native Hawaiians, academic institutions, industries, landowners, local invasive species cooperatives, and other organizations on invasive species management activities. Leverage operational resources across these groups to manage invasive species effectively and efficiently, including prevention, eradication, and control.

 M. Precautionary Approach. When moving or introducing a non-native species for purposes, including but not limited to recreational activities (*e.g.*, hunting and fishing) or biological control, that species should not be moved or introduced to habitats outside its native range in the absence of scientific information that indicates that the species is unlikely to spread beyond what is intended or to become invasive.

1.7 **Objectives**. Consistent with applicable authorities and regulations, bureaus/offices will meet the following objectives to the extent practicable and permitted by law:

 A. Prevent the introduction of invasive species. Minimize the risks of invasive species introduction, establishment, and spread associated with bureau/office activities, projects, and people, including bureau/office employees; entities working for, with, or on the behalf of bureaus/offices; and, visitors to DOI-managed lands, waters, and facilities.

 (1) Use risk management tools, such as Hazard Analysis and Critical Control Point (HACCP), and other risk-reduction methods to minimize the introduction of invasive species. Provide training and support in the use of the tools.

 (2) Manage pathways of introductions of invasive species into and within the United States using both regulatory and non-regulatory approaches, including but not limited to the following pathways:

 (a) Vehicles (motorized and non-motorized, such as cars, trucks, off-road vehicles, watercraft, aircraft, drones, and bicycles). Clean and decontaminate vehicles, appropriate to site conditions, to prevent the introduction and spread of invasive species to or from DOI-managed lands and waters.

 (b) Materials. To the extent possible, ensure that all materials used within DOI-managed lands and waters are free of invasive species, including such reproductive and propagative materials as seeds, roots, stems, flowers, leaves, larva, eggs, veligers, spores, and pathogens. Materials include plants, wood, plant products, firewood and other wood products, water, soil, rocks, sand, gravel, mulch, grain, hay, straw, and other related substances.

 (c) Employees. Clean and decontaminate clothing and equipment, appropriate to site conditions, to prevent the introduction and spread of invasive species. Best practices should include starting field work at the least infested site and finishing at the most infested site, and inspecting and decontaminating equipment and clothing between sites and after field work.

 (d) Grazing Livestock. Use relevant or best available science for livestock grazing management practices on DOI-managed lands, including practices to reduce the probability of invasive species introductions, manage invasive species populations, and maintain and enhance habitat to avoid further encroachment of invasive species. Incorporate those guidelines and measures into permitting documents.

 (e) Transportation and Organisms in Trade. ​As applicable, strengthen and support the development of risk-based standards, guidelines, and methods to better understand invasive species and to assess the risk of invasive organisms moved nationally and globally as a result of human activity or action, such as pet, aquaculture, bait, biological supply, research, and ornamental display trades.

 (3) Encourage the use of native species for landscaping at facilities and as part of habitat restoration projects. In this context, native species are those genotypes that are locally adapted to the specific regions, habitats, and species communities under consideration.

 (4) Include best management practices for prevention in contracts and agreements with entities working for, with, or on the behalf of bureaus/offices. For example, where determined to be appropriate, use clauses requiring contractors or permittees to clean and decontaminate vehicles and equipment, appropriate to site conditions, prior to entering and when exiting DOI-managed lands, waters, and facilities.

 B. Detect and respond rapidly to invasive species in a cost-effective and environmentally sound manner.

 (1) Survey susceptible areas of DOI-managed lands and waters to detect invasive species and implement timely actions to eradicate them, if feasible, before they establish and spread.

 (2) Coordinate detection and response activities in bureaus/offices and with external partners to achieve an effective early detection and rapid response approach across DOI-managed lands and waters. This includes coordination in emergency response situations, such as after disasters, including wildland fires, that may require emergency invasive species management actions, such as prevention, eradication, control, or monitoring efforts. Identify bureau/office contacts at agency and sub-agency levels to serve as contacts for early detection notifications and rapid response activities to help facilitate coordinated action with states, tribes, territories, and other entities, as appropriate.

 C. Control invasive species in a cost-effective and environmentally sound manner.

 (1) Prioritize the control of invasive species within DOI-managed lands and waters using site-based and species-based risk assessments. Assessments should consider resource management objectives; invasive species impacts; the costs and benefits of controlling an established species with respect to harm to the environment, public health, cultural resources, and the economy; the probability of successful control; and resource availability, including fiscal and human capital.

 (2) Control invasive species within DOI-managed lands and waters when feasible. Use integrated pest management and an adaptive- and ecosystem-based

management approach.

 D. Monitor invasive species. Monitor existing invasive species populations, as appropriate, and effectiveness of eradication and control measures within DOI-managed lands

and waters. Monitoring can be accomplished by bureau/office employees, contractors, partner organizations, citizen scientists, etc.

 E. Provide for restoration of native species and habitat conditions in ecosystems that have been invaded. Where necessary, and feasible, implement restoration activities following invasive species eradication or control measures to prevent or reduce the likelihood of the reoccurrence or spread of aquatic or terrestrial invasive species.

 F. Conduct research on invasive species, including developing technologies to prevent introduction and provide environmentally sound control. Foster development, application, and coordination of research on invasive species management. Identify, prioritize, and pursue shared invasive species research needs among bureaus/offices.

 G. Promote education about invasive species and the means to address them.

 (1) Inform and educate bureau/office employees, partners, and visitors to DOI-managed lands, waters, and facilities about the risks associated with invasive species and about pertinent Federal and other applicable laws.

 (2) Coordinate with bureaus/offices and with states, tribes, territories, and other organizations to adopt and promote standard messaging, and link to existing public education efforts as appropriate (*e.g.*, “Stop Aquatic Hitchhikers!” and “Play, Clean, Go: Stop Invasive Species in Their Tracks”) to maximize recognition. Develop outreach programs and materials

that foster a sense of stewardship among employees, visitors, and the general public.

1.8 **Responsibilities**.

 A. Assistant Secretary – Policy, Management and Budget oversees DOI’s compliance with this policy and serves as the Executive Sponsor of the DOI Invasive Species Task Force.

 B. Program Assistant Secretaries oversee implementation of this policy in their respective bureaus/offices.

 C. Heads of Bureaus/Offices ensure compliance with this policy, as appropriate, and:

 (1) Issue and update policy and guidance to address invasive species and guide management actions, including prevention, early detection and rapid response, control, and related activities as they relate to bureau/office specific missions and authorities, consistent with this policy.

 (2) Ensure planning processes consider invasive species risks, to the extent practicable, and, where necessary, provide for alternatives or mitigation measures to minimize

or eliminate risks associated with the introduction, establishment, and spread of invasive species.

 (3) Work with program managers to ensure that persons conducting invasive species management activities, including employees, contractors, financial assistance recipients, cooperators, and volunteers, have the relevant experience and training in IPM, best management practices and pesticide use safety (DOI’s policy on Pesticide Use Safety Training is located in

517 DM 1).

 (4) Designate a representative and an alternate to serve on the DOI Invasive Species Task Force (Task Force).

 D. Director, Office of Policy Analysis provides management oversight and support staff (DOI Invasive Species Coordinator).

 E. DOI Invasive Species Coordinator coordinates implementation of this policy; conducts reviews and updates the policy as needed; facilitates implementation of DOI invasive species action plans; and coordinates DOI’s Invasive Species Task Force.

 F. Task Force Representative and Alternate.

 (1) Represent their bureau/office and coordinate with appropriate employees within their bureau/office on the progress and activities of the Task Force.

 (2) Participate in meetings convened by the Invasive Species Coordinator and contribute toward the goals and successes of the Task Force through active involvement and commitment to the strategies, actions, and tasks that are generated and agreed to.

 G. Director, Office of Acquisition and Property Management and Bureau/Office Heads of Contracting Activity ensure that:

 (1) Where appropriate, contracts and agreements with entities working for and

on the behalf of bureaus/offices include standards to prevent the introduction, establishment, and spread of invasive species.

 (2) Contracting Officers work with Program Managers to ensure that contractors performing work on DOI-managed lands, waters, and facilities are informed of risks associated with invasive species, as well as pertinent Federal and other applicable laws.

1.9 **DOI Invasive Species Task Force (Task Force)**.

 A. Purpose. The purpose of the Task Force is to improve communication and coordination on invasive species issues.

 B. Membership. The Task Force is coordinated by DOI’s Invasive Species Coordinator and includes representatives from bureaus/offices. The following bureaus/offices have representatives and alternates on the Task Force: Bureau of Indian Affairs, Bureau of Land Management, Bureau of Ocean and Energy Management, Bureau of Reclamation, U.S. Fish and Wildlife Service, U.S. Geological Survey, National Park Service, Office of Insular Affairs, Office of International Affairs, and Office of Surface Mining Reclamation and Enforcement. Heads

of other bureaus/offices are encouraged, but not required, to designate a representative

to the Task Force.

 C. Responsibilities. The Task Force is responsible for:

 (1) Developing, updating, and guiding implementation of DOI action plans that increase attention to invasive species and take a strategic, coordinated approach to management efforts; and, providing information on multi-year strategies and operations plans, as needed.

 (2) Working collaboratively across bureaus/offices to develop, use, and institutionalize policies and practices to implement this policy, including efforts to conduct periodic reviews of the execution of invasive species activities to confirm consistency with the policy.

 (3) Improving alignment of invasive species programs and providing regular briefings for DOI’s senior leadership.

 (4) Serving as a forum for disseminating information, communicating priorities, and informing Department-wide responses on invasive species issues.

Appendix

Definitions

 A. Adaptive Management. A decision process that promotes flexible decision making that can be adjusted in the face of uncertainties as outcomes from management actions and other events become better understood. (Adapted from 522 DM 1)

 B. Best Management Practices. Methods or techniques found to be the most effective and practical means of achieving an objective while optimizing resources.

 C. Control. Containing, suppressing, or reducing populations of invasive species.

 D. Cultural Resources. Any prehistoric and historic districts, archaeological sites, buildings, structures, objects, cultural landscapes, sacred sites, and traditional cultural properties that are in, or eligible for, inclusion on the National Register of Historic Places; also, plant and animal species and populations traditionally used by individuals and communities to provide medicine, food, shelter, clothing, and other material culture, as well as landscapes that support these plant and animal species, and the human activities that reinforce cultural identity and religious expression.

 E. DOI-Managed Lands and Waters. Lands and waters that are under the jurisdiction

of DOI, excluding tribal lands.

 F. Ecosystem. A community of living organisms in conjunction with the nonliving components of their environment (air, water, and soil), interacting as a system. These biotic and abiotic components are linked together through nutrient cycles and energy flows.

 G. Ecosystem-Based Management. An environmental management approach that recognizes the full array of interactions within an ecosystem, including humans, rather than considering singles issues, species, or ecosystem services in isolation.

 H. Eradication. Removal or destruction of an entire population of invasive species.

 I. Hazard Analysis and Critical Control Point (HACCP). A management planning

tool that provides a structured method to identify risks associated with natural resource pathway activities. It involves understanding pathways and developing plans to reduce non-target species and prevent biological contamination to avoid unintended spread of species. For example, see 750 FW 1 “Managing Invasive Species Pathways.”

J. Integrated Pest Management. A sustainable approach to managing pests that uses biological, cultural, physical, and chemical tools in a way that minimizes health, environmental, and economic risks. It is a science-based, decision making process that incorporates management goals, consensus building, pest biology, monitoring, environmental factors, and selection of the best available technology to achieve desired outcomes while minimizing effects to non-target species and the environment and preventing unacceptable levels of pest damage.

K. Introduction. As a result of human activity, the intentional or unintentional escape, release, dissemination, or placement of a species into an ecosystem.

L. Invasive Species. With regard to a particular ecosystem, a non-native species whose introduction causes or is likely to cause economic or environmental harm or harm to human, animal, or plant health. Invasive species include plants, animals, pathogens, and other organisms in terrestrial and aquatic habitats.

M. Landscape-Level Approach. A set of principles that guides resource management decisions at multiple spatial scales, typically when diverse stakeholders seek multiple social, environmental, and economic goals.

N. Management. Activities including but not limited to planning (identification and inventory, prioritization, establishing action thresholds), monitoring, prevention, early detection, rapid response, eradication, control, restoration, research, and regulatory approaches used to minimize the threat of invasive species.

 O. Native Species. With respect to a particular ecosystem, a species that, other than

as a result of an introduction, historically occurred or currently occurs in that ecosystem.

 P. Non-Native Species (also Alien Species). With respect to a particular ecosystem, any species, including its seeds, eggs, spores, or other biological material capable of propagating that species, that occurs outside of its natural range.

Q. Non-Regulatory Approach. Activity other than direct regulation of the private sector, such as cooperative efforts (such as government and industry working together to educate the public on environmentally responsible options to surrender unwanted pets), technical assistance (such as providing technical assistance to import industries for low-risk alternative methods and species), or Federal procurement (such as requiring contractors to use best practices to prevent the introduction, establishment, and spread of invasive species).

R. Prevention. The action of stopping invasive species from being introduced or spreading into a new ecosystem.