

Appendix F – Guidelines for Resolving Grizzly-Human Conflicts by Management Situation³⁵

Grizzly Bear Management Guidelines for Management Situation 1

Management System or Activity: Wildlife Management

Resolve Grizzly-Human Conflicts

Line Officers will be provided with instructions for:

1. Fact finding, including
 - Determination of where, why, when, and how the conflict occurred
 - Who was involved
 - Determination of status of problem bear (nuisance or non-nuisance) considering unnatural food dependency and individual bear history. See the Guidelines for Determining Nuisance Bear Status, beginning on page 286 of this appendix.
2. Grizzly control, including names and phone numbers of personnel from State wildlife management agencies and the U.S. Fish and Wildlife Service.
3. Live trapping
4. Tranquilization
5. Removal, including carcass disposal
6. Relocation, including maps of specific recommended relocation sites. Relocation plans with implications for National Parks, National Forests, and BLM lands will be reviewed and agreed upon by Park Service, and State wildlife management personnel.

Management System or Activity: Timber and Fire Management

Resolve Grizzly-Human Conflicts

In cases of grizzly-human conflict, District Rangers in cooperation with state wildlife management agencies will immediately identify the cause by determining where, why, when, and how the conflict occurred. If the problem bear is not determined to be a nuisance then correct the problem immediately by removed the man-related cause. Likely man-related causes are grizzly attractants and/or human activities interfering with grizzly use of habitat. Attractants include food and food odors associated with man, livestock carrion, garbage, garbage dumps, prepared livestock and pet foods, camps or other dwellings, game meat in possession of man, and transportation and/or work livestock. Interference activities are those associated with logging or burning or fire control (camps) which disrupt grizzlies, grizzly habitat and/or grizzly use of habitat. Cause removal could involve simple activity modification or temporary or permanent activity curtailment.

If the problem bear is determined to be a nuisance and all reasonable measures have been taken to protect the bear and habitat and a more natural grizzly population would be a likely result of its control, the U.S. Fish and Wildlife Service and State wildlife agencies will be requested to exercise control.

See the Guidelines for Determining Nuisance Bear Status, beginning on page 286 of this appendix.

Management System or Activity: Range Management

Resolve Grizzly-Human Conflicts

In cases of grizzly-human conflict or grizzly-livestock depredation, District Rangers in cooperation with State wildlife management agencies, will immediately identify the cause by determining where, when, why, and how the conflict occurred. If the problem bear is not determined to be a nuisance then correct the problem immediately by removing the man-related

³⁵ From the 1986 Interagency Grizzly Bear Guidelines, pages 6 through 39.

cause. Likely man-related causes are grizzly attractants and/or activities interfering with grizzly use of habitat. Attractants include foods and food odors associated with man, domestic livestock carrion, garbage, garbage dumps, prepared livestock and pet foods, camps or other dwellings, game meat in possession of man, and domestic and/or transportation livestock. Interference activities are domestic livestock and/or any other livestock operation activity disrupting the grizzly's natural activities in meeting its biological requirements (i.e., food use in wet areas with succulent, herbaceous vegetation which is scarce and thereby vitally important to the species especially during dry years or in late summer and autumn). Cause removal could involve simple activity modification or temporary or permanent activity curtailment in deference to seasonal or year-long grizzly use needs.

If the problem bear is determined to be a nuisance and all reasonable measures have been taken to protect the bear and its habitat and a more natural grizzly population would be a likely result of its control, the U.S. Fish and Wildlife Service and state wildlife agencies will be requested to exercise control.

See the Guidelines for Determining Nuisance Bear Status, beginning on page 286 of this appendix.

Management System or Activity: Recreation Management

Resolve Grizzly-Human Conflicts

In cases of grizzly-human conflict, District Rangers, in cooperation with State wildlife management agencies, will immediately identify the cause by determining where, why, when, and how the conflict occurred. If the problem bear is not determined to be a nuisance then correct the problem immediately by removing the man-related cause. Likely man-related causes are grizzly attractants and/or human activities interfering with grizzly use of habitat. Attractants include foods and food odors associated with man, livestock carrion, garbage, garbage dumps, prepared livestock and pet foods, camps or other dwellings, game meat in the possession of man, and transportation and/or domestic livestock. Interference activities are those associated with recreation activities (transportation livestock grazing, camping, trail and road access, etc.) which disrupt grizzlies, grizzly habitat and/or grizzly use of habitat. Cause removal could involve simple activity modification or temporary or permanent activity curtailment or access closure.

If the problem bear is determined to be a nuisance and all reasonable measures have been taken to protect the bear and its habitat and a more natural grizzly population would be a likely result of its control, the U.S. Fish and Wildlife Service and State wildlife agencies will be requested to exercise control.

See the Guidelines for Determining Nuisance Bear Status, beginning on page 286 of this appendix.

Management System or Activity: Minerals, Watershed, and Special Uses Management

In cases of grizzly-human conflict, District Rangers in cooperation with State wildlife management agencies will immediately identify the cause by determining where, why, when, and how the conflict occurred. If the problem bear is not determined to be a nuisance then correct the problem immediately by removing the man-related cause. Causes are grizzly attractants and/or human activities interfering with grizzly use of habitat. Attractants include foods and food odors associated with man, livestock carrion, garbage, garbage dumps, prepared livestock and pet foods, camps or other dwellings, game meat in possession of man, and transportation and/or work livestock. Interference activities are those associated with mining, watershed development, and special uses which disrupt grizzlies, grizzly habitat, and/or grizzly use of habitat. Cause removal could involve simple activity modification or temporary or permanent activity curtailment.

If the problem bear is determined to be a nuisance and all reasonable measures have been taken to protect the bear and its habitat and a more natural grizzly population would be a likely result of its control, the U.S. Fish and Wildlife Service and State wildlife agencies will be requested to exercise control.

See the Guidelines for Determining Nuisance Bear Status, beginning on page 286 of this appendix.

Grizzly Bear Management Guidelines for Management Situation 2

Management System or Activity: Wildlife Management

Resolve Grizzly-Human Conflicts

Line Officers will be provided with instructions for:

1. Fact finding, including
 - Determination of where, why, when, and how the conflict occurred
 - Who was involved
 - Determination of status of problem bear (nuisance or non-nuisance) considering unnatural food dependency and individual bear history, see appendix page 51
2. Grizzly control, including names and phone numbers of personnel from State wildlife management agencies and the U.S. Fish and Wildlife Service.
3. Live trapping
4. Tranquilization
5. Removal, including carcass disposal
6. Relocation, including maps of specific recommended relocation sites. Relocation plans with implications for National Parks, National Forests, and BLM lands will be reviewed and agreed upon by Park Service, and State wildlife management personnel.

Management System or Activity: Timber and Fire Management

In cases of grizzly-human conflict, District Rangers in cooperation with State wildlife management agencies will immediately identify the cause by determining where, why, when, and how the conflict occurred. If the problem bear is not determined to be a nuisance then correct the problem immediately by removing, if feasible, the man-related cause. Likely man-related causes are grizzly attractants and/or human activities interfering with grizzly use of habitat. Attractants include foods and food odors associated with man, livestock carrion, garbage, garbage dumps, prepared livestock and pet foods, camps or other dwellings, game meat in possession of man, and transportation and/or work livestock. Interference activities are those associated with logging or burning or fire control (camps) which disrupt grizzlies, grizzly habitat and/or grizzly use of habitat. Cause removal could involve simple activity modification or temporary activity cessation.

If the area does not warrant reclassification under Management Situation 1 and temporary cessation or activity modification is not possible or does not solve the problem or if the problem bear is determined to be a nuisance, the U.S. Fish and Wildlife Service and State wildlife agencies will be requested to exercise control.

See the Guidelines for Determining Nuisance Bear Status, beginning on page 286 of this appendix.

Management System or Activity: Range Management

In cases of grizzly-human conflict or grizzly-livestock depredation, District Rangers in cooperation with state wildlife management agencies, will immediately identify the cause by determining where, when, why, and how the conflict occurred. If the problem bear is not determined to be a nuisance then correct the problem immediately by removing, if feasible, the man-related cause. Likely man-related causes are grizzly attractants and/or activities interfering with grizzly use of habitat. Attractants include foods and food odors associated with man, domestic livestock carrion, garbage, garbage dumps, prepared livestock and pet foods, camps or other dwellings, game meat in possession of man, and domestic and/or transportation livestock. Interference activities are domestic livestock and/or any other livestock operation activity disrupting the grizzly's natural activities (i.e., food use in wet areas with succulent, herbaceous vegetation which is scarce and therefore vitally important to the species especially during dry

years or in late summer and autumn). Cause removal could involve simple activity modification or temporary activity cessation. If the area does not warrant reclassification under Management Situation 1 and temporary activity cessation or activity modification is not feasible or does not solve the problem or if the problem bear is determined to be a nuisance, the U.S. Fish and Wildlife Service and State wildlife agencies will be requested to exercise control.

See the Guidelines for Determining Nuisance Bear Status, beginning on page 286 of this appendix.

Management System or Activity: Recreation Management

In cases of grizzly-human conflict, District Rangers in cooperation with state wildlife management agencies, will immediately identify the cause by determining where, why, when, and how the conflict occurred. If the problem bear is not determined to be a nuisance then correct the problem immediately by removing, if feasible, the man-related cause. Likely man-related causes are grizzly attractants and/or human activities interfering with grizzly use of habitat. Attractants include food and food odors associated with man, livestock carrion, garbage, garbage dumps, prepared livestock and pet foods, camps or other dwellings, game meat in possession of man, and transportation and/or domestic livestock. Interference activities are those associated with recreation activities (transportation livestock grazing, camping, etc.) which disrupt grizzlies, grizzly habitat and/or grizzly use of habitat. Cause removal could involve simple activity modification or temporary activity cessation. If the area does not warrant reclassification under Management Situation 1 and temporary activity cessation or activity modification is not feasible or does not solve the problem or if the problem bear is determined to be a nuisance, the U.S. Fish and Wildlife Service and state wildlife agencies will be requested to exercise control.

See the Guidelines for Determining Nuisance Bear Status, beginning on page 286 of this appendix.

Management System or Activity: Minerals, Watershed, and Special Use Management

In cases of grizzly-human conflict, District Rangers in cooperation with state wildlife management agencies, will immediately identify the cause by determining where, why, when, and how the conflict occurred. If the problem bear is not determined to be a nuisance then correct the problem immediately by removing, if feasible, the man-related cause. Likely man-related causes are grizzly attractants and/or human activities interfering with grizzly use of habitat. Attractants include food and food odors associated with man, livestock carrion, garbage, garbage dumps, prepared livestock and pet foods, camps or other dwellings, game meat in possession of man, and transportation and/or work livestock. Interference activities are those associated with mining, watershed development and special uses which disrupt grizzlies, grizzly habitat and/or grizzly use of habitat. Cause removal could involve simple activity modification or temporary activity cessation. If the area does not warrant reclassification under Management Situation 1 and temporary activity cessation or activity modification is not possible or feasible or does not solve the problem or if the problem bear is determined to be a nuisance, the U.S. Fish and Wildlife Service and State wildlife agencies will be requested to exercise control.

See the Guidelines for Determining Nuisance Bear Status, beginning on page 286 of this appendix.

Grizzly Bear Management Guidelines for Management Situation 3

Management System or Activity: Wildlife Management

Resolve Grizzly-Human Conflicts

Line Officers will be provided with instructions for:

1. Fact finding, including
 - Determination of where, why, when, and how the conflict occurred
 - Who was involved

2. Grizzly control, including names and phone numbers of personnel from State wildlife management agencies and the U.S. Fish and Wildlife Service, page 51.
3. Live trapping
4. Tranquilization
5. Removal, including carcass disposal
6. Relocation, including maps of specific recommended relocation sites. Relocation plans with implications for National Parks, National Forests, and BLM lands will be reviewed and agreed upon by Park Service, and State wildlife management personnel.

Management System or Activity: Timber and Fire Management

In cases of grizzly-human conflicts, District Rangers in cooperation with state wildlife management agencies will immediately identify the cause by determining where, why, when, and how the conflict occurred. Correct the problem immediately by removing the man-related cause and controlling the problem bear. Likely man-related causes are grizzly attractants. Attractants include foods and food odors associated with man, livestock carrion, garbage, garbage dumps, prepared livestock and pet foods, unsanitary camps or other dwellings, and game meat in possession of man. The U.S. Fish and Wildlife Service and State wildlife agencies will be requested to exercise control.

Management System or Activity: Range Management

In cases of grizzly-human conflict or grizzly livestock depredation, District Rangers in cooperation with state wildlife management agencies will immediately identify the cause by determining where, why, when, and how the conflict occurred. Correct the problem immediately by removing the man-related cause and controlling the problem bear. Likely man-related causes are grizzly attractants. Attractants include foods and food odors associated with man, livestock carrion, garbage, garbage dumps, prepared livestock and pet foods, unsanitary camps or other dwellings, and game meat in possession of man. The U.S. Fish and Wildlife Service and State wildlife agencies will be requested to exercise control.

Management System or Activity: Recreation Management

In cases of grizzly-human conflict, District Rangers in cooperation with state wildlife management agencies, will immediately identify the cause by determining where, why, when, and how the conflict occurred. Correct the problem immediately by removing the man-related cause and controlling the problem bear. Likely man-related causes are grizzly attractants. Attractants include food and food odors associated with man, livestock carrion, garbage, garbage dumps, prepared livestock and pet foods, unsanitary camps or other dwellings and game meat in possession of man. The U.S. Fish and Wildlife Service and State wildlife agencies will be requested to exercise control.

Management System or Activity: Minerals, Watershed, and Special Uses Management

In cases of grizzly-human conflict, District Rangers in cooperation with state wildlife management agencies, will immediately identify the cause by determining where, why, when, and how the conflict occurred. Correct the problem immediately by removing the man-related cause and controlling the problem bear. Likely man-related causes are grizzly attractants. Attractants include food and food odors associated with man, livestock carrion, garbage, garbage dumps, prepared livestock and pet foods, unsanitary camps or other dwellings and game meat in possession of man. The U.S. Fish and Wildlife Service and State wildlife agencies will be requested to exercise control.

Guidelines for Determining Grizzly Bear Nuisance Status

From the 1986 Interagency Grizzly Bear Guidelines, pages 53 through 57

These guidelines apply to the Management Situation Areas defined in Interagency Grizzly Bear Guidelines. In Management Situations Areas 1 and 2, grizzlies must be determined to be a nuisance by specific criteria before they can be controlled. In Situation Areas 3 and 5, any grizzly involved in a grizzly-human conflict situation is considered a nuisance and will be controlled.

Control must be compatible with Grizzly Bear Recovery Plan objectives for limiting man-caused grizzly mortality and with Federal and State laws and regulations.

A grizzly bear may be determined to be a nuisance if any or all of the following conditions apply:

- Condition A. The bear causes significant depredation to lawfully present livestock or uses unnatural food materials (human and livestock foods, garbage, home gardens, livestock carrion, and game meat in possession of man) which have been reasonably secured from the bear resulting in conditioning of the bear or significant loss of property.
- Condition B. The bear has displayed aggressive (not defensive) behavior toward humans which constitutes a demonstrable immediate or potential threat to human safety and/or a minor human injury resulted from a human/bear encounter.
- Condition C. The bear has had an encounter with people resulting in a substantial human injury or loss of human life.

The following are considerations in determining grizzly nuisance status under Condition A:

Unnatural foods were reasonably secure from grizzlies. Reasonably secure means all steps were taken to comply with guideline objectives (a) Maintain and Improve Habitat and (b) Minimize Grizzly-Human Conflict Potential. The following are examples of reasonably secure conditions:

1. Sight and/or smell of edibles and/or garbage was not dominant (i.e. food was canned or in other sealed containers) and edibles and/or garbage was made unavailable (hung out of reach or secured in a solid-sided-bear-proof structure). Livestock use did not occur in habitat components critically important to grizzlies in time or space
2. Livestock and wildlife carcasses were removed, destroyed or treated so that the material would not reasonably be expected to attract grizzlies
3. Game meat was stored at least 100 yards from any sleeping area
4. No baits were placed for purposes of sport hunting black bears, nor did any artificial feeding of bears occur

The following are considerations in determining grizzly nuisance status under Condition B:

The bear has displayed aggression toward man. Sound evidence must be available to establish that the bear acted aggressively without provocation (not defensively), and that such behavior constituted a threat to human safety and/or a minor human injury occurred as a result of a nondefensive grizzly attack.

The following are considerations in determining grizzly nuisance status under Condition C:

An encounter with people which resulted in a serious human injury or loss of human life. A bear that is involved in an accidental encounter with people, defense of young, or in a provoked attack (the bear acted defensively not aggressively) which results in a minor human injury should not be considered a nuisance under this condition.

If information is insufficient to clearly establish the above requisites under Conditions A, B, and C, then the involved bear(s) probably should not be determined a nuisance under that condition. The criteria in Table 1 should be used to guide control actions.

Preventive Action

Certain specific grizzlies have known behavioral patterns, which, when combined with location, time and other factors, indicate that an incident is highly probable. In such situations, direct preventive action designed to safely remove the bear(s) from the situation (prior to an occurrence which would result in nuisance status and possible loss of the bear(s) to the ecosystem) can be implemented regardless of the Management Situation involved. Human activities must be in compliance with applicable guidelines to minimize potential for grizzly-human conflicts for that Management Situation. Control actions should be designed to capture and remove the specific target bear(s).

In other situations, a bear may move into a visitor use or residential area without causing an incident, but there is indication that due to its persistent use of the area, it may become overly-

familiar with humans and may become habituated. The animal may be relocated if a suitable release site (free of circumstances similar to the capture site) is available. This is an action to prevent a possible incident or habituation of the bear. It does not count as an offense when determining the disposition of the bear (using Table 1), should the bear be recaptured in a future control action.

III. Grizzly Bear Control Action

1. If a grizzly bear is not determined to be a nuisance after consideration of criteria in Section II, no control action will be initiated.
2. Capture of nuisance grizzly bears outside the National Parks is the primary responsibility of the State Fish and Game Agency in conjunction with the U.S. Fish and Wildlife Service. The National Park Service is responsible for bear capture within National Parks. Figure 1 is a schematic diagram showing the sequence of notification and the decision process which will be used in all grizzly control actions. Data forms for recording information about the captured bear(s) and the control action are provided in the appendix. Nuisance bear forms should be completed by the on-site official and forwarded to the Grizzly Bear Recovery Coordinator for subsequent distribution.
3. Nuisance grizzlies that are sick or injured beyond a point where natural recovery is likely will be removed from the population. Other nuisance grizzlies will be controlled according to the guidelines in Table 1.
4. After a bear has been captured during a control action, the decision on where to relocate the bear or whether to kill it must be made within 24 hours of its capture. The relocation must be made as expeditiously as possible after the disposition of the bear is determined. Bears will not be held in a snare but will be immobilized, marked, and placed in an appropriate holding facility (can be a culvert trap).

With due consideration of mortality risk associated with immobilization, grizzly bears released should be marked with numbered ear tags, lip tattoo, and functioning radio transmitters. Monitoring will be a cooperative effort between State and Federal agencies. On-site release may be accomplished if the bear taken is: (a) determined not to be a nuisance bear or, (b) on a first offense when the bear cannot be relocated because of terrain, weather, or inaccessibility to a relocation site. Females with cubs, where relocation is identified in the above table, will be released on-site if relocation is not feasible for previously stated reasons or if the cubs cannot also be caught and relocated with the female. An on-site release will not be conducted in developed areas. On-site releases will be accomplished after approval of the land management agency if the release is monitored in such a way to determine its success or failure with respect to bear survival and conflict resolution.

5. If a bear is to be killed, the action will be completed only by authorized State or Federal or Tribal employees. A grizzly bear mortality report form should be completed and the carcass forwarded to the Montana Department of Fish, Wildlife and Parks lab in Bozeman, Montana for examination and subsequent disposition.
6. The initiating agency may “take back” a relocated bear, according to case-by-case agreements.
7. The State Fish and Game Regional Office will be the principal coordination point for all control actions, unless specified otherwise in the initial discussions on a particular incident.

The public and news media are extremely interested in all operations involving grizzly bears. To ensure that they receive the proper information, it is critical that information be shared between all involved agencies in an accurate and timely manner. Planned news releases will be the responsibility of the State Fish and Game agency in close consultation with the administering land management agency (or Tribe) and the Grizzly Bear Recovery Coordinator.

Table 1. Type of Problem

| Type of Grizzly | No Offense | Condition A | | | Condition B | | Condition C |
|------------------------|------------------------------------|-----------------|-----------------|------------------|-----------------|-----------------|-----------------|
| | Offense | 1 st | 2 nd | 3 rd | 1 st | 2 nd | 1 st |
| Females | | | | | | | |
| Orphaned Cub | RLS ¹ /REL ² | | | | | | |
| Cub | | REL | REL | REM ³ | REL | REM | REM |
| Yearling | | REL | REL | REM | REL | REM | REM |
| Subadult | | REL | REL | REM | REL | REM | REM |
| Prime Adult with young | | REL | REL | REM (Adult) | REL | REM (Adult) | REM (Adult) |
| Old Adult | | REL | REM | --- | REM | --- | REM |
| Old Adult with young | | REL | REL | REM (Adult) | REL | REM (Adult) | REM (Adult) |
| Males | | | | | | | |
| Orphaned Cub | RLS/REL | | | | | | |
| Cub | | REL | REL | REM | REL | REM | REM |
| Yearling | | REL | REM | --- | REM | --- | REM |
| Subadult | | REL | REM | --- | REM | --- | REM |
| Prime Adult | | REL | REL | --- | REM | --- | REM |
| Old Adult | | REM | | --- | REM | --- | REM |

¹RLS=Release on site ²REL=Relocate ³REM=Remove from population

(Nuisance grizzlies that are sick or injured beyond a point where natural recovery is likely will be removed.)

Cub=Young of the Year. **Yearling** =12 to 24 months old. **Subadult** =24 to 48 months old.

Young=Cub, yearling, or subadult accompanying mother. Old=advanced age and deteriorated physical state; indicators are tooth wear and physical appearance.

Action Procedures in Cases of Grizzly-Human Conflict

From the 1986 Interagency Grizzly Bear Guidelines, page 59

All grizzly bear habitat

1. All incidents of grizzly-human conflict will be investigated immediately and a factual and detailed report (answering who, what, when, why, where and how) submitted to the line officer. In case of human death, notify the County Sheriff and County Coroner. In case of grizzly death, notify the U.S. Fish and Wildlife Service and the appropriate State wildlife management agency.
2. State wildlife management agencies and/or the U.S. Fish and Wildlife Service, National Park Service, Tribe will handle nuisance grizzlies.
3. County sheriffs will have primary responsibility for backcountry rescue outside National Parks and Indian Reservations.
4. The site of an incident will be closed immediately to human use until the investigation is complete and the problem solved or corrected. This closure is the responsibility of the managing agency.
5. All incidents resulting in serious human injury or death will be investigated by an interagency team with members from the county law enforcement agency, State wildlife management agency, land management agency, U.S. Fish and Wildlife Service, NPS and appropriate outside experts as necessary.
6. News releases involving grizzly-human conflict incidents will be coordinated through all concerned agencies.

Further, in National Parks,

7. All grizzly-human conflicts will be investigated and a factual and detailed bear incident report submitted to the Superintendent's Office. In incidents where injury and/or property damage have occurred, the investigating officer's report will be supplemented when possible by the statements of witnesses to the incident. All incidents of grizzly inflicted human death will be investigated by an interagency investigation team (as in 5.).
8. All management actions involving bears will be reported by telephone to the Bear Management Office/Resource Management Office.
9. All grizzly bear sightings will be recorded in the station log and telephoned daily to the Bear Management Office/Resource Management Specialist. Information shall include observer, data, location, time, number, activity, and if possible, sex, age class, and individual description.