

Briefing Statement FY 2017

Bureau: National Park Service (NPS)
Issue: Bison Issues (Population, Quarantine, Removal/Winter Operations)
Park: Yellowstone National Park (YELL)

Key Points

- The management of bison migrating outside YELL during winter remains a contentious issue involving the NPS, State of Montana, Animal Plant Health and Inspection Service (APHIS), Native American tribes, U.S. Forest Service, and other stakeholders (livestock, conservation, animal rights).
- Winter operations, including harvests in Montana and capture/culling in northern YELL, are conducted pursuant to an Interagency Bison Management Plan (IBMP). During 2017, approximately 1,276 bison were removed from the population, including 748 shipped to slaughter, 468 harvested in Montana, 34 male calves held for quarantine, and 26 otherwise removed (e.g., killing of animals wounded during hunts; vehicle strikes).
- Twenty-four male bison have been held in isolation at the Stephens Creek capture facility in northern YELL since March 2016 pending transfer to the Fort Peck Reservation for quarantine. After completing a brucellosis surveillance period lasting 1 year, bison remaining test-negative will be released on the Fort Peck Reservation in their wild conservation/cultural herd.
- Bison management requires communication and cooperation among multiple federal and state agencies and tribes with different mandates, philosophies, and treaties. Complicating any movement of bison outside the park are Montana and APHIS requirements about brucellosis-free certifications and a Montana executive order regarding state approval to transport bison on state roads. If those parties are in disagreement with NPS actions, they may reach out to DOI leadership for engagement.

Background

- Yellowstone bison are important due to their large population size, high genetic diversity, lack of interbreeding with cattle, and wild behaviors and adaptive capabilities like their ancestors.
- Many bison are infected with the disease brucellosis, which was introduced by cattle and induces abortions, reduces pregnancy rates, and poses a risk of transmission back to cattle.
- Brucellosis and concerns about property damage, human safety, and competition with cattle limit tolerance for bison outside YELL and prevent relocations elsewhere to restore the species.
- Yellowstone bison have high reproductive and survival rates, with few animals perishing due to predators and severe winter conditions. Thus, some bison need to be culled from the population.
- Alternative strategies for bison management have been constrained by legal and administrative factors, including federal trust responsibilities to tribes, Montana statutes and executive orders, and APHIS' Uniform Methods & Rules with regard to protocols for quarantine.

Current Population Size and Management Actions

- The federal government and the State of Montana have implemented the IBMP since 2001 to sustain a viable population of Yellowstone bison, with no brucellosis transmission from bison to cattle. For comparison, 27 livestock herds in the Greater Yellowstone Area have been infected by wild elk since 1998.
- Bison numbers almost doubled to 5,500 bison during 2008 to 2016, leading to concerns that high grazing intensities on some summer ranges may not be sustainable over time. Also, the mass migration of bison into Montana can overwhelm efforts to protect people, cattle, and property.
- Managers removed approximately 1,276 bison from the population during winter 2017, primarily through public and treaty harvests in Montana and capture in YELL for shipment to slaughter. Tribes transfer bison to meat processing facilities and distribute the meat to their members.
- The shipment of bison to processing facilities is extremely controversial and generates negative publicity. However, the effectiveness of hunting has been limited by concentrations of hunters near the park boundary that prevent bison from distributing, wound bison, and cause safety issues.

Consideration of a Quarantine Program

- In 2012, the Secretary of the Interior directed YELL to explore developing and operating quarantine facilities for Yellowstone bison. Park managers drafted a Finding of No Significant Impact to implement quarantine with initial screening in the park and completion of APHIS' testing protocol on the Fort Peck Reservation.
- Montana maintains the shipment of bison to the Fort Peck Reservation is prohibited by state law until bison complete quarantine and are certified as brucellosis-free. Also, APHIS maintains quarantine facilities must be located in or near YELL and approved by animal health officials according to their 2003 Uniform Methods and Rules, which are directed at managing livestock.
- The NPS is at an impasse because Montana and APHIS have refused to allow bison quarantine on the Fort Peck Reservation. Also, DOI solicitors maintain the Secretary must conclude this impasse is preventing the carrying out of our statutory duties before bison can be transferred without agreement.
 - Departmental policies regarding state and federal relationships are set forth at 43 CFR Part 24. Such policies direct agencies to consult with states and comply with state permit requirements regarding the planned removal of surplus or harmful populations of wildlife and the disposition of these wildlife except in instances where the Secretary determines that such compliance would prevent him from carrying out his statutory responsibilities (*e.g.* 43 C.F.R. 24.4(i)(5)).
- The Fort Peck tribes are frustrated the NPS has not released a decision document and by the State of Montana's and APHIS' refusal to allow the quarantine of bison on the Fort Peck Reservation.
- YELL recommends issuing a Finding of No Significant Impact to conduct quarantine at the Fort Peck Reservation, while continuing negotiations with the State, APHIS, and the Tribes.

Development of a New Interagency Bison Management Plan

- The NPS and the State of Montana have entered into an agreement to co-lead the development of a new Yellowstone Bison Management Plan. The NPS is funding the effort.
- There are six cooperating agencies, including the U.S. Forest Service, Confederated Salish and Kootenai Tribes, Confederated Tribes of the Umatilla Indian Reservation, Shoshone-Bannock Tribes, Nez Perce Tribe, and InterTribal Buffalo Council. The states of Wyoming and Idaho, as well as APHIS, declined to participate.
- Public scoping was initiated in 2015, with 8,300 individual comments received. Since that time, the NPS and Montana have met several times to develop a range of alternatives for a draft Environmental Impact Statement.
- There has been little agreement on many facets of bison management, both under the existing IBMP and in this new planning process. Montana has two agencies involved, the Department of Livestock and Fish, Wildlife & Parks, which differ in their perspectives on bison management. This has made it difficult to come to agreement on a range of alternatives, tools for management, and overall objectives and goals.
- In addition, relationships are strained due to the conflict over the NPS bison quarantine proposal and current management under the existing IBMP. There may need to be a reevaluation of goals and objectives, as well as renewed State of Montana commitment, to a new bison management plan to move forward.

Current Status

- Biologists at YELL will conduct post-calving counts of bison in the central and northern regions of the park during June and July. These counts will be used to determine the appropriate levels of removals next winter to continue to decrease population size towards 4,200 bison.
- YELL will retain the 24 male bison in isolation at Stephens Creek until an option for quarantine is determined. Options include: 1) sending the bison to the Fort Peck Reservation for quarantine (preferred); 2) sending the bison to pastures leased by APHIS in Corwin Springs, Montana for quarantine; and 3) conducting quarantine at the Stephens Creek capture facility in YELL.
- The Intermountain Region is prepared to complete its work on the quarantine Environmental Assessment and sign the Finding of No Significant Impact.

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