

DEPARTMENT OF AGRICULTURE ORGANIC ACT OF 1944
Act of September 21, 1944 (58 Stat. 736,741)

Sec. 203. The Forest Service may sell and distribute supplies, equipment, and materials to other Government activities and to State and private agencies who cooperate with the Forest Service in fire control under terms of written cooperative agreements, the cost of such supplies, equipment, and materials, including the cost of supervision, transportation, warehousing, and handling, to be reimbursed to appropriations current at the time additional supplies, equipment, and materials are procured for warehouse stocks.

THE LAW

The Federal Property and Administrative Services Act of 1949 (Public Law 152, 81st Congress), as amended, authorizes the Secretary of Health, Education, and Welfare to allocate Federal surplus personal property for transfer to State Agencies for Surplus Property which in turn distribute such property to eligible health and educational applicants. The Act also authorizes the Director of Civil Defense, Department of The Army, to allocate Federal surplus personal property for transfer to State Agencies for Surplus Property for distribution to civil defense organizations which are established pursuant to State Law.

COOPERATIVE WILDLIFE MANAGEMENT IN THE SOUTHERN NATIONAL FORESTS

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INTRODUCTION

Wildlife on the National Forests provides many public benefits. In addition to hunting and fishing opportunities, wildlife provides a year-long opportunity to observe birds, animals, reptiles, etc., in their natural environment. The 12,000,000 acres of Forest Service lands in the Southern Region provided over 5,000,000 hunting and fishing visitor-days use in 1965. These lands offer unexcelled opportunities for planned management to increase their natural yield of game and fish. As National Forests are available for public hunting and fishing, their importance will increase as other lands become less available.

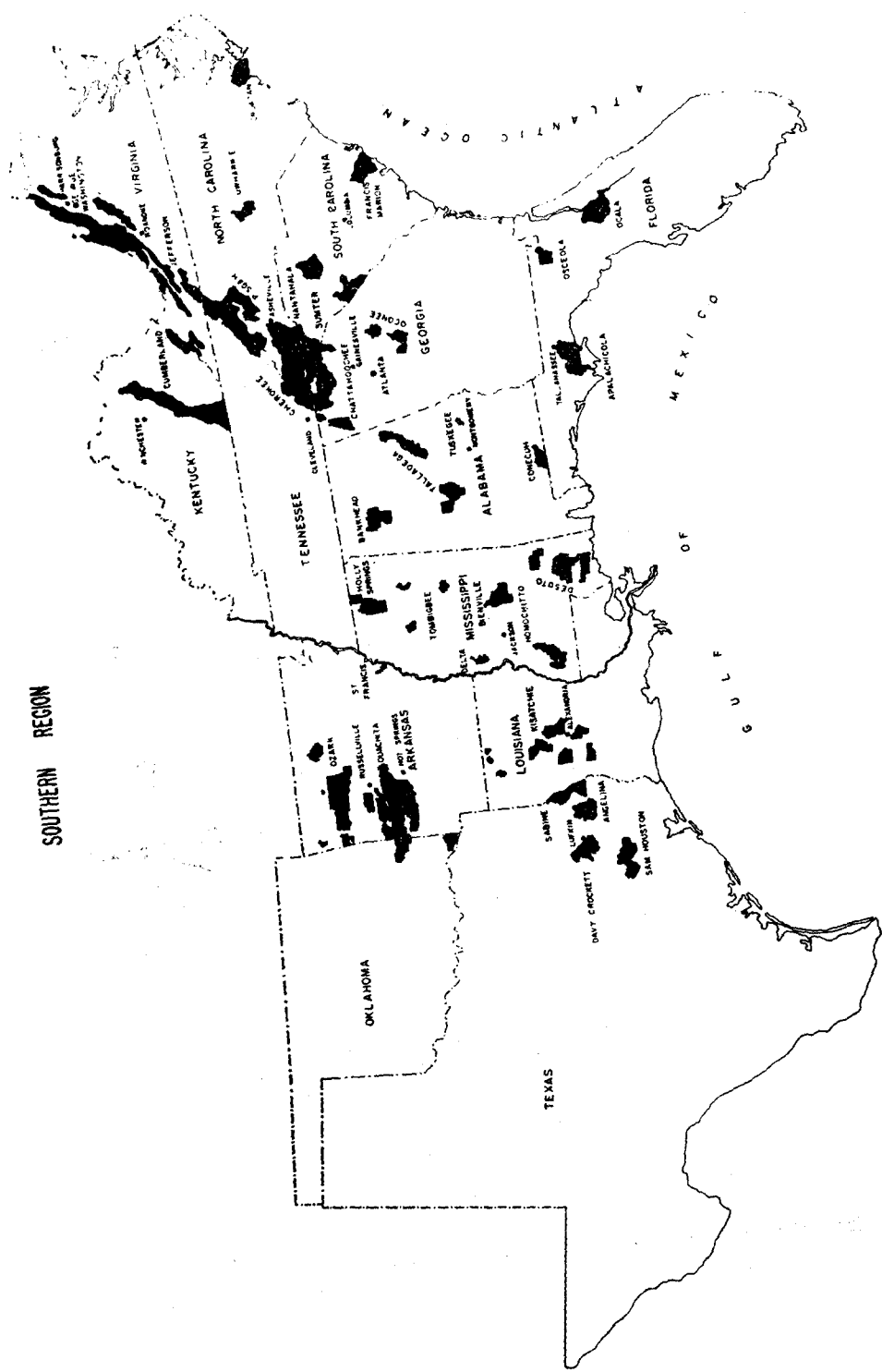
To the States, the National Forests represent valuable wildlife habitat. On Forest Service lands, game and fish have a recognized place in the management of forest resources. Wildlife is managed for its contribution to the welfare of the Region and in full cooperation with the State Game Agencies.

Wildlife management on the National Forests requires new approaches to integrated land management as Forest Service lands are managed under the concept of multiple use of the basic forest resources.

Although Wildlife management activities have increased in recent years, both the Forest Service and the States have a long and hard job ahead if the full wildlife potential on the National Forests is realized.

AUTHORITY, OBJECTIVES, AND POLICIES

Authority for wildlife management on the National Forests stems from the broad powers granted the Secretary of Agriculture under the Act of June 4, 1897 (16 U.S.C. 551) and Transfer Act of February 1, 1905 (16 U.S.C. 473), which authorize the Secretary to regulate the occupancy and use of the National Forests. The Multiple Use—Sustained Yield Act of June 12, 1960 (74 Stat. 215) clarified and strengthened



SOUTHERN REGION

ATLANTIC OCEAN

GULF OF MEXICO

the Forest Service authority and responsibility to manage wildlife habitat. This Act states, "It is the policy of the Congress that the National Forests are established and shall be administered for outdoor recreation, range, timber, watershed, and wildlife and fish purposes. . . . Nothing herein shall be construed as affecting the jurisdiction or responsibility of the several States with respect to wildlife and fish on the National Forests."

The wildlife objective of the National Forests is to manage the habitat so that wildlife populations, including non-game species, will be maintained at a level consistent with the requirements for other services of the land and in accordance with their recreational and related public uses and values.

The policy of the Southern National Forests in wildlife management is to —

- Cooperate with the appropriate State Agency in all National Forest wildlife programs.
- Manage all National Forest wildlife habitat to meet the requirements of the proper wildlife species, in numbers consistent with capacity.
- Provide attractive natural wildlife habitat through planned coordinated management of timber and other resources.
- Sanction only reintroduction of native birds and animals as opposed to exotics.
- Promote the philosophy that one of the major objectives of National Forest wildlife management is to provide quality recreation through harvest of surplus game.
- Take necessary measures to safeguard the future of free-flowing streams unique to the National Forests.
- Cooperate in the international program for protection of vanishing wildlife species.

STATE - FOREST SERVICE COOPERATIVE WILDLIFE PROGRAMS

In cooperation with the International Association of Game, Fish, and Conservation Commissioners, the Secretary of Agriculture issued Regulation W-2. This Regulation states, "The Chief of the Forest Service, through the Regional Foresters and Forest Supervisors, shall determine the extent to which National Forests, or portions thereof, may be devoted to wildlife production in combination with the fish and game department or other constituted authority of the States concerned, he will formulate plans for securing and maintaining desirable populations of wildlife species, and he may enter into such general or specific cooperative agreements with appropriate State officials as are necessary and desirable for such purposes. Officials of the Forest Service will cooperate with State game officials in the planned and orderly removal in accordance with the requirements of State laws of the crop of game, fish, furbearers, and other wildlife on National Forest lands." (36 CFR 241.2, 6 FR 1987, April 17, 1941.)

This regulation is the basic guide to wildlife management on the Southern National Forests. It brings together the land, or habitat phase, and the regulatory phase of game management. It emphasizes Forest Service responsibility for determining the extent of wildlife use on the National Forests. It directs Forest officers to cooperate with the States in both planning and action stages of management. It stipulates that the harvesting of wildlife will be in accordance with State laws. These are the foundations upon which cooperative wildlife management is based on the Southern National Forests.

In order to implement the cooperative approach to wildlife management, a broad formal memorandum of understanding was developed for each of the 13 States in the Southern Region. It states that, having

reached a satisfactory basis for cooperation, there is mutual desire and intent to maintain that relationship. As a reference, the memorandum ensures continuity of effort regardless of changes in personnel. These memorandums are reviewed periodically and, where necessary, revised. The memorandum of understanding lists the Forest Service responsibilities, the State's responsibilities, and mutual responsibilities.

COOPERATIVE WILDLIFE MANAGEMENT AREAS

The cooperative wildlife programs on the Southern Forests have developed along several patterns. In many of the States, cooperate wildlife management areas are emphasized, while in a few, no management areas exist. However, in the Southern National Forests, major emphasis in the cooperative program has been directed toward the development and management of cooperative wildlife management areas. Other activities include hunting and fishing access, law enforcement, hunting and fishing regulations, and habitat improvement.

The cooperative wildlife management area program has served a useful purpose in that it established huntable game populations, primarily deer and turkey, in many Forests in the South. However, they have not fulfilled one of their basic purposes, and that was to provide an overflow of game to stock surrounding lands. This is the result of Forest lands outside the cooperative units not receiving the same degree of protection, management, and development as management areas.

In the South, the time is rapidly approaching when management areas will be inadequate to meet public needs. This problem is further emphasized by the loss of hunting areas due to road construction, housing, etc., and the increased leasing of private lands to hunt clubs. These are only a few of the many factors that are decreasing the available acres for public hunting and fishing. In view of this shrinking acreage, the National Forests can play an important role in providing additional hunting and fishing opportunities in the South. This expanded opportunity will require a closely coordinated program between the States and the Forest Service to establish an intensive program of management, development, and protection on all Forest Service lands instead of on individual cooperative management areas. Successful accomplishment of a Forest-wide wildlife program will depend upon several factors. Probably the most important is the understanding and backing of the public. Another important consideration is that the State will need additional revenue to finance this expanded program.

Progress has been made in the direction of Forest-wide wildlife management. The Jefferson and George Washington National Forests in Virginia are examples where all Forest Service lands are receiving intensive wildlife management.

HABITAT IMPROVEMENT

During the past few years, habitat improvement project work has been on the increase. Until recently, the majority of the habitat work consisted of establishing pastures, primarily for deer and turkey. At the present time, habitat improvement and maintenance encompass many types of projects and are directed towards all major forest wildlife species. Certain project work, such as trout stream renovation projects on the Pisgah National Forest, is accomplished as a joint responsibility between the State and the National Forest. The important consideration in habitat work on the Forests is to jointly plan what is needed, set priorities, and see that the work is properly accomplished. Projects presently under way include establishing wildlife openings, planting fruiting species, release of native fruit-producing species, grass and clover seeding, establishing green tree reservoirs, constructing fishing lakes, renovating trout streams, constructing fish barriers, prescribed burning, etc.

Although habitat improvement work is an important phase of maintaining or establishing a suitable habitat, the most important consideration is the land management practices carried out on the Forest. This is especially important where the lands are managed under a program of

multiple use. It is vitally important that a sound program of resource coordination be established in order to maintain a suitable habitat for forest game and fish species. Coordination measures have been established for the Southern National Forests. As experience is gained in managing forest wildlife habitat, in coordination with other resources, changes and improvements will be made. It is important that States, as well as interested sportsmen, realize that a coordinated program, where five basic resources are managed, precludes having maximum wildlife habitat conditions in all areas and at all times. However, this should not deter the Forest Service or the States from striving to achieve the best habitat possible for all forest wildlife species.

HUNTING AND FISHING REGULATIONS

One of the major problems in any wildlife conservation program is the developing of sound hunting and fishing regulations and to secure their acceptance by the public. Certainly this is no exception on the Southern National Forests. As stated in Regulation W-2, the harvesting of Wildlife on National Forests is in accordance with States laws and regulations. However, the Forest Service has a definite responsibility of working with the States in formulating regulations. Regulations should reflect the thinking of both agencies and be supported by both. In order to achieve a united approach on regulations, meetings are held annually at the State level to develop sound regulations for Forest Service lands within the respective States. In most situations, the regulations are identical to those on private lands within the area; however, where wildlife management areas are involved, special regulations are generally adopted.

Even with the best coordinated planning, it is impossible in every situation to develop regulations that are completely acceptable to both the State and the Forest Service. This is to be expected. The most important consideration in developing proposed regulations is to consider all factors, arrive at regulations both agencies can live with, and above all, support these proposals on a united front. Where basic differences in opinion occur, these matters should be resolved by the two agencies themselves and *never* before the public. The Forest Service expects all of its personnel to support hunting and fishing regulations.

PROBLEMS

Within the Southern Region, there are 12,000,000 acres of Forest Service lands, 13 States, 33 National Forests, and 115 Ranger Districts. Is there any wonder that problems occur in the cooperative wildlife program? It speaks well of the States and the Forest Service that the present cooperative wildlife program has developed to its present stage. Problems in the past have been many and varied. In a few situations, they were of a very serious nature. The advertising gimmick of a popular cigarette, "I Would Rather Fight Than Switch," aptly described the attitude of both the States and the Forest Service in resolving some of their past problems.

Today, problems still exist, and new ones will undoubtedly develop from time to time in the cooperative wildlife program. It is important to keep problems to the minimum, but it is more important to recognize a problem when it exists and to take joint positive action in resolving the problem.

It would serve no useful purpose to enumerate all the types of problems that crop up from time to time, but a listing of the most frequent causes of problems is undoubtedly in order. Problems between cooperating agencies are generally the result of—

- Misunderstanding of the basic responsibilities of each agency.
- Clash of personalities.
- Lack of suitable communications within the agencies and between the agencies.
- Frequent hiring of new personnel and transfer of experienced personnel.
- Public pressures.
- Unwillingness to accept programs and plans of the other agency.

External problems that are common to both cooperating agencies are generally the result of—

- Pressure groups.
- Misunderstanding by the public of agency programs.
- Demand for unrealistic and unsound hunting and fishing regulations.
- Lack of communications both to the public and from the public.
- Lack of adequate dog control regulations.
- Disregard for hunting and fishing regulations.
- Unwillingness of segments of the public to accept that National Forests are managed for multiple resources.

The ultimate long-range success of the cooperative wildlife program will undoubtedly be determined on the ability of the cooperating agencies to face and resolve their mutual problems. The Southern Region of the Forest Service is proud of the progress that has been made on the cooperative wildlife programs on the National Forests. The years ahead will provide many challenges and problems. A united and joint program between the Forest Service and the States is the best way to meet these challenges.

SUMMARY

The Southern Region of the Forest Service contains 12,000,000 acres in 13 States, 33 National Forests, and 115 Ranger Districts. These lands provided over 5,000,000 hunting and fishing visits in 1965. National Forests are managed under the concept of multiple use of timber, water, range, recreation, and wildlife.

The authority for wildlife management on National Forest lands stems from broad powers granted the Secretary of Agriculture and the Multiple Use-Sustained Yield Act of June 12, 1960.

The National Forests in the Southern Region cooperate with the State game agencies in all National Forest wildlife programs. In cooperation with the International Association of Game and Fish Commissioners, the Secretary of Agriculture issued Regulation W-2. This regulation describes the basic responsibilities of the Forest Service and the States in the management of wildlife on National Forests. Detailed responsibilities are spelled out in memorandums of understanding jointly developed between the Forest Service and each of the 13 States in the Southern Region.

Major emphasis in the cooperative wildlife program has been directed toward the development and management of cooperative wildlife management areas. As the time is rapidly approaching in the South when managed wildlife lands will be inadequate to meet public needs, it is suggested that the States and Forest Service initiate an intensive program of wildlife management on all Forest Service lands.

Cooperative habitat improvement project work is on the increase and is directed toward all of the major forest game species. Although habitat improvement work is an important phase of maintaining or establishing a suitable habitat, it is more important to establish a sound program of resource coordination. Coordination of resources is the "backbone" of the habitat program on the National Forests. It is important that the States, as well as interested sportsmen, realize that a coordinated program where five basic resources are managed, precludes having maximum wildlife habitat conditions in all areas and at all times.

It is the State's responsibility to establish hunting and fishing regulations, but the Forest Service has a responsibility in working with the States in developing regulations that are desirable for both agencies. It is extremely important that the States and Forest Service jointly support hunting and fishing regulations.

In the past, problems have developed in the cooperative wildlife program. It is expected that new problems and challenges will develop in the future. Efforts are being made to keep problems to a minimum, but it is more important to recognize a problem when it exists, and to take joint positive action in resolving this problem. The ultimate long-range success of the cooperative wildlife program will undoubtedly be determined on the ability of the cooperating agencies to face and resolve their mutual problems.