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U.S. Fish and Wildlife Service

A goat fitted with an anti-coyote collar, the lower portion of which is filled with a solution of poisonous 1080

off the record, they say the opponents are outright liars.

Walter E. Howard, a professor at the University of California who has been researching 1080 for 35 years, says the conservation groups are fighting the re-instatement of the poison because of money. "Unfortunately, too many organizations cannot afford to 'lose or win' the 1080 issue," he says, "for that would be killing the goose that lays the golden egg. To raise money they must create emotional 'anti' causes, which are often based on unsubstantiated claims."

Howard contends that the poison is not indiscriminate, in that it does not concentrate in the food chain — like DDT — "but rather it is the most selective predacide for coyote control available."

Howard's position paper lays out much of the sentiments of those who see no problems arising from a return to 1080.

"Dogs are the principal nontarget hazard that must be considered when using 1080 to control coyotes," he says, "but other carnivores are vulnerable to 1080, so care must be exercised. These nontarget animals are largely protected by the formulation, season, lure used and the manner in which the baits are exposed in the field."

"Coyotes poisoned with 1080 do not create a secondary hazard. It might be possible for another coyote to scavenge the entrails of a poisoned coyote and be affected. Sometimes a coyote that had consumed a large dose of 1080 might vomit. The vomitus might be hazardous to another coyote or carnivore should it eat it, but for a coyote to get such a large dose of 1080 is unlikely."

Littauer, who did a study of the coyote population for his master's thesis at New

Mexico State University, says opponents to the poison have twisted the data — what there is of it — to their own ends.

"What really upsets me is the clamor that is being raised and the reputation that has been applied to 1080," he says. "The poison is only one of a number of predator control tools, yet it has been singled out for criticism. 1080 causes far less environmental damage than the insecticides that are being sprayed on crops."

Perhaps one reason the proponents feel so put upon is that they have failed to reduce the issue to its lowest common denominator, to put their finger on the nubbin of the controversy. They have been so busy trying to put out brush fires that they have nearly forgotten the major conflagration. Like a lot of government agencies, they might feel naked without reams and reams of technical data, figures, charts and other statistics.

Although it could have eluded them by now, there is nevertheless a succinct summation of their contentions. It is simply this: the return of 1080 would be applied so selectively that the hazards to other animals and humans would be reasonably negligible.

Even if the judge's ruling did not come out to their liking, the conservation groups picked up some ammunition for their cause in his preliminary findings of fact.

For one thing, the number of sheep lost to predators did not increase during the past 11 years, the time 1080 was locked away and not being used. The record did not support a report that lamb and sheep losses had gone up in 15 Western states. "In fact," the document says, "lamb losses to predators appear to have declined since 1978."

Still, there is a qualification to this. "Individual producers have, however, suffered increased predation losses since 1972 and for some producers it is clear that predation is a very serious problem."

The judge obviously felt those increased losses were sufficient reason to approve the return of 1080. Opponents contend that to bring it back for some stockmen will open the field to widespread abuse and an excessive distribution of the poison.

Backers of the poison admit that it might indeed claim other animal victims — rodents, foxes, skunks and badgers, however infrequently. "Those are the kinds of tradeoffs you're looking at," Littauer says. "You have to decide if you can live with them in this game. There's no question in my mind that we can do a service to the stock industry without being a hazard to the environment."

Although the poisoned tallow balls will be placed on both private and public lands, Littauer sees no undue hazard of human contact. He says warning signs will be posted on baited property, and dogs and children will have to be controlled to prevent an accidental poisoning.

Littauer says the reason for the red dye in the collar solution is to determine if the device is leaking. Accidental puncture by barbed wire, cactus or thorns has happened. Most of the time, the poison dribbles out slowly and falls on the soil, where natural bacteria soon renders it harmless. It does not percolate down to the water table, Littauer says, and leakage into stockwater would render it so diluted that it would become relatively harmless.

"I've had the stuff leak out on my hands without any ill effects," he says. "All you have to do is be careful to wash it off."

Dick Randall, who was twice employed by the U.S. Fish and Wildlife Service, both times during the previous 1080 reign, has since joined the other side as a field representative for the Defenders of Wildlife. It is either because he is considered a traitor, or because of other unpublicized reasons, Randall is not popular among the proponents.

About a year ago, Randall wrote an article in which he disputed the safety claims of some of the proponents. Randall says he spoke from first-hand experience, having distributed "spiked" carcasses around the country. One of his accompanying photos shows him standing near a vehicle bearing New Mexico plates.

Half facetiously, Randall's article summarizes the position of promoters of 1080.

"Sheepmen's rhetoric promoting a return to the use of 1080," he wrote, "goes like this: Coyotes are putting us out of business. Since 1080 was banned, predation has increased 20 percent, 50 percent, 100 percent (your choice), and coyote numbers have increased (a) a bunch, (b) more than that, (c) several million, (d) so much we are overrun. Compound 1080 is a selective poison (fed it to my dog and used it on my cereal for years). We have no desire to kill all coyotes (just those in this country). We've never seen a dead sheep that wasn't killed by a coyote (fox, badger, bobcat, etc.)."

The opposition has made much of the government subsidies paid to sheepmen for both wool and mutton. While stockmen found more and more ways to battle the coyote, Randall says, the sheep industry continued to decline.

"If solutions to predation were to be found in massive doses of poison, then the western sheep industry would be thriving," Randall says. "The opposite is true. Sheep ranchers continue to sell out, convert to cattle, and scream for 1080."

At about the same time Randall was saying that, William Stephens, secretary of the New Mexico Department of Agriculture, was testifying quite the opposite before the EPA.

From a portion of the transcript of Stephen's statement:

"In 1981 the New Mexico Department of Agriculture conducted a telephone survey of 18 former sheep producers in New Mexico to determine major reasons for quitting sheep production. The survey results indicated two-thirds of the former sheep producers blamed coyotes as the major reason for their decision to leave the sheep business. Over 80 percent stated that coyotes were one of two major reasons for leaving sheep production. It is obvious to producers that coyote predation is a major factor in the decline of New Mexico's and the western sheep industry."

Randall says the sheepmen are enamored of 1080 because it is cheap and, more abstractly, because they are obsessed with killing coyotes as a sort of panacea for all their woes.

Instead of focusing on non-lethal ways to prevent losses, Randall says, "industry spokesmen cry that there is a predator emergency, that 1080 must be back on the range before the next lambing and calving season. The sheepmen's leaders are calling in political chips."

Many former sheepmen cite coyotes as a major factor in their decision to quit the industry.

Those kind of statements anger Littauer. "That's ridiculous," he says. "What they're saying, in other words, is that the sheep industry isn't worth saving. The sheep business has not been in a decline just because of poor management — these guys are good managers. Wool will come back someday, and if we allow the sheep business to die, we'll lose a valuable industry."

As for non-lethal methods of ridding the sheepmen of coyotes, Littauer says none of them work very well. Spray-on repellent (the odor is not supposed to be favored by coyotes) wears off in two weeks, and stereos on the range, blaring human-type sounds, are cumbersome and impractical (most coyotes adapt to the noises). Predator-proof fences can cost \$10,000 to \$15,000 a mile, and they also restrict the movement of wild animals. Shed lambing raises the specter of disease, creates a 24-hour job, and costs extra for feed while

the sheep aren't grazing. Guard dogs, even if you can find a good one, cost about \$400 and cannot reasonably be expected to guard sheep scattered around a three- to seven-square-mile pasture; sometimes those same dogs develop a taste for mutton, especially if the stockman doesn't show up to feed him every day.

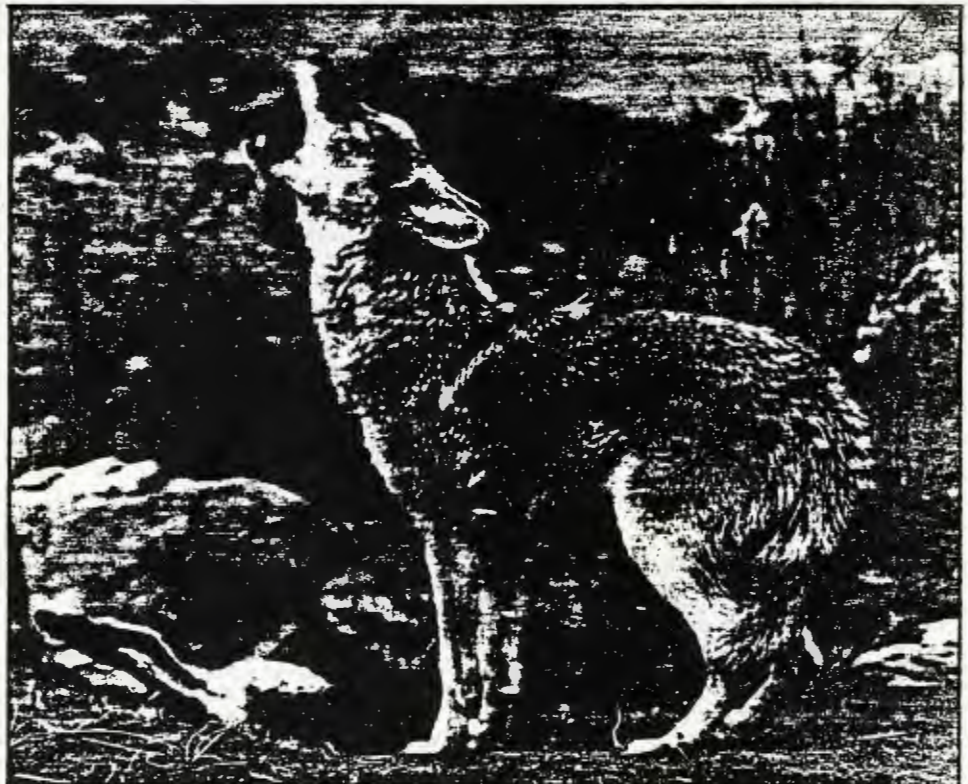
The argument continues to rage, even with a decision less than a month away.

In one telling statistic presented by the opponents, they cite a 1979 study by a Yale professor, acting under the sponsorship of the Fish and Wildlife Service. That study found that roughly 90 percent of general public disapproved of poisons to control coyotes. In the Rocky Mountain section of the survey, 88.2 percent of the respondents disapproved of the poison.

The survey does not note, however, that most of the general public is not involved in raising sheep.

Meanwhile, the beleaguered coyote — at once sly and shy — continues to endure. No one knows how many there are, only that there are some in every state now. The best guess, and it is only a guess, figures about 130,000 in New Mexico alone. Crafty, monogamous, hunting alone or in packs, the coyote and his mournful howl have become symbols of the West. The Indians call him "God's dog." There is no question that he is smart; both sides agree on that, for a change. They agree on one more thing: no matter what is done, he will always be among us.

Long a symbol of the West, this lone coyote in Colorado raises his voice in song. A dead jackrabbit lies near his lair



U.S. Fish and Wildlife Service

SCIENCE



Comet Kohoutek: A birth announcement from the solar system?

The Heavenly Streakers

Comets have been taken as portents of doom since 467 B.C., when Chinese astronomers recorded the first sight of one streaking across the sky. Halley's comet, history's most famous, was thought to have foretold the destruction of Jerusalem when it appeared in A.D. 66, the Norman conquest of Britain in 1066 and the fall of Constantinople to the Turks in 1456. Today they inspire considerably more fascination than fear; as some of the most primitive bodies in the solar system, they have finally won the veneration due the elderly.

Astronomers discover about four new comets a year. They spied Kohoutek in 1973 and predicted a spectacular sky show, but the comet fizzled on them. As exciting as such arrivals can be, scientists can more easily lay plans to study the old faithfuls. Halley's, sighted two weeks ago for the first time since 1911, will return in 1986 to a welcoming committee of five space probes. Giacobini-Zinner, which comes round every six and a half years, is the target of NASA's bargain-basement cometary mission in 1985.

Snowballs: Those missions will provide much-needed data for a field short on facts: scientists know less about the interior of a comet than about the inside of an atom. For 30 years the accepted theory has been that they are dirty snowballs, clumps of dust and frozen gas that Neptune and Uranus pushed out to the deep freeze of outer space beyond Pluto. They visit Earth when a passing star knocks them out of hibernation. But now a rival theory has appeared: it holds that comets are really mini-solar systems, rocks and dust specks circling a rocky core produced by the explosion of a planet that once existed between Mars and Jupiter.

Fred Whipple of Harvard University de-

vised the model of comets as snowballs. It explains such cometary quirks as their seeming ability to flout the laws of gravity. Some stray so much from their predicted orbits that they return to Earth days later than expected—an eternity in the precise science of orbital mechanics. Halley's comet, the first known to return regularly, changes its 76-year orbit by up to four days. Whipple explains the deviation by saying that as a comet approaches the sun, heat vaporizes the gas in its core, driving off jets of dust. Because the sunny side of the comet receives the most heat, more dust and gas are ejected from there. The jets act as tiny rocket engines, propelling the comet away from the sun. Then, as the comet rotates, the jets point in a different direction, too, nudging it forward or backward in its orbit. Jets also give comets the tails that make them look like "hairy stars," as the ancient Greeks called them. Dust streams behind the nucleus where sunlight reflects off it and makes it fluoresce to form a glowing tail up to 200 million miles long.

Comets don't put on the same show every time they return, and that has caused both puzzlement and controversy. First-time visitors to the neighborhood of Earth lose a great deal of gas and dust, giving them a spectacular brilliance; returnees are decidedly duller. To account for the change, Whipple suggests that comets have "frosting," a layer of volatile chemicals that boils off the first time and is then used up.

Thomas Van Flandern of the U.S. Naval Observatory has devised the rival solar-system theory. He believes the rocky core of each comet keeps a gravitational hold on satellites of dust and rock until it meets a stronger source of gravity—the sun. The closer the

comet gets to the sun, the more material is pulled off, so during the first visit a great deal of dust flies away. On subsequent trips, the comet has only a tight circle of satellites left and has no trouble holding on to them.

"Comets are thought to be the best chance we have for studying the primordial soup from which our solar system formed," says Donald Yeomans of the Jet Propulsion Laboratory in Pasadena. It seems to have been a pretty thin gruel: using ultraviolet measurements, Paul Feldman of Johns Hopkins University concludes that comets contain a sprinkling of carbon, sulfur and nitrogen, but are mostly water. (Van Flandern contends that the measurements could also be read as indicating only 20 percent water in the comets, compatible with his model.) Because these elements make up many biological molecules, some scientists believe that comets seeded the earth with life billions of years ago.

Kamikaze: The 1986 missions to Halley's will reveal much more about the recipe for comets. The satellite launched by the European Space Agency will get within 6,000 miles of the comet. "It's a kamikaze mission," says Yeomans, since cometary dust will undoubtedly destroy the probe within a few hours. But while it lives the ESA craft will measure the comet's dust and gases in the hope of determining their composition. The Japanese will run two or three experiments on their craft, their first interplanetary mission. The Soviets' two probes will also photograph Halley's, and at least one will get within 6,000 miles of the nucleus.

The United States will not be among those greeting the comet. Despite years of pleading from NASA, President Reagan decided the mission was too expensive. Plans for a satellite to keep pace with Halley's, followed by a visit to another comet to compare the two, were cut back until the Americans are left with a few instruments on the European Space Agency's craft. The United States will divert a satellite already in space to take a look at Giacobini-Zinner. It will cost less than \$1.5 million, compared with at least \$250 million for a visit to Halley's. But it will approach no closer than 44 million miles—at best a long-distance hello.

SHARON BEGLEY with JOHN CAREY
in New York and RAY SAWHILL in Pasadena

War on the Range: Sheep 1, Coyotes 0

It has been the longest war in the American West. On one side are sheep ranchers, struggling to turn a profit in the face of rising costs and slackening demand for wool and mutton. On the other side are coyotes, strong enough to bring down a full-grown ewe, wily enough to spring a baited trap. In the middle, writing the rules of the conflict, is the government. Last week an administrative-law judge recommended to the Environmental Protection Agency that the ranchers be given back

their most potent weapon, compound 1080.

Introduced in 1950, compound 1080 is a powerful poison: one teaspoon can kill up to 100 people, and there is no known antidote. Until it was banned in 1972, ranchers and government trappers laced cattle and horse carcasses with 1080, then left them for coyotes to gnaw on. The toll was impressive—almost 100,000 coyotes were killed in 1972 alone, many of them by 1080.

Carnage: Despite the carnage, there was little evidence that 1080 actually reduced the coyote populations. When large numbers of the animals are killed, survivors simply produce more pups. One study found that three-quarters of the coyotes in a given area would have to be killed before the population would be permanently reduced. In addition, fewer coyotes mean more jack-rabbits, which means more food for coyotes, which in turn means, eventually, more coyotes. There was evidence, however, that 1080 often hit the wrong target. Trappers found dead bears, eagles, badgers and other animals near poisoned carcasses, which the crafty coyotes began to avoid.

Acting on the advice of a panel of experts, President Nixon in 1972 issued an order barring 1080 and other poisons from federal lands. The EPA in turn enshrined the ban into a regulation. Ever since, sheep ranchers have pressured Washington to bring back the poison. "You'll never eradicate the coyote," says New Mexico rancher Don Floersheim. "He'll always know when something's fishy. But 1080 is the cleanest method I know of." The ranchers finally found a willing ear. In February President Reagan quietly rescinded Nixon's order. Under federal pesticide law, however, banned poisons cannot be reinstated without full-scale hearings and substantial new evidence supporting their use. Claiming that new evidence did exist, EPA head Anne Gorsuch arranged for hearings to begin in March 1982.

Lethal Dose: In his ruling last week, Judge Spencer Nissen admitted that ranchers' overall losses to coyotes have not increased since 1972. But because "individual producers have . . . suffered increased predation," he recommended that they be allowed to fit their lambs with collars containing 1080. As a coyote bites the lamb's neck, it punctures the collar and receives a lethal dose of poison. Since the collars kill only coyotes with a taste for sheep and will be worn mainly by lambs in fenced pastures, they are relatively noncontroversial. But Nissen surprised environmentalists by recommending that government predator-control agents be permitted to spread cubes of poisoned meat across the prairie. Critics fear widespread misuses and point to a recent study which showed that bait is usually eaten by the wrong animals. Gorsuch is expected to accept Nissen's recommendations. If she does, environmental groups undoubtedly will continue the battle by appealing.

JOHN CAREY with WILLIAM J. COOK in Washington and JEFF B. COPELAND in Denver

THEATER

Hearts of Darkness

In case you haven't noticed, the news is not good. It's not the economy, the massacres in Lebanon, the nuclear spiral, the crazy pill polluters. It's what's behind or underneath all of it that's the news. Dan Rather doesn't give us that news; artists give us that news. Or they're supposed to. Some, very few, do. The news is that we have our backs to the wall—rich or poor, smart or dumb, First, Second or Third World. We're not really nice. We let bad things happen. Maybe there's murder in our hearts. We're told there are millions of nice people. But

black man, the white man, the other—and feel the civil smile on your face twist into the snarl of hate. Feel the surge of lust that curdles into the urge to kill. Tell the cop you don't know why you did it, you don't know *that* you did it. It was a misunderstanding. It was the devil. It was the genes. It was the bad smell of your life. It was the good smell of your life. Feel the shocked satisfaction as you're reborn into the comfort of monstrosity. Now you can begin again; just as the fetus goes through the stages of animal evolution to the human, now you, the monster, can become a human again.

This is the burden of Mamet's uncompromising nightmare of a play. The respectable middle-class businessman tells his wife he doesn't love her, just like in a soap opera. He doesn't know he's pulled a switch in his soul that will send him into an urban inferno. Edmond is neither good nor evil; he's modern man as a bundle of behavioral spasms that turn into a destructive epilepsy when the rotting social-psychological structure finally collapses. In John Ford Noonan's new play, *Some Men Need Help*, something similar happens: a former baseball player deserted by his wife is killing himself with booze and self-loathing when he's visited by a stranger who inexplicably insists on saving him. Noonan's play is sweet and sentimental; his message is that help is possible, therapy works, love your neighbor. Mamet's play is beyond therapy; he's calling our attention to something that may or may not be reversible but has worked its way deep into our spiritual tissue.

Despite the beauty of the performances by Philip Bosco and Treat Williams in "Some Men Need Help," Mamet's descent into the lower depths has a deeper, more ravaging truth than Noonan's suburban psalm. And in Gregory Mosher's production, brought to off-Broadway from his Goodman Theatre in Chicago, "Edmond" is a riveting theatrical experience that illuminates the heart of darkness. The experience even includes the ear for bottom-dog humor that made Mamet's "American Buffalo" memorable. The large cast creates a city full of menace, and Colin Stinton is wrenching as Edmond, a reasonable-seeming citizen who becomes the human neutron bomb of a desperate time.

JACK KROLL



David Jiranek

Stinton (center): Descent into an urban inferno

statistics aren't the answer. Shakespeare didn't take a survey to find out how many Iagos there were in England. So, watching David Mamet's dark, stark *Edmond* we can't escape the implications by mumbling: "That's not me. It's not any of my friends. Edmond's just a guy I read about in the papers."

But David Mamet knows that Edmond is the news. Edmond is the rock-bottom man, the man who's died inside, who can't be either happy or unhappy, only enraged at his own emptiness. So kill a president, kill a pop star, taint a Tylenol, saw the beaks off some pelicans. Or look at your wife and feel the blank rage of nothingness. Get drunk, get high, get sick. Look at the woman, the

1080 Supporters Still Wounding Opponent Witness In Hearings

By Steve Kelton

WASHINGTON — With friends like these, enemies would just be overkill. Lately, it seems, every time Defenders of Wildlife fields an "expert" to support its argument against re-registration of predicide 1080, the witness either comes away bloody or ends up providing testimony for 1080's supporters instead.

They recently sent a sheepherder to the stand to testify that herders can protect sheep without toxicants, and he conceded instead that good herders can't be found at any price. They sent a female "sheep rancher" up there to say she'd done fine without 1080 and everyone else could do as well if they took care of their livestock instead of clamoring for poisons that destroy the environment. It turned out that her excellently managed "ranch" was an 80-acre affair which she later sold for development, and she begged the Fifth Amendment when asked whether 1080 or those developers posed the greater environmental threat.

Defenders then supplied a small herd of toxicologists, each of whom testified that 1080 is extremely toxic. Under cross-examination, each also admitted that his testimony dealt only with 1080 in theory and in the abstract, ignoring numerous counterbalancing principles which lie at the heart of their profession.

And so it went last week, as well.

Defenders sent federal animal damage control employee William Pfeifer to the stand to back up a recent study in which he reported that guard dogs were effective in virtually stopping sheep losses on 36 North Dakota ranches.

Pfeifer's study gave a glowing account of successes attributable to guard dogs during a period running from 1976 to 1981, but observers say Pfeifer left his Defenders sponsors dazed and dumbfounded when he conceded that the study had no relation to the 1080 re-registration question.

The study, he admitted, didn't take other control measures into account when giving credit for reduced predation, nor did it mention the pertinent fact that coyotes killed a number of the highly-touted and high-priced guard dogs themselves.

Worse, Pfeifer testified under cross-examination that 1080 is a safe, effective and selective predator control tool. Guard dogs, of course, may or may not meet any of those criteria, depending on the circumstances.

But that wasn't the worst of it, by any means.

Former government trapper Dick Randall was one of Defenders' star performers. At least they'd intended him to be.

Randall had more than two decades of trapping experience when he took disability retirement in 1973. He went to work for Defenders early in 1974 and began writing anti-predator control tirades almost immediately. Defenders has since made considerable mileage out of Randall as an "expert" who's "seen the light" and chosen to reveal all sorts of improper animal damage control activities from the viewpoint of a penitent former "offender" with inside information.

Predator control supporters, meanwhile, lacked access to the sort of broad media exposure Randall enjoyed. They also lacked a properly structured forum in which to challenge various inconsistencies and contradictions.

Defenders provided that forum last week when they put Randall on the stand.

In his testimony, Randall blasted the animal damage control program and the methods employed. He reserved his strongest condemnation, naturally, for 1080. Following the Defenders

line, Randall panned 1080 as an unselective toxicant and a secondary poisoning hazard. He introduced as supporting evidence a summary of a study he claimed he conducted for non-target animal casualties during his last years as a trapper.

Randall claimed to have conducted the survey during the baiting seasons of 1970-72. As he explained it, the Fish & Wildlife Service began adding a heavy metal tracer to its 1080 solutions in 1969 to combat lawsuits by individuals claiming the program's baits were killing innocent dogs. The tracer was supposed to differentiate between government poison and any used by the public.

Randall said he began checking dead non-target animals found in the areas of his bait stations for evidence of the tracer. He presented as evidence a list of animals ranging from badgers to golden eagles, all of which he claimed tested positive for the 1080 tracer under ultraviolet light. To strengthen his claim, he also presented copies of what he said were his daily field notes indicating the various carcasses as he discovered them.

Defenders used much of this information in its publicity efforts some weeks ago, and Livestock Weekly contacted Randall at the time for confirmation. Asked if tracer was used only in 1080, Randall admitted it wasn't. He explained that a tracer was also added to the government's individual strychnine drop baits but insisted that different tracer materials were used. Thus, he said, he was able to

credit strychnine kills to strychnine and 1080 kills to 1080.

Randall said the same thing on the stand, but 1080's supporters had the government files. They forced Randall to admit that the government used only one tracer during the period of his survey and that he could not possibly have differentiated between strychnine and 1080 kills on the basis of the tracer.

They also established that at least some of the animals he claims were poisoned by 1080 had, in fact, been shot.

Other conflicting accounts were not fully resolved on the stand. Among them was that Randall's daily "field notes" which form the basis for his survey often contradict his official weekly reports for the same period. Observers familiar with both sets of records say Randall's "field notes" and official reports sometimes put him in as many as three different places at the same time.

In an attempt to counter that evidence, Randall insisted that the "field notes" weren't field notes after all, just a log of his non-target survey findings. However, they list precisely the sort of extraneous information that would be found in field notes and are described as his field notes in Randall's written testimony.

Randall's appearance as a witness opened him up to the sort of cross-examination he'd so far avoided during his career as a Defenders spokesman.

Compound 1080 supporters, led by Pacific Legal Foundation counsel Ray Mombousse, hit Randall hardest with some of his

Continued



United Press International

Brush Fire Threatens California Condor Refuge

A Forest Service crew fighting to contain an 800-acre brush fire on Monday in Los Padres National Forest near Los Angeles. The blaze, which began on Sunday and briefly threatened the Sespe sanctuary of the nearly extinct California condor, was reported 70 percent con-

tained at dawn yesterday. Officials, who suspect a discarded cigarette was the cause, expect to control blaze completely by this morning. Another fire, believed to have been caused by an arsonist, consumed 1,000 acres in the Sequoia National Forest near Baker field, Calif.

Mount St. Helens Aid Sought

OLYMPIA, Wash.—Gov. John Spellman declared a state of emergency yesterday because of "a serious threat of catastrophic flooding" from Spirit Lake at Mount St. Helens.

He asked President Reagan for federal help in heading off a rush of water on the Cowlitz and Toutle rivers that could ravage 15,000 downstream homes and require the evacuation of 40,000 people.

In a letter, Spellman told Reagan a natural dam formed of ash, rock and other volcanic debris was "eroding at an alarming rate" and might breach by next May.

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Poison Use for Coyote Control Gnaws EPA Again

BY KENNETH T. WALSH

Denver Post Washington Bureau

WASHINGTON — Prodded by cattle ranchers and woolgrowers, the U.S. Environmental Protection Agency is reopening an issue which has infuriated and perplexed Westerners since frontier days — control of the hardy, resourceful coyote.

The EPA has scheduled hearings Tuesday and Wednesday in Denver and Friday in Washington on whether enough new evidence exists to again legalize a poison known as Compound 1080 for use against coyotes and other predators.

"PREDATION is considered a serious economic issue for sheep and cattle ranchers," says EPA Administrator Anne Gorsuch, a lawyer from Denver.

"They have informed the agency that their losses from sheep, lambs and calves killed by coyotes and other predators in 1979 alone totaled well in excess of \$100 million."

The EPA banned use of all predator pesticides, including Compound 1080, in 1972. In 1975, the EPA modified the ban and allowed use of one pesticide, sodium cyanide, under restricted conditions, an agency spokesman said.

But now, livestock producers say their predator losses, mostly from coyotes, have grown so much that they need use of Compound 1080 reinstated, and Gorsuch has agreed to consider it.

REOPENING the question is likely to pit environmentalists against the sheep and cattle growers. It also means another skirmish in the age-old conflict between two tough wily inhabitants of the American West — the rancher and the coyote.

"Predator control with the livestock industry has been around as long as there have been livestock, and you can go back to biblical days," said Joe Helle, a woolgrower from Dillon, Mont.

"We're not trying to kill all the coyotes," Helle said in a telephone interview. "We have lived with this for lifetimes, for generations. And for environmentalists to accuse sheepmen of inflating their losses is irresponsible."

Helle is chairman of the animal damage control committee of the National Wool Growers Association.

But William Turnage, director of the Wilderness Society, a Washington-based environmental group, disagreed.

"It's a very emotional issue," Turnage said. "These things that have been rhetorical shibboleths (in some political circles) aren't accepted in the country as a whole."

TURNAGE SAID how much of a problem coyotes pose for the livestock

industry and how much good Compound 1080 would do is disputed.

In many cases, "the poison never quite works, it just breeds a more hardy population," Turnage said. And he described the coyote as "a rather remarkable animal" that has a "very important function in the ecosystem."

Turnage said that, while the ranchers have a "legitimate concern" over predators, he fears that EPA will go too far and legalize 1080 again. And he questions the purpose of this week's hearings.

"I'm concerned this is a way to justify a decision that's already been made," Turnage said in an interview.

THE NATIONAL Wool Growers Association and the National Cattlemen's Association have asked EPA to concur that a predator control "emergency" exists, Gorsuch has said, and they want her to consider allowing emergency use of pesticide products containing Compound 1080.

Ron Michieli, director of governmental affairs for lands and natural resources for the cattlemen's association in Washington, said his group has complained to the Reagan administration that losses from predators have "increased dramatically."

Michieli said one Agriculture Department study suggested that cumulative losses to livestock in all categories from coyotes alone amounted to \$130 million annually to the producer and consumer, based on 1977 livestock values.

"The previous administration wasn't willing to reconsider the situation in toto," Michieli said. "This administration shows a willingness to review anything that has an adverse economic impact."

THE CATTLEMEN'S spokesman said his group is compiling "new scientific evidence" showing that 1080 is effective and that the poison has "a minimal effect on non-target species."

As of now, the only basis for using Compound 1080 is in "experimental programs," Michieli said, arguing that such usage isn't enough.

"We want to be able to use it as a management and control tool," Michieli said.

Dan Murphy, director of government affairs for the National Wool Growers Association, said, "We are losing about \$100 million a year to predators and that's predominantly the coyote." He estimated that the cattlemen lost an additional \$70 million, but noted that loss figures differ.

Murphy thinks the EPA is receptive to lifting the ban. "The fact that they are holding hearings indicates they are open-minded," Murphy said.

HELLE, WHO raises 4,000 sheep on his southwestern Montana ranch, said Compound 1080 "has proven to be one of the most selective pesticides that has ever been designed."

"A very small dose is very, very selective to canine species" and it takes a much greater dose to kill birds and other species, he said.

Helle explained that the federal government has allowed use of 1080 only in extremely limited experiments involving "toxic collars" that are fastened around the necks of livestock.

Pg. 1 of 2 25

"A COYOTE bites a lamb in the throat — which is his normal way of killing a lamb — and breaks the collar and gets a lethal dose," the rancher said.

However, the collar method is costly and impractical to use with large numbers of animals, Helle said.

Before the 1972 ban, the customary method of using 1080 was to inject it into 25- to 30-pound chunks of meat and leave them as bait for coyotes, Helle said.

The Montana rancher said livestock losses to predators have been "staggering" since 1080 was prohibited.

"We have done everything conceivable to reduce predation without the use of toxics and we have not been successful," Helle said.

AMONG THE control measures attempted have been herding, fencing, trapping and aerial gunning — and all have failed, the woolgrowers' official added.

Helle charged that coyotes have killed 8 to 19 percent of his lambs this summer alone.

"With all other methods, we just haven't been able to bring the predator losses to a level we can live with," he said.

"All we're asking for is reinstatement of a tool that was proven effective and environmentally safe years ago."

He argued that Compound 1080 "was taken away from us through the biased maneuvering of the environmental community."

Scott Feierabend, wildlife research specialist for the National Wildlife Federation in Washington, said the EPA appears to be moving toward legalizing Compound 1080. "I'm sure that's the direction in which they're heading," he said.

THE WILDLIFE federation is on record in opposition to legalizing the pesticide, which it says was developed in 1944.

The federation, a large environmental group, says Compound 1080, when it was permitted, killed thousands of dogs and other animals.

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Pa. 282

1080 Supporters

(Continued from Page 1)

own words from the past. And those words picture a dedicated, almost zealous trapper who traded his previous beliefs for the highest salary he'd ever been paid.

Momboisse presented as evidence a lengthy letter Randall wrote in October 1972 to the Rock Springs, Wyo. "Rocket Miner" extolling the virtues of the predator program, bemoaning the recent loss of 1080 and stating unequivocally that 1080 posed no hazard to non-target wildlife.

Describing a 1971 incident in which unauthorized thallium sulfate had been used privately to kill a number of eagles, Randall's 1972 letter noted that 1080 baits were also used in the area, and that an intensive study for further poisonings turned up nothing attributable to 1080.

"This was probably the largest search-party ever to cover an area that had 1080 baits exposed in it," Randall wrote in that pre-Defenders time. "Surely, . . . if 1080 is such a terrible decimator of wildlife, someone would have turned up at least one non-target animal or bird that had succumbed to this poison."

Incidentally, the letter came at the end of the period during which Randall now claims to have been conducting his own personal survey of non-target deaths. Not only does it contradict his current claims of such a study, it also casts serious doubts on his insistence that he had already become disillusioned with the program.

Even that, however, was only a prelude to the two letters Momboisse introduced into evidence later.

Just over a year after the 1972 letter, Randall, by then retired, wrote to his former supervisor seeking advice on career moves. With his lifetime of wildlife experience, he said, he couldn't see going to work as a security guard or timekeeper. Could his former boss steer him toward a position more in keeping with his background?

Randall went on to discuss the "hundreds" of pictures he'd amassed over the years and his somewhat limited success selling them and accompanying articles to wildlife publications. He wanted to present both sides of the predator controversy, he said, but the magazines wanted only stories "detrimental to predator control and to the livestock operators."

Randall then mentioned the Defenders of Wildlife, offering a scathing review of that organization which undoubtedly came back to haunt him last week.

Defenders, he wrote, is "anti everything I've done all my life. The keeway I would have been allowed in my articles was spelled out quite clearly by Mr. Edward Steele (a Defenders director). He said 'We've all got to put our shoulders to the wheel and get all those (blank)ing Basque sheepmen off our land.'"

On the other hand, Defenders had offered him a \$10,000 salary (in 1973), half that much in expenses and a generous car allowance.

"I've never seen that much money in all my life," he wrote.

A few months later Randall wrote that he'd accepted Defenders' proposition. The second letter, in a terse style entirely unlike the rambling, loosely constructed and friendly epistle which preceded it, suddenly sounded like a Defenders news release.

In answer, his former supervisor, Jack Berryman, wrote to Randall:

"I can only conclude that either you didn't believe in what you did while working for that organization for over 20 years, or that you don't believe in what you are doing now. In either case it must be very difficult for you. Good luck."

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Colorado coyote with the remains of its prey

Call of the Wild

Ranchers name their poison

A mortal enemy of the \$70 billion American livestock business is the wild coyote. Ranchers claim that last year alone predators—mostly coyotes—marauding from Montana to Texas devoured stray livestock worth \$200 million. They have tried fencing off their land, trapping the animals and even shooting them from low-flying airplanes. But ranchers argue these methods always proved unrealistic, inefficient or too expensive. The most effective means of controlling the predators was to scatter animal carcasses laced with a strong poison across pastureland.

For decades, the most widely used poison was a chemical known as Compound 1080. In 1972, however, the Environmental Protection Agency prohibited its use on the grounds that the chemical was not only decimating the coyote population but also destroying untold numbers of dogs, foxes, birds and other animals that happened to eat the tainted meat. Livestock herders, who expect that the Reagan Administration may be less concerned about those environmental considerations than its predecessors, are now asking the EPA to reverse the ban on Compound 1080.

Last week the ranchers loudly argued their case at EPA hearings in Denver and outside Washington, D.C. Said Donald Meike, board chairman of the National Wool Growers Association: "Every method of counting shows an increased loss of sheep." But John Grandy IV, executive vice president of Defenders of Wildlife, contended: "Returning to 1080 would bring back the specter of mass, non-selective killing of animals."

Although the amount of money involved is not astronomical, both environmentalists and businessmen are closely watching the case for an early sign of Administration policy. Reagan officials have been promising that the new Washington rule makers will consider both the costs and benefits of regulations in deciding issues like the outlawing of Compound 1080. The battle concerning a coyote poison is thus turning into a conflict between businessmen and environmentalists over the role of Government regulation.

TIME, AUGUST 10, 1981

7

Return of coyote poison sought

By MAGGIE ERICKSON
News Staff

Sheep producers need the use of a poison so deadly that it has been banned for eight years because losses to predators, particularly coyotes, is causing an "exodus" from the industry, a Montana rancher testified Tuesday before government officials in Denver.

Two days of hearings by the Environmental Protection Agency opened Tuesday to determine whether the use of Compound 1080, a highly toxic and controversial poison, should again be permitted in the West.

The informal hearings were called by EPA Administrator Anne Gorsuch after sheep and cattle ranchers told the agency that losses to predators in 1979 cost them \$100 million.

Chase Hibbard, a fourth-generation Montana rancher, said his sheep losses grew from 6 percent in 1970 to 35 percent in 1974, following a government ban in 1972 on the use of 1080, which was widely used to control predators.

The government banned the poison after reports that it was a "secondary killer" that remained in the ecological chain. The poison allegedly destroyed not only coyotes, but thousands of non-target creatures,

such as eagles, badgers, foxes and household pets that fed on poison-laced bait.

Since 1972, western cattle ranchers and sheepmen have repeatedly asked for the reinstatement of 1080, claiming it is the most cost-effective predator control available and, if used properly, will not adversely affect other forms of wildlife.

Hibbard testified before a five-member EPA board that his ranch "was able to survive, but only by switching to cattle." The sheep operation has all but been phased out, he said.

Hibbard suggested that ranchers be allowed to "treat" areas before the animals are moved in for summer grazing.

Jack Grieb, director of the Colorado Division of Wildlife, called the use of 1080 a necessary management tool in the control of wildlife.

He said that while he believes the ban on 1080 should be lifted, there should be controls placed on its use.

Before 1972, ranchers throughout the West commonly used "bait stations," the carcass of an animal laced with the poison. But opponents claimed that animals for which the poison was not intended were being killed as well as predators.

Witnesses Tuesday called for the "single lethal dose" concept, in which just enough

poisoned bait would be left on the range for a coyote to eat all at once.

In addition, several witnesses advocated the use of toxic collars placed around the necks of lambs. A coyote that bites the neck of a lamb would receive a lethal dose of 1080.

The drawback to the collars is that they're expensive — about \$510 for 30 collars — and difficult to place on grazing animals.

Barry Patterson of the New Mexico Department of Agriculture said only "seven lambs need be saved to recoup the cost of the collars." He said with increased use, the cost of the collars would drop.

Reid Kelley, vice president of the Colorado Wildlife Association, urged "careful monitoring by both state and federal officials" in the use of 1080, and said he felt it should not be used on public lands.

"Animals have a right to be there," he said, and "poisoning public lands flies in the face of the multiple land use concept."

Others, however, disagreed with Kelley, saying much of the grazing occurs on public lands, and it's there that coyotes prey on stock.

Following the hearings in Denver, and a Friday hearing in Washington, D.C., the EPA will decide whether a formal hearing should be held on legalizing the use of 1080.

NM -
CAN YOU
FOLLOW
UP ON
THIS.

ENV - PROBABLY

5 October 1981

HOW
CLOSE
TO ANY
CHANGE
ARE THEY?

Dear John:

Thank you for your recent letter and documentation concerning the Department of Interior's Animal Damage Control Program. Danny Boggs is handling this issue from here, so I have forwarded your letter to him for further attention. I appreciate your letting us know of your concerns.

With best wishes,

Sincerely,

EDWIN MEESE III
Counsellor to the President

The Honorable John Tower
United States Senate
Washington, D.C. 20510

cc: Ed Meese
cc: Danny Boggs w/copy of incoming, for further response
EM:ES:vml-IIB-16



United States
Department of
Agriculture

Animal and
Plant Health
Inspection Service

Washington, DC
20250

August 3, 1981

SUBJECT: Animal Damage Control

TO : The Secretary

Through: C. W. McMillan, Assistant Secretary
Marketing and Inspection Services

Enclosed is the document you requested during our July 27 meeting on animal damage control (ADC).

Extensive studies, including some by our personnel, have been conducted on the subject. There isn't any doubt in our minds that a program can be implemented that would effectively manage depredating animal populations. Contemporary ADC programs require a balanced mixing of all available tactics and strategies into a realistic program.

Current operational costs of ADC approximate \$17 million annually supported by 600 people. If the program cannot be financed and supported at this minimum level, it is better not to get involved. ADC could be structured in the Animal and Plant Health Inspection Service which, as you know, deals cooperatively with all 50 States.

~~Though we have not openly sought the transfer of this program from the U.S. Department of the Interior, we firmly believe it belongs in USDA.~~
If you concur, we stand ready to assist you in whatever manner you deem necessary.

Harry C. Mussman
Administrator

Enclosure

cc: to N. D. S. 17-2

The Secretary of Agriculture is authorized and directed by the Animal Damage Control Act of March 2, 1931 (7 U.S.C., Chap. 370, 51, 46 Stat. 1468; § 3.46 Stat. 1469) to conduct investigations of methods and application of programs to control predators, rodents, and other animals which are injurious to agriculture and wildlife; and for the protection of stock and other domestic animals to conduct campaigns for the destruction or control of such depredating animals.

Functions of the above-mentioned authorities of the Secretary of Agriculture were transferred to the Secretary of the Interior in 1939. Included with the transfer of functions were records, property, personnel, and funds.

The current U.S. Department of the Interior (USDI) animal damage control (ADC) program does not constitute a systematic approach to apply the comprehensive body of experience of both ADC and agricultural production. The problem context relates to all forms of vertebrate pest injury and damage to agriculture. Further, the current USDI program is not likely to be conducted within the overall context of livestock and crop production. The basis of this situation is embodied in a conflict of mission and goals of USDI with the intent of ADC. A major segment of USDI's stated charter is to conserve and protect wildlife whereas the intent of the 1931 Act is for control or destruction of predators and other wild animals. No such conflict exists between the mission and goals of USDA and the intent of ADC. The legislative mandate to the Secretary of Agriculture should be made effective by transferring all ADC records, property, personnel, and funds back to USDA from USDI.

Presidential Documents
Title 3 - The President

Executive Order _____

Policy on Management of Federal Animal Damage Control Programs

By virtue of the authority vested in me as President of the United States and in furtherance of the purposes and policies of the Act of March 2, 1931, (7 U.S.C. 426-426(b)); the National Environmental Policy Act of 1969, as amended, (42 U.S.C. 4321, 42 U.S.C. 4321 et seq.); the Federal Insecticide, Fungicide, and Rodenticide Act, as amended (7 U.S.C. 136 et seq.), the Endangered Species Conservation Act of 1973 (16 U.S.C. 1531 et seq.), and the Regulatory Flexibility Act of 1981 (5 U.S.C. 601 et seq.), Executive Order Nos. 11643 of February 8, 1972, 11870 of July 18, 1975, and 11917 of May 28, 1976, and Section 4(f) of Reorganization Plan II of July 1, 1939 (4 FR 2737 53 Stat. 1433) are superseded, it is ordered as follows:

Section I--Policy. It is the policy of the Federal Government to (a) control predatory, depredating, and pest animals which cause ^{injury and} damage to national resources; (b) permit the use of pesticides to protect national resources when other control methods are ineffective or insufficient to prevent injury and/or damage of these resources; and (c) conduct the animal damage control programs based upon optimization of risk management procedures for the protection of all national resource units. All such programs shall consider productivity enhancement of national resource units balanced with species damage, optimal alterations in the productive use of the land, production facilitation, marketing/distribution, research/development, and benefits to national environmental objectives.

Section 2--Definition. As used in this order, the term:

(a) "Animal" means all vertebrate and invertebrate species including, but not limited to, mammals, birds, fish, reptiles, amphibians, and crustaceans.

(b) "Pest" means any mammal, bird, fish, reptile, amphibian, shellfish, or other vertebrate or invertebrate the Secretary of Agriculture declares to be an animal pest to protect natural and national resources.

(c) "National Resources" include, but are not limited to, those agricultural, forest, and wildlife resources which represent essential components of the nation's economic, social, and environmental structure.

(d) "Productivity" means the increased capability of national resource units to achieve their goals and objectives through the use of flexible alternatives.

(e) "Pesticide" means any registered substance or mixture of substances intended for preventing, destroying, repelling, or mitigating any pest.

Section 3--Transfer of Animal Damage Control Functions. The functions of the Secretary of Interior, Fish and Wildlife Service, relating to the management, control, suppression, and research of animal pests (animal damage control) are hereby transferred to the U.S. Department of Agriculture, Animal and Plant Health Inspection Service (APHIS), and shall be exercised by the Secretary.

Section 4--Transfer of Records, Property, Funds, and Personnel.

A. All records and property (including office equipment) of the Agencies, all

records and property used primarily for administration of these functions in Plan II relating to management, control, suppression, and research of animal pests except as otherwise provided, and all personnel used in the administration of those functions (including officers whose chief duties relate to such administration) are hereby transferred to the U.S. Department of Agriculture.

B. So much of the expended balances of appropriations, allocations, or other funds available for use of the U.S. Department of the Interior in the exercise of the functions transferred by this plan, or for the use of the head of the Department of the Interior or Agency in the exercise of any function so transferred shall be transferred to the Department of Agriculture for use in connection with exercise of the functions so transferred. In determining the amount to be transferred, it may include an amount to provide for liquidation of obligations incurred against such appropriations, allocations, or other funds prior to the transfer.

C. All functions relating to appointment, fixing of compensation, transfer, promotion, demotion, suspension, or dismissal of persons to or from offices and positions relating to these functions are hereby transferred to the Secretary of Agriculture, Department of Agriculture, to be administered by the Administrator, APHIS.

Section 5—Rules of Implementation of Order. Heads of Departments and Agencies shall issue such rules or regulations as may be necessary and appropriate to carry out the provisions and policy of this order.

Section 6—Superseding of Previous Orders and Plans. This Executive Order

supersedes Executive Orders 11643, 11870, and 11917 and Section 4(f) of Reorganization Plan II, July 1, 1939.

not otherwise appropriated, such sums as may be necessary. 19, 1930, c. 203, § 2, 46 Stat. 243.

Library references: Agriculture 2; United States 79 et seq.; C.J.S. Agriculture 6; C.J.S. United States § 120.

26. Predatory and other wild animals; eradication and control; investigations, experiments, and tests by Secretary of Agriculture; cooperation with other agencies

The Secretary of Agriculture is authorized and directed to conduct such investigations, experiments, and tests as he may deem necessary in order to determine, demonstrate, and promulgate the best methods of eradication, suppression, or bringing under control on national forests and other areas of the public domain as well as on State, Territory, or privately owned lands of mountain lions, wolves, coyotes, bobcats, prairie dogs, gophers, ground squirrels, jack rabbits, and other animals injurious to agriculture, horticulture, forestry, animal husbandry, wild game animals, fur-bearing animals, and birds, and for the protection of stock and other domestic animals through the suppression of rabies and tularemia and predatory or other wild animals; and to conduct campaigns for the destruction or control of such animals: *Provided*, That in carrying out the provisions of this section the Secretary of Agriculture may cooperate with States, individuals, and public and private agencies, organizations, and institutions. Mar. 2, 1931, c. 370, § 1, 46 Stat. 1468.

Library references: Agriculture 2, 9; C.J.S. Agriculture §§ 6, 30 et seq.

Historical Note

Transfer of Functions. Functions of 1939, set out in note under section 1331 of Title 5, Executive Departments and Government Officers and Employees. See also sections 401-404 of said plan for provisions relating to transfer of functions, records, property, personnel, and funds.

426a. Same; appropriations

Historical Note

Codification. Section, Act Mar. 2, 1931, c. 370, § 2, 46 Stat. 1469, related to authorization of \$1,000,000, per year for fiscal years 1932-1941, inclusive.

426b. Same; expenditures; execution of functions by Secretary

The Secretary of Agriculture is authorized to make such expenditures for equipment, supplies, and materials, including the employ-

Sure 1020
425-13th Street, N.W.
Washington, D.C. 20004
(202) 347-5355

National Cattlemen's Association

P.O. Box 559
(1001 Lincoln Street)
Denver, Colorado 80201
(303) 861-1904

National Wool Growers Association

500 Crandell Building
Salt Lake City, Utah 84101
Phone (801) 363-4453

May 6, 1981

The Honorable James Watt
Secretary of the Interior
Room 5151
18th & C Streets, N.W.
Washington, D. C. 20240


Dear Jim:


Enclosed is a copy of a position paper which represents the views of a number of agricultural and conservation interests regarding the Animal Damage Control Program.

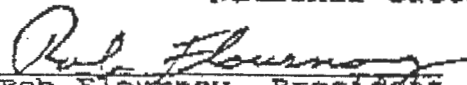
This position paper has been endorsed by these groups because of their intense interest in maintaining and improving our agricultural productivity for food and fiber.

We would appreciate your consideration of our recommendations. Further, we trust that you will provide us with your views on them. Specifically, do you agree that the Animal Damage Control Program should be returned to the Department of Agriculture and what is your reaction to our other recommendations?

Sincerely,


Don Meike, Chairman of Board
National Woolgrowers
Association


Bill Swan, President
National Cattlemen's Association


Rob Flournoy, President
Public Lands Council

cc: Ray Arnett

POSITION PAPER ON
ANIMAL DAMAGE CONTROL

(Recommended by the Ad Hoc Committee
for a Effective ADC Program)

We recognize and support the intent of the Animal Damage Control Act of March 2, 1931 (7 U.S.C., Chap. 370, §1, 46 Stat. 1468; §3.45 Stat. 1469) which authorizes and directs the Secretary of Agriculture to conduct investigations of methods and application of programs to control predators, rodents, and other animals which are injurious to agriculture and wildlife.

The current cooperative animal damage control (ADC) program and this document deal primarily with those vertebrate animals which are regarded as agricultural pests.

Recommended ADC Policy Statement

We recommend that the following be adopted as an official statement of policy on animal damage control:

Recognition of the importance of the agricultural industry of the U.S., and a corresponding emphasis on its protection from vertebrate pests is imperative. This is not to be construed as a policy for eradication of any species, but instead is a policy for a coordinated and cooperative professional program for prevention of and protection against agricultural losses. Such a program must be practical and cost effective. The terms "practical" and "cost effective" shall relate to both the costs and effects on the ADC program and on the affected industry and individuals.

Vertebrate pests are a serious problem to agriculture and in certain instances are detrimental to other wildlife species; therefore, ADC should be an integral component of agricultural and wildlife production.

Employment policy in federal and state programs shall require professional credentials and competence in ADC and an understanding of agricultural needs. (Such personnel shall receive commensurate pay appropriate to their qualification).

To assure that essential direction, cooperation and coordination of operations and research are achieved, the ADC program shall include administrative, research and service functions under a single line of supervision.

An essential component of an effective operational ADC program is an adequate support system at the federal, state and local levels to provide assistance in development of operations, research, information and public education.

(Recommendations for an Effective ADC Program)

Furthermore, we believe that the following actions should be taken to bring about an effective Animal Damage Control Program:

Transfer the ADC program to the Animal and Plant Health Inspection Service of the U. S. Department of Agriculture. There is an inherent conflict of interest between wildlife enhancement and ADC functions within the Department of Interior. As a result of this conflict USDI has placed its major emphasis on wildlife enhancement than on meeting agricultural needs.

JOHN TOWER
TEXAS

2 5 SEP 1981

COMMITTEES:
ARMED SERVICES
CHAIRMAN
BANKING, HOUSING, AND
URBAN AFFAIRS
BUDGET

United States Senate

WASHINGTON, D.C. 20510

September 24, 1981

Mr. Edwin Meese, III
Counsellor to the President
The White House
Washington, D. C. 20500

Dear Ed:

I wish to call your attention to the attached documents concerning the Department of Interior's Animal Damage Control Program. These documents deal with the transfer of the Animal Damage Control back to the USDA.

It is my understanding that USDA and Interior are very close to reaching an agreement. This is an issue of importance to me and western state senators who have attempted for some time to get this program back into the Department of Agriculture where control of predation can be realized. Our livestock producers have a tremendous interest in this decision.

I would appreciate any assistance you would lend to this matter.

Sincerely,



John Tower

JGT:ts

Enclosures

Ranchers Tell EPA Panel of Needs for Predator Control

BY PAT MCGRAW

Denver Post Agriculture Writer

Testimony at a government hearing in Denver Tuesday about whether use of a now-banned poison should be allowed to kill coyotes who attack livestock indicated that almost everyone supports such a proposal.

That's because almost everyone who attended the first of the two Environmental Protection Agency hearings was a stockman or otherwise involved in the livestock industry. That could even out Wednesday, though, as almost everyone signed up to talk at the second session is affiliated with an environmentalist group.

The two EPA sessions were called to discuss Compound 1080, a poison that former President Richard Nixon banned, with all other predator pesti-

cides, in 1972. Sheep producers and, to a lesser extent, cattlemen have been complaining since.

Don Meike, chairman of the National Woolgrowers Association, told the Tuesday session at the downtown Post Office auditorium, that the U.S. sheep population has shrunk to 12 million from 21 million in 1969.

NOT ALL that loss is attributed to coyotes killing sheep. It also is seen as an indication of how hard it is for a sheep producer to survive financially.

On top of inflation, fuel prices and the financial realities everyone else faces, the sheep industry has had to deal with coyotes and other predators eating 10 percent of its product last year, Meike said.

Compound 1080 is being used in Canada, Mexico, Australia and New Zealand, Meike said, which he said puts

American sheep producers at an even greater disadvantage in the marketplace.

Compound 1080 is the best means developed so far to control the coyotes, he contended. "Every method of counting shows an increased loss" of sheep to coyotes since it was taken off the market, he said.

Chase Hibbard, a Montana rancher, told the five-member panel that he is an example of someone who was run out of the sheep business by coyotes.

IN 1972, the year the ban on 1080 went in, he lost 20 sheep. He said the next year he lost 39, and the number fell to 35 in 1974. That isn't counting the weight his sheep lost by running from the coyotes or the number of lambs lost before birth because of the predators' harassment, he said.

The coyotes, Hibbard said, persuaded him to get out of the business.

Compound 1080 is the most logical method of controlling coyotes, he said; as alternatives are getting too expensive. Shooting the predators from a helicopter, he said, costs \$200 an hour now. The poison that was put back on the allowed list in 1975, sodium cyanide, is "totally ineffective," Hibbard said.

The Denver session attracted about 100 to 150 people. Forty had signed before the meeting to speak to the panel, with James A. Thompson Jr., counsel for EPA Region 8, as chairman.

Other members of the group were Edwin L. Johnson, executive assistant administrator in the EPA for pesticide programs; John R. Wood, assistant chief staff officer for the environmental evaluation office of the U.S. De-

partment of Agriculture; and Nat Chandler, assistant to Anne Gorsuch, EPA administrator.

Several officials in fish and game agencies also spoke.

AMONG THEM was Jack Greib, director of the Colorado Division of Wildlife, who said he was speaking for the International Association of Fish and Wildlife Agencies. That group believes, he said, that coyotes should be treated the same as other wild animals and that sometimes controlling the population in an area is necessary.

Greib, chairman of the association's Animal Damage Control Policy Committee, said the predator "has not been properly managed during the past several years."

The poison can be used in three ways. One involves putting it inside

collars worn by the sheep. When the animals are bitten on the neck by coyotes — the usual means of attack — the attackers puncture the collars and get a dose of poison that kills them later. Another method involves "single-dose baits," small pieces of meat with enough poison on them to kill one coyote. The third way consists of "bait stations," which involve 25 or more pounds of meat with enough poison mixed in to kill several animals.

The third and final EPA hearing on Compound 1080 will be Friday in Washington.

The hearings are for the purpose of gathering information that Gorsuch will use to determine whether she should call a formal session to review the 1080 policy.

24

OPR
LW
FWP

Poison hearing gives coyotes day in court

By MAGGIE ERICKSON
News Staff

Economics, not coyotes, are killing the Western sheep industry, several witnesses testified Wednesday at a hearing to determine if a ban on a deadly poison used for predator control should be lifted.

The two-day hearings were called by the Environmental Protection Agency at the request of cattlemen and sheep ranchers who claim losses because of coyote kills ran to \$100 million in 1979. They are asking that they be allowed to use Compound 1080, a poison widely used in predator control throughout the West until it was banned in 1972 by President Richard Nixon.

In testimony Tuesday, several witnesses said the demise of the sheep industry is caused by the tremendous number of lambs killed by coyotes. The coyote population is exploding, and an emergency situation exists, they claimed.

But Wednesday, Dick Randall of Defenders of Wildlife pointed out that the sheep industry in the West has been declining since the 1940s.

"The sheep industry refuses to enter the 20th century," he said.

Randall said many of the problems are caused by lack of herders, incompetent management practices, foreign competition from mutton and woolen goods and "the fact that the average American eats about four pounds of lamb a year compared with 100 pounds of beef."

Dennis White of the American Humane Association echoed Randall's sentiments.

"There's been a 66 percent decline in sheep production in Utah. Can that all be because of coyotes?" he asked the panel.

Many of the more than 30 witnesses testifying Wednesday said the number of coyote kills are greatly exaggerated because animals killed by predators are tax deductible. There is no evidence to prove that the coyote population is on the rise, witnesses said.

Proponents of the controversial poison claim that 1080 is a selective chemical that will kill only coyotes and other predators such as foxes.

Opponents claim 1080 is a "secondary killer," which stays in the ecological chain and kills all wildlife that feeds on it — either directly through poisoned bait or through feeding on the carcasses of animals previously killed by the poison.

The poison has been known to kill badgers, black bears, foxes, raccoons, possums, skunks, eagles, hawks, bobcats, lynxes, owls, martens and magpies, among others, Randall said.

There is no antidote. It is odorless, colorless, tasteless and highly toxic to animals and humans alike, witnesses said.

Environmental expert Dr. Sally Strogny likened the use of 1080 to kill coyotes "to using heavy artillery to eradicate ants at a picnic."

Merrill G. Hastings Jr., a rancher from McCoy, said one pound of 1080 is enough to kill 200,000 coyotes. He said the poison is non-selective and read from the manufacturer's instructions.

He quoted directions warning that one's hands should be washed after using 1080 and that the "waste water from



These critters are at the center of a controversy over whether the ban on Compound 1080 should be lifted. Sheepherders claim that coyotes are responsible for a decline in the sheep industry. Others blame economics, not coyotes.

washing hands should not be thrown on plants that might be eaten by animals."

Hastings produced a bag of 1080-laced grain used for rodent control, which he said he obtained from the rodent control officer of a county extension office.

The label, which is printed by the Colorado Department of Agriculture, reads: "To be used only by trained operators; violently poisonous when taken by mouth or inhalation. Remove carcasses of all dead animals and burn or bury with liberal amounts of lye. Confine pets and other domestic animals away from any access to poisoned animals, baits or carcasses. Can be absorbed into plants. Do not bury carcasses, baits or contaminated materials near any plant that may be used for food."

"And there is no secondary poisoning using 1080? Ask the guy who makes it," Hastings said.

Hastings said the predator livestock loss figures claimed by sheep and cattle ranchers are ridiculous.

They claim that 1,457,729 sheep, lambs and calves were killed by coyotes in 1979. Hastings said simple arithmetic — by dividing by the day, hour and minute — boils that figure down to 2.8 animals being attacked every minute.

"The animals (coyotes) would die of bloat," Hastings said.

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AROUND THE NATION

New Mother Crane Killed by Raccoon

BARABOO, Wis.—Tex, the rare four-foot-tall whooping crane that performed a mating dance with a human, was killed in her pen by a marauding raccoon only a few weeks after she became a mother.

George Archibald, director of the International Crane Foundation center, had spent years performing mating dances with the whooper to induce her to lay an egg after being artificially inseminated.

The chick, the first born to Tex, hatched 3½ weeks ago and is named Gee Whiz.

Although saddened by Tex's death, Archibald said "there'll be whoopers to dance with in the future" because the genetic line is continued in Gee Whiz. "We feel that our work has been successful," he said.

Tex, 15 years old, was killed Tuesday night in her pen, where Crane center spokesman Scott Freeman said a raccoon was found early Wednesday with her remains.

The raccoon, which had broken through an eight-foot nylon mesh ceiling designed to protect the cranes, was shot to death, he said.

Tex, Whooping Crane, Is Killed by a Raccoon

BARABOO, Wis., June 23 (UPI) — Tex, a whooping crane that attracted national attention when she gave birth after going through intricate mating rituals with a human, was mauled and killed by a raccoon Wednesday.

Officials at the International Crane Foundation said the raccoon apparently climbed over Tex's pen and chewed through the netting to gain entry.

Tex's only offspring, Gee Whiz, was born June 1. The rare bird was helped through the breeding by George Archibald, the foundation's director and co-founder. For six weeks, Mr. Archibald spent an average of 16 hours a day dancing with the bird and working to bring her into breeding condition.

Reached in California, where he was scheduled to appear on a television show, Mr. Archibald said, "I was attached to that bird."

The police were called to remove the raccoon from the pen. A spokesman said the attack was the first in the nine-year existence of the foundation.

Officials called Tex's death "a major setback" for the foundation, but said Gee Whiz would carry forward her mother's unique genetic line. Gee Whiz is "a healthy, growing chick now close to one foot tall," the spokesman said.

POST 6-25-82
The Federal Triangle

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HARD TIMES FOR NATURE LOVERS ... Attendance is down about 15 percent, to 396,600 visitors, at the Shenandoah National Park so far this year, the fault of tighter National Park Service funds and lousy weather, park officials say. The tighter budgets meant fewer snow-covered roads plowed, shorter hours at the visitor center and entrance station, less repair work on roads, structures and trails and fewer guided walks.

"We have fewer people in every division," Shenandoah superintendent Bob Jacobsen said. "We made the cuts in places where it affected visitors the least. We've had a few complaints, but people just have to understand." He said this year's budget of \$4 million is actually slightly higher than last year's, but not enough to keep pace with inflation.

—Sandra Sugawara



env-appealed (A. Gorsuch)

1601 CONNECTICUT AVENUE, N.W.
WASHINGTON, D.C. 20009
CABLE: PANDAFUND TELEEX: 64505
TELEPHONE: (202) 387-0800

July 29, 1981

Mrs. Ann M. Gorsuch
Administrator
Environmental Protection Agency
501 M Street, S.W.
Washington, D.C. 20450

Dear Mrs. Gorsuch:

To my dismay, I have learned that the EPA is embarking on a plan to consider registration of Compound 1080 for predator control.

Compound 1080 is a deadly, non-selective and, thus, ecologically unsound threat to wildlife. The World Wildlife Fund, as a matter of policy, has opposed its use on public or private lands. WWF supports the long-standing public policy articulated by President Nixon in EO 11643, a scientifically supported, rational approach to removing Compound 1080 from the hands of even the professional animal damage control agents.

The World Wildlife Fund also supports former Secretary Cecil Andrus' November 9, 1979 decision outlining a revised policy framework and future directions for animal damage control. The decision followed a review and recommendation by an advisory committee well-balanced in its representation of interest groups, publication of an advisory committee report (Predator Damage in the West, 1978), publication and public comment on draft and final environmental impact statements, numerous public hearings, and recommendations by several federal agencies. After two years of deliberation, the Secretary made his decision. It was founded in a comprehensive, factual, administrative record developed under the requirements of the National Environmental Policy Act and the Administrative Procedure Act. I see no benefit to the American people in reopening this costly process in an attempt to reverse a decade of evolving public land policy and progress in the field of wildlife management.

The proponents of 1080 are placing much faith in the prospects of a new "delivery mechanism," namely the so-called toxic collar. The collar by its very nature is, however, a misguided approach to damage control. Fundamentally, it has the following disadvantages.

1. The collar can be punctured by barbed wire, cactus, bushes, or other objects, and livestock have been known to chew through the collars.

2. When the collar breaks or is punctured, the solution can be absorbed through the wearer's skin, causing death.
3. The 1080 collar is applicable primarily to pasture situations.
4. Since professional ADC personnel cannot monitor every livestock operation to determine how the collar is used, operators would be left to their own discretion. If so desired, the 30 cc's of 1080 solution could be extracted and used in baits, magnifying the non-selectivity of the poison.
5. Predators attacking a collar-wearing sheep from the flank would not be poisoned.
6. Compound 1080 is a slow-acting poison which produces a violent death. This is a poor, inhumane method of wildlife management.
7. The pasture situations where the 1080 collar is applicable are the very places where non-lethal controls, such as guard dogs, night lights, coyote-proof fences, aversives and other techniques would be most likely to succeed.

Finally, two highly relevant questions at this time are 1) whether or not the livestock producers are experiencing a predator-related emergency, as is claimed in the hearing announcement (46 FR 34698, July 2, 1981); and 2) whether or not 1080 in any form can supply meaningful relief.

A window to the first question is provided by a committee report of the Senate Committee on Agriculture, Nutrition and Forestry (G.P.O. 72-550, March 1981) titled Costs of Producing Livestock in the United States - Final 1979, Preliminary 1980, and Projections for 1981. The report summarized the economic picture for the sheep industry, showing that the rising costs of feed (up 5% in 1980, expected to be up 17% in 1981), fuel and power (up 37% in 1980, projected to rise another 22% in 1981), and other cash costs for essentials such as veterinary, medicines, trucking, shearing and marketing (expected to increase at an annual rate of 10 to 12%) are currently hurting the industry. The report pointed out that:

"Production of lambs and wool had declined for many years. Prices and the resulting gross income have generally trended upward. Relatively favorable returns in the late seventies, however, finally

induced a slight increase in production in 1980. Moderate increases are expected in 1981 and succeeding years. Unless production expands at a more rapid rate than in 1980, however, the increased supply will probably have only a minor depressing effect on lamb and wool prices."

Thus, the industry is experiencing difficulties, as are many industries in these times, but is not experiencing an economic emergency. No mention was made of predation in the report. Finally, the report concluded that:

"Sheep producers can expect to receive enough over cash costs to earn a full return for labor and management in 1981, but continuing increases in costs, the possibility of future increases in production dampening prices for lambs and wool, and the gradual decay of returns over costs are cause for industry concern. The outlook is further darkened, especially for new entrants, by the exclusion of land costs as a component of cost of production in these estimates. Land is needed only as a site for buildings and lots for some types of livestock enterprises, but it is a major part of the investment for most sheep enterprises."

Again, the sheep industry's problems are genuine but do not represent emergency conditions. Further, the major economic problems are not solvable through predator control. If federal help is appropriate at all, it should be directed at relieving the rising costs of inputs and, as the Senate report implies, land.

The second question, whether 1080 can provide meaningful relief, is related to the magnitude of predator losses.

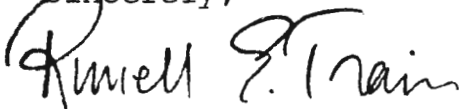
On page 26 of Predator Damage in the West, it is reported that a nationwide mail survey conducted by USDA estimated that predator losses in California claimed 2.7 percent of the ewes and 9.7 percent of the lambs in 1974. However, these are maximum estimates.

A comprehensive survey by Nesse et al. (1976) in the same year in California showed only 1.1 percent of the ewes and 2.7 percent of the lambs to have been killed by predators. Furthermore, the same USDA nationwide mail survey shows that in Kansas in 1974 3.2 percent of the lambs and 3.4 percent of the ewes were lost to coyotes. A Kansas study by Meduna (1975-76), in which losses were verified and 25 percent of ranchers were contacted, shows only 0.7 percent of the ewes and 0.9 percent of the lambs as being lost to coyotes.

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Robel (1981) reports losses in Kansas of 0.9% of the stock sheep inventory and 0.9% of the lambs. He believes the personal contact with producers and the monthly reporting system used in his research increased the accuracy of these estimates. "Predator loss estimates from mail surveys," Robel states, "are subject to the 30 to 200% positive bias commonly associated with mail surveys concerned with emotional issues." Even taking the high estimates, and assuming 1080 would be 100% effective in eliminating losses, which it obviously was not prior to 1972 and would not be today, the poison would not begin to compensate for rising costs, inflation, and basic market fluctuations in response to supply-demand relationships. The use of 1080 is clearly an unnecessary environmental risk.

Sincerely,

A handwritten signature in dark ink, appearing to read "Russell E. Train". The signature is fluid and cursive, with the first name "Russell" being more prominent and the last name "Train" following in a similar style.

Russell E. Train
President

cc: The Honorable James G. Watt
Secretary of the Interior

Mr. C. Raymond Arnett
Assistant Secretary of the Interior
for Fish and Wildlife and Parks



ENV-PROACBJS
(ANIMAL DAMAGE CONTROL)
1601 CONNECTICUT AVENUE, N.W.
WASHINGTON, D.C. 20009
CABLE: PANDAFUND TELEX: 64505
TELEPHONE: (202) 387-0800

NEWS RELEASE

Release #12-81
FOR IMMEDIATE RELEASE -- July 30, 1981

CONTACT: Neill Heath (202) 387-0800

EX-AGENCY HEAD RAPS EPA PLANS TO REOPEN "COMPOUND 1080" ISSUE

Russell Train, former head of the Environmental Protection Agency, said today in a letter to present EPA administrator Anne Gorsuch, that he could see no benefit to the American public in EPA's recent move to reopen the costly process of considering registration of compound 1080. Train called the move an "attempt to reverse a decade of evolving public land policy and progress in the field of wildlife management."

Train's letter was in response to an announcement by EPA that hearings would be held July 31 to collect information for further study on the use of compound 1080. Compound 1080 was banned in 1972 by the federal government after seven years of research which concluded that it was unacceptable for use in public lands. "Compound 1080 is a deadly, nonselective -- and thus ecologically unsound -- threat to wildlife," said Train, now president of World Wildlife Fund-U.S. "World Wildlife Fund-U.S., as a matter of policy, opposes its use on public or private lands." Train was named by former President Nixon as the first head of the Council on Environmental Quality. He was later named head of EPA.

Until the 1972 ban, compound 1080 (sodium monofluoroacetate) was the favorite weapon of Western sheep ranchers and predator control agents against the coyote. Sheep carcasses injected with the solution were placed in the open to attract the coyotes. This method of predator control was not selective and killed not only

-- more --

coyotes, but other carrion-foraging animals, including bobcats, badgers, foxes, raccoons, vultures, hawks and eagles.

World Wildlife Fund-U.S. is the principal American organization engaged in conservation projects around the world. WWF-U.S. is nonprofit and independent, but maintains an affiliation with World Wildlife Fund-International.

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