

117TH CONGRESS
2D SESSION

S. 4639

To establish a North American Grasslands Conservation Council, and for other purposes.

IN THE SENATE OF THE UNITED STATES

JULY 27, 2022

Mr. WYDEN (for himself, Mr. BENNET, and Ms. KLOBUCHAR) introduced the following bill; which was read twice and referred to the Committee on Environment and Public Works

A BILL

To establish a North American Grasslands Conservation Council, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*

3 **SECTION 1. SHORT TITLE.**

4 This Act may be cited as the “North American Grass-
5 lands Conservation Act of 2022”.

6 **SEC. 2. FINDINGS.**

7 Congress finds that—

8 (1) the maintenance of healthy populations of
9 grassland bird species and working lands that are
10 critical for rural economies and carbon sequestration

1 are dependent on the conservation, restoration, and
2 management of grassland ecosystems, which are
3 composed of tallgrass, mixed grass, and shortgrass
4 prairies, sagebrush shrub-steppe, and savannah
5 grasslands (referred to in this section as “grassland
6 ecosystems”);

7 (2) grasslands cover 358,000,000 acres of the
8 United States, 85 percent of which are privately
9 owned and serve as an important habitat for 29
10 breeding obligate grassland bird species;

11 (3) sagebrush occupies 161,000,000 acres of 14
12 western States;

13 (4) over the last decade alone, millions of acres
14 of grassland ecosystems in North America have been
15 converted to cropland and residential and commer-
16 cial development;

17 (5) grassland ecosystems are threatened by
18 fragmentation, invasive species, wildfire, degrada-
19 tion, and land conversion;

20 (6) on average, about 1,200,000 acres of sage-
21 brush burn each year in the United States due to
22 invasive annual grasses that fuel catastrophic
23 wildfires;

(7) in addition to the wildfires described in paragraph (6), there has been a decrease in the number of working farms and ranches due to—

(8) effective restoration strategies for land
managers of grassland ecosystems require—

(A) access to adequate quantities of high quality, regionally appropriate, and diverse native plant seeds;

12 (B) science-based guidance on cultivating
13 native plant species; and

14 (C) as stated in the National Seed Strat-
15 egy for Rehabilitation and Restoration devel-
16 oped by the Plant Conservation Alliance and
17 chaired by the Director of the Bureau of Land
18 Management, more research on seedling estab-
19 lishment and species interaction in order to in-
20 crease the use of native plant species.

21 SEC. 3. PURPOSE.

22 The purpose of this Act is to take bold action to con-
23 serve and restore grasslands in North America while sup-
24 porting ranchers, farmers, Indian Tribes, sportsmen and
25 sportswomen, rural communities, and other interests by—

(2) improving grassland and rangeland health
and management;

(3) mitigating the impacts of severe drought
and wildfire on grasslands;

(4) supporting farmer and rancher stewards and Tribal partners;

(5) improving biodiversity and habitat for grassland and sagebrush birds, pollinators, and other wildlife;

(6) increasing carbon sequestration;

19 (8) encouraging stronger public-private partner-
20 ships in support of landscape-level grassland con-
21 servation.

22 SEC. 4. DEFINITIONS.

23 In this Act:

(1) CONSERVATION STRATEGY.—The term
“Conservation Strategy” means the North American

1 Grasslands Conservation Strategy established under
2 section 7(a).

3 (2) COUNCIL.—The term “Council” means the
4 North American Grasslands Conservation Council
5 established by section 5(a).

6 (3) DIRECTOR.—The term “Director” means
7 the Director of the United States Fish and Wildlife
8 Service.

9 (4) ELIGIBLE ENTITY.—The term “eligible enti-
10 ty” means—

- 11 (A) a grazing land coalition;
- 12 (B) an agricultural or livestock producer
13 group;
- 14 (C) an Indian Tribe;
- 15 (D) a land trust;
- 16 (E) a State or local government;
- 17 (F) a Federal land management agency;
- 18 (G) a nongovernmental organization;
- 19 (H) a community-based organization; and
- 20 (I) a group of individuals that are private
21 landowners.

22 (5) GRASSLANDS.—The term “grasslands”
23 means tallgrass, mixed grass, shortgrass, native
24 prairie, sagebrush shrub-steppe, savanna grasslands,

1 glades, wet meadows, coastal grasslands, and other
2 related grassland ecosystems.

3 (6) GRASSLANDS CONSERVATION PROJECT.—
4 The term “grasslands conservation project” means
5 any conservation, restoration, protection, or en-
6 hancement activity that is carried out with a grant
7 awarded under the program.

8 (7) INDIAN TRIBE.—The term “Indian Tribe”
9 has the meaning given the term in section 4 of the
10 Indian Self-Determination and Education Assistance
11 Act (25 U.S.C. 5304).

12 (8) PROGRAM.—The term “program” means
13 the grant program established under section 8(a).

14 (9) SECRETARY.—The term “Secretary” means
15 the Secretary of the Interior.

16 (10) TRIBAL ORGANIZATION.—The term “Trib-
17 al organization” has the meaning given the term in
18 section 4 of the Indian Self-Determination and Edu-
19 cation Assistance Act (25 U.S.C. 5304).

20 **SEC. 5. NORTH AMERICAN GRASSLANDS CONSERVATION**
21 **COUNCIL.**

22 (a) ESTABLISHMENT.—There is established the
23 North American Grasslands Conservation Council.

24 (b) MEMBERSHIP.—

1 (1) IN GENERAL.—The Council shall be com-
2 posed of 10 members, of whom—

3 (A) 1 shall be the Director, who shall be
4 the responsible Federal official for ensuring
5 Council compliance with the National Environ-
6 mental Policy Act of 1969 (42 U.S.C. 4321 et
7 seq.);

8 (B) 1 shall be a representative of the Na-
9 tional Fish and Wildlife Foundation;

10 (C) 2 shall be appointed by the Secretary,
11 who shall each be a Director of a State fish and
12 wildlife agency;

13 (D) 2 shall be appointed by the Secretary,
14 who shall be representatives of Indian Tribes;

15 (E) 2 shall be appointed by the Secretary,
16 who shall each represent a different
17 landowning, farming, ranching, or grazing
18 group organization that is actively participating
19 in carrying out grassland conservation projects;
20 and

21 (F) 2 shall be appointed by the Secretary,
22 who shall be members of conservation organiza-
23 tions.

24 (2) PERIOD OF APPOINTMENT; VACANCIES.—

1 (A) IN GENERAL.—Except as provided in
2 subparagraph (B), a member of the Council
3 shall serve for a term of 3 years.

4 (B) EXCEPTIONS.—

5 (i) DIRECTORS OF STATE FISH AND
6 WILDLIFE AGENCIES.—Of the members
7 first appointed under paragraph (1)(C)—

8 (I) 1 shall be appointed for a
9 term of 2 years; and

10 (II) 1 shall be appointed for a
11 term of 3 years.

12 (ii) OTHER MEMBERS.—Of the mem-
13 bers first appointed under subparagraphs
14 (D), (E), and (F) of paragraph (1)—

15 (I) 2 shall be appointed for a
16 term of 1 year;

17 (II) 2 shall be appointed for a
18 term of 2 years; and

19 (III) 2 shall be appointed for a
20 term of 3 years.

21 (C) VACANCIES.—

22 (i) IN GENERAL.—With respect to a
23 member appointed to the Council under
24 subparagraph (C) or (E) of paragraph (1),
25 a vacancy in the Council shall be filled in

accordance with that subparagraph for the remainder of the applicable term of that member.

(I) be knowledgeable and experienced in matters relating to grassland conservation and restoration; and

(A) the Under Secretary for Farm Production and Conservation of the Department of Agriculture;

(B) the Director of the Bureau of Land Management; and

9 (4) CHAIRPERSON.—

17 (c) MEETINGS.—

18 (1) IN GENERAL.—The Council shall meet at
19 the call of the Chairperson.

(2) FREQUENCY.—The Council shall meet not less frequently than once per year.

1 give public notice of the time and place of such
2 meetings.

3 (d) DUTIES.—The Council shall—

4 (1) provide input to the Director in the develop-
5 ment of the Conservation Strategy;

6 (2) establish publicly available project evalua-
7 tion criteria for applications submitted under the
8 program; and

9 (3) provide funding recommendations to the Di-
10 rector with respect to those applications.

11 (e) COMPENSATION.—A member of the Council shall
12 receive no compensation as a result of serving on the
13 Council.

14 (f) FACA APPLICABILITY.—The Federal Advisory
15 Committee Act (5 U.S.C. App.) shall not apply to the
16 Council.

17 **SEC. 6. REGIONAL GRASSLANDS CONSERVATION COUN-**
18 **CILS.**

19 (a) IN GENERAL.—There are established Regional
20 Grasslands Conservation Councils for each region estab-
21 lished by the Director, in consultation with relevant Fed-
22 eral agencies.

23 (b) MEMBERSHIP.—Each Regional Grasslands Con-
24 servation Council shall be composed of not more than 10
25 members, which shall include—

1 (1) representatives of nongovernmental organi-
2 zations representing the conservation community;
3 (2) representatives from Tribal governments
4 and organizations;
5 (3) representatives of rancher and farming in-
6 terests;
7 (4) representatives from State fish and wildlife
8 agencies; and
9 (5) any other representatives, as determined
10 necessary by the Secretary in coordination with the
11 Council.

12 (c) RECOMMENDATIONS.—A Regional Grasslands
13 Conservation Council shall provide recommendations to
14 the Council on—
15 (1) the selection of grasslands conservation
16 projects; and
17 (2) best practices of established regional grass-
18 land conservation plans.

19 (d) FACA APPLICABILITY.—The Federal Advisory
20 Committee Act (5 U.S.C. App.) shall not apply to a Re-
21 gional Grasslands Conservation Council.

22 **SEC. 7. NORTH AMERICAN GRASSLANDS CONSERVATION
23 STRATEGY.**

24 (a) IN GENERAL.—After not less than half of the
25 members of the Council are appointed under section

1 5(b)(1), the Director shall, in consultation with the Coun-
2 cil—

3 (1) develop a coordinated strategy, to be known
4 as the “North American Grasslands Conservation
5 Strategy”, for the protection, restoration, and man-
6 agement of grassland ecosystems across the United
7 States; and

8 (2) support implementation, monitoring, and
9 communication efforts relating to the Conservation
10 Strategy.

11 (b) EXISTING CONSERVATION PLANS.—The Con-
12 servation Strategy shall draw from existing local, State,
13 and regional conservation plans and frameworks, con-
14 servation plans of Indian Tribes, and State wildlife action
15 plans, with an emphasis on supporting existing science-
16 based frameworks from the Natural Resources Conserva-
17 tion Service, including the Working Land for Wildlife
18 framework.

19 (c) INCLUSION.—The Conservation Strategy shall—
20 (1) identify key areas with—

21 (A) grasslands at high risk of conversion
22 to cropland, residential and commercial develop-
23 ment, shrub or woody encroachment, or inva-
24 sion of annual grasses or other undesired vege-
25 tation;

(B) the highest potential of conserving native grasslands, restoring grasslands, and reducing fragmentation;

(C) ecologically significant grassland remnants;

(D) populations of grassland bird species of greatest conservation need, as identified in—

(i) State wildlife action plans;

(ii) Tribal conservation plans; or

15 (E) grassland habitats important to the re-
16 covery of species listed as threatened species or
17 endangered species under section 4 of the En-
18 dangered Species Act of 1973 (16 U.S.C.
19 1533);

- 1 (A) advanced grazing management or
2 other prescribed grazing management that
3 meets the objectives of the Conservation Strat-
4 egy;
- 5 (B) prescribed fires;
- 6 (C) invasive species management;
- 7 (D) removal of encroaching woody vegeta-
8 tion; and
- 9 (E) restoration of marginal cropland and
10 pastureland to native grasslands in areas that
11 were historically grasslands; and
- 12 (3) develop—
- 13 (A) baseline inventories and population es-
14 timates of key indicator birds, pollinators, and
15 other wildlife species at risk;
- 16 (B) goals for increasing population size
17 and resiliency of those species, including
18 through ensuring grassland habitat
19 connectivity; and
- 20 (C) a tool for tracking county-level aggre-
21 gated conversion of native grasslands to crop-
22 land, residential and commercial development,
23 and other uses that shall be—
- 24 (i) made publicly available; and
- 25 (ii) updated on an annual basis.

1 (d) AVAILABILITY.—Not later than 120 days before
2 the date on which the program is established, the Con-
3 servation Strategy shall be finalized and made publicly
4 available on the website of the United States Fish and
5 Wildlife Service to help target investments in grasslands
6 conservation projects.

7 **SEC. 8. GRASSLAND CONSERVATION GRANT PROGRAM.**

8 (a) ESTABLISHMENT.—Not later than 2 years after
9 the date of enactment of this Act, the Director, in con-
10 sultation with the Secretary of Agriculture and other
11 heads of relevant Federal agencies, shall establish a com-
12 petitive grant program to award grants to eligible entities
13 for eligible projects to support voluntary grasslands con-
14 servation projects, including projects—

15 (1) to conserve intact grasslands at risk of con-
16 version to cropland and residential and commercial
17 development;

18 (2) to restore degraded grasslands and improve
19 grassland health;

20 (3) to increase carbon sequestration and eco-
21 logical function in soils and improve resilience of
22 grasslands;

23 (4) to support habitat and habitat connectivity
24 for native grassland and sagebrush birds, polli-

1 nators, plants, watersheds, and other wildlife, includ-
2 ing big game species; and

3 (5) to restore and enhance watersheds.

4 (b) APPLICATIONS.—An eligible entity desiring a
5 grant under the program shall submit to the Director an
6 application at such time, in such manner, and containing
7 such information as the Director may require.

8 (c) PRIORITY.—In awarding grants under the pro-
9 gram, the Director shall prioritize grants to eligible enti-
10 ties that advance the goals of the Conservation Strategy.

11 (d) CONSIDERATIONS.—In awarding grants under
12 the program, the Director shall consider recommendations
13 made by the Council.

14 (e) USE OF FUNDS.—

15 (1) IN GENERAL.—An eligible entity may use a
16 grant awarded under the program for grasslands
17 conservation projects, including—

18 (A) voluntary conservation easements;

19 (B) restoration and management activities,
20 including—

21 (i) voluntary incentives to producers
22 for prescribed burns;

23 (ii) removal of pinyon juniper or any
24 other encroaching woody species;

25 (iii) management of invasive species;

(iv) maintenance and monitoring of

new or ongoing grasslands conservation

projects;

(v) advanced grazing management ac-

tivities;

(vi) drought monitoring and prepared-

ness activities; and

(vii) such other restoration and man-

agement activities as

te by the Director;

(C) ecosystem education, outreach, and

Observation

(i) field days:

(ii) grazing management training pro-

ograms.

(iii) conservation planning; and

(iv) education and outreach relating

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(I) grazing management:

(II) control of invasive species:

(III) prescribed fires:

(IV) native seed crop systems re-

search, in accordance with the re-

1 search carried out by the Secretary of
2 Agriculture under section 9;

3 (V) land access, generational
4 land transfers, and ensuring ranch-
5 land viability;

6 (VI) best management practices
7 relating to grassland biomes; and

8 (VII) participation in carbon and
9 ecosystem markets;

10 (D) payments for ecosystem or conserva-
11 tion services; and

12 (E) such other activities that benefit grass-
13 lands and associated wildlife.

14 (2) RESTORATION ACTIVITIES.—For purposes
15 of paragraph (1)(B), any restoration activity shall
16 prioritize a diverse mix of appropriately sourced na-
17 tive grasses and forbs, with such exceptions as the
18 Director determines to be appropriate for eco-
19 logically appropriate noninvasive and non-native spe-
20 cies.

21 (f) GRASSLANDS CONSERVATION PROJECTS IN MEX-
22 ICO AND CANADA.—The Secretary shall grant or otherwise
23 provide up to 10 percent of the amounts made available
24 under section 12(a)(1) to Federal agencies, eligible enti-
25 ties, and other individuals and entities, including foreign

1 land management agencies, for the purpose of assisting
2 those entities and individuals in carrying out grasslands
3 conservation projects in Mexico and Canada that—

4 (1) have been approved by the Council; and
5 (2) meet the goals of the Conservation Strat-
6 egy.

7 (g) TRIBAL SET-ASIDE.—For each fiscal year, of the
8 amounts made available to carry out the program, the Di-
9 rector shall set aside not less than 10 percent to provide
10 grants to Indian Tribes and Tribal organizations.

11 (h) COST-SHARING REQUIREMENT.—

12 (1) IN GENERAL.—Subject to paragraph (2),
13 the non-Federal share of the cost of carrying out an
14 eligible project using funds from a grant awarded
15 under the program shall be not less than 25 percent,
16 including in-kind contributions.

17 (2) WAIVERS.—

18 (A) INDIAN TRIBES.—The Secretary shall
19 waive the cost-share requirement under para-
20 graph (1) for grants awarded to Indian Tribes
21 and Tribal organizations.

22 (B) OTHER ELIGIBLE ENTITIES.—The
23 Council shall establish waiver criteria under
24 which the Secretary may waive the cost-share
25 requirement under paragraph (1), in whole or

1 in part, for grants awarded to such other eligi-
2 ble entities.

3 (i) ADMINISTRATIVE COSTS.—An eligible entity
4 awarded a grant under this section may use the grant
5 funds for administrative costs relating to that grant.

6 **SEC. 9. NATIVE SEED CROP SYSTEMS RESEARCH.**

7 The Secretary and the Secretary of Agriculture shall
8 jointly coordinate and implement the National Seed Strat-
9 egy for Rehabilitation and Restoration developed by the
10 Plant Conservation Alliance and chaired by the Director
11 of the Bureau of Land Management, with an emphasis
12 on—

13 (1) research relating to native seed crop sys-
14 tems, including—

15 (A) agronomic research to improve the un-
16 derstanding of native plants as seed crops for
17 native rangeland revegetation, with an emphasis
18 on enhancing natural plant establishment in the
19 environment;

20 (B) research on plant seed physiology to
21 improve seed quality, storage, and seeding suc-
22 cess in the landscape;

23 (C) the development and technology trans-
24 fer of best management practices and tech-
25 nologies for seed production, seed collection,

1 seed storage, and reseeding success in the envi-
2 ronment;

3 (D) research on soil chemistry and biome
4 composition and how soil chemistry and biome
5 composition impact native seed establishment;
6 and

7 (E) identification of scenarios and pre-
8 ferred species for the incorporation of non-na-
9 tive seed, with the goal of the overall successful
10 restoration of functional groups of species;

11 (2) extension of research described in para-
12 graph (1) to seed producers and land managers re-
13 sponsible for restoration efforts; and

14 (3) production, storage, distribution, and plant-
15 ing of native seed crops in grassland areas for res-
16 toration.

17 **SEC. 10. REGENERATIVE GRAZING DATA COLLECTION.**

18 (a) DEFINITIONS.—In this section:

19 (1) FEDERAL LAND.—The term “Federal land”
20 means—

21 (A) public lands (as defined in section 103
22 of the Federal Land Policy and Management
23 Act of 1976 (43 U.S.C. 1702)); and

24 (B) land of the National Forest System (as
25 defined in section 11(a) of the Forest and

1 Rangeland Renewable Resources Planning Act
2 of 1974 (16 U.S.C. 1609(a))).

3 (2) PILOT PROGRAM.—The term “pilot pro-
4 gram” means the pilot program established under
5 subsection (b)(1).

6 (3) SECRETARIES.—The term “Secretaries”
7 means the Secretary of Agriculture (acting through
8 the Chief of the Forest Service) and the Secretary
9 (acting through the Director of the Bureau of Land
10 Management), acting jointly.

11 (b) PILOT PROGRAM FOR USE OF REGENERATIVE
12 GRAZING ON FEDERAL LAND TO MITIGATE THE EF-
13 FECTS OF CLIMATE CHANGE.—

14 (1) ESTABLISHMENT.—Not later than 1 year
15 after the date of enactment of this Act, the Secre-
16 taries shall establish a pilot program to study the ef-
17 fectiveness of using grazing on Federal land to miti-
18 gate the effects of climate change.

19 (2) REQUIREMENTS.—In carrying out the pilot
20 program, the Secretaries shall—

21 (A) identify—

22 (i) a standard set of practices to
23 study, such as carbon beneficial practices,
24 that support conservation and grazing
25 goals, including—

(I) ecologically appropriate

silvopasture;

(II) practices that provide wild-

life habitat benefits;

(III) practices that consider flexi-

bility in season of use;

(IV) forage and biomass manage-

ment;

(V) planned grazing; and

(VI) range monitoring; and

(ii) sufficient grazing allotments on a

a diverse mixture of ecosystems to identify

whether, and the extent to which, grazing

is an effective tool to mitigate effec

change, including the ability

(I) to improve soil health;

(III) to reduce wildfire risk; and

(IV) to improve water

21 science and biodiversity; and

(B) in developing, implementing, am

the pilot program, consult with—

(ii) the Director of the Bureau of Land Management;

(iii) the Administrator of the Agricultural Research Service;

(iv) the Chief of the Natural Resources Conservation Service;

(v) the Director of the United States Geological Survey;

(vi) ranchers and representatives of
the ranching industry;

(vii) representatives from grazing districts, associations, boards, or councils;

(viii) environmental and conservation
nongovernmental organizations;

15 (ix) institutions of higher education;
16 and

¹⁷ See also the Federal Statistics.

18 academic institution, or organization that
19 the Secretaries determine to be appro-
20 priate.

(3) USE OF FUNDS.—Funds made available to carry out the pilot program may be used for—

23 (A) the conduct of research activities;

(B) the provision of technical assistance

25 permittees; or

(C) the construction of infrastructure necessary for implementing and analyzing regenerative grazing.

(4) REPORT TO CONGRESS.—Not later than 180 days after the date on which the Secretaries determine that a sufficient quantity of data has been collected under the pilot program, the Secretaries shall submit to the Committee on Energy and Natural Resources and the Committee on Agriculture, Nutrition, and Forestry of the Senate and the Committee on Natural Resources and the Committee on Agriculture of the House of Representatives, and make publicly available on the websites of the Department of Agriculture and the Department of the Interior, a report on the findings and data derived from the pilot program, including whether and the extent to which the use of regenerative grazing improved the ability to mitigate the impacts of climate change.

20 SEC. 11. REPORT TO CONGRESS.

21 The Director shall submit to Congress, and make
22 publicly available, an annual report on the implementation
23 of this Act, which shall include an annual assessment of
24 the status of grasslands conservation projects, including

1 an accounting of expenditures by Federal, State, and other
2 entities.

3 **SEC. 12. AUTHORIZATION OF APPROPRIATIONS.**

4 (a) IN GENERAL.—There are authorized to be appro-
5 priated—

6 (1) to the Director to carry out the program,
7 \$290,000,000 for each of fiscal years 2022 through
8 2026, to remain available until expended;

9 (2) to carry out section 5, \$1,000,000 for each
10 of fiscal years 2022 through 2026, to remain avail-
11 able until expended;

12 (3) to the Secretary of Agriculture to carry out
13 section 9, \$1,000,000 for each of fiscal years 2022
14 through 2025, to remain available until expended;
15 and

16 (4) to carry out section 10, \$10,000,000 for
17 each of fiscal years 2022 through 2024, to remain
18 available until expended.

19 (b) ADMINISTRATIVE COSTS FOR THE COUNCIL AND
20 PROGRAM.—Of the amounts made available under sub-
21 section (a)(2), not more than 10 percent may be used for
22 administrative costs relating to the Council and the pro-
23 gram.

1 (c) LIMITATION.—None of the funds made available
2 under this section may be used for species or habitat miti-
3 gation under any Federal law.

