THE SECRETARY OF THE INTERIOR
WASHINGTON

Order No. 3454

Subject: Supporting America's Ranchers through Resilient Rangelands

Sec. 1. Purpose. The purpose of this Order is to support domestic livestock production by expanding grazing opportunities on lands managed by the Department of the Interior (Department), promoting healthy and resilient rangelands and providing flexibility, stability and support for ranchers. This Order advances Executive Order (EO) 14425, titled "Supporting America's Ranchers," issued September 4, 2026 (91 FR 57765), by directing Bureaus to identify and open additional grazing opportunities and improve rangeland conditions.

This Order directs the Bureaus and Offices identified below to:

a. establish a Department-wide Rangeland Health Initiative;

b. prioritize the processing of applications for vacant allotments and identify additional lands that could be made available for grazing;

c. expedite grazing permit renewals, including through the use of super intelligence (SI) and renew permits for the full 10-year term;

d. rehabilitate and promote durable rangelands and landscapes, and support the reinstatement of suspended and inactive Animal Unit Months (AUMs) where forage and rangeland conditions allow;

e. strengthen coordination of wildfire mitigation, communications and post-fire recovery on rangelands; and

f. recommend changes to regulations, policies and guidance that unnecessarily limit grazing or the protection of livestock from predators.

Sec. 2. Authority. This Order is issued under:

a. Section 2 of Reorganization Plan No. 3 of 1950 (64 Stat. 1262), as amended.

b. The Taylor Grazing Act of 1934 (TGA), as amended (43 U.S.C. 315 et seq.).

c. The Federal Land Policy and Management Act of 1976 (FLPMA), as amended (43 U.S.C. 1701 et seq.).

d. The Public Rangelands Improvement Act of 1978 (43 U.S.C. 1901 et seq.).

e. The Wild Free-Roaming Horses and Burros Act of 1971, as amended (16 U.S.C. 1331 et seq.).

f. The National Wildlife Refuge System Administration Act of 1966, as amended (16 U.S.C. 668dd-668ee).

g. The Fish and Wildlife Act of 1956, as amended (16 U.S.C. 742a et seq.).

h. The Migratory Bird Treaty Act, as amended (16 U.S.C. 703 et seq.), and the Bald and Golden Eagle Protection Act, as amended (16 U.S.C. 668-668d).

i. The National Park Service Organic Act, as amended (54 U.S.C. 100101 et seq.), and applicable unit enabling statutes.

j. The Reclamation Act of 1902, as amended and supplemented, and subsequent project authorities.

k. The American Indian Agricultural Resource Management Act of 1993 (25 U.S.C. 3701 et seq.).

l. Secretary's Order No. 3448, titled "Establishment of the U.S. Wildland Fire Service," (January 12, 2026).

m. Other applicable statutes and regulations governing Department-managed lands and waters.

Sec. 3. Background. Ranchers play a vital role in the Nation's food supply, supporting rural economies, maintaining resource health and preserving cultural heritage. Many also depend on Federal rangelands to sustain their operations. As EO 14425 recognized, the national cattle herd is at a 75-year low while consumer demand for beef remains strong. Supporting a stable and productive domestic livestock industry requires Federal land management practices that promote healthy rangelands, provide reliable grazing opportunities for sheep and cattle and reduce unnecessary administrative burdens on ranchers and Tribes.

The TGA established a framework for managing public rangelands for livestock grazing, including grazing districts and authorization of grazing by qualified local stockmen with commensurate base property who contributed to the local economy and community. FLPMA identifies domestic livestock grazing as a principal or major use of the public lands, to be managed consistently with applicable law and the multiple-use and sustained-yield mandate. Together, the TGA and FLPMA provide the framework for livestock grazing on lands managed by the Bureau of Land Management (BLM).

Healthy and resilient rangelands are essential for livestock production, wildlife habitat conservation, recreation and many other beneficial uses on Federal lands. However, invasive species, catastrophic wildfire, extended drought and the overpopulation of wild horses and burros have reduced available forage and adversely affected rangeland health. The Department should use its existing authorities, programs and resources to improve rangeland conditions, expand appropriate grazing opportunities, increase certainty for permittees and ensure that Federal grazing programs are administered efficiently and consistently with applicable law.

Sec. 4. Policy. It is the policy of the Department that:

a. Domestic livestock grazing, consistent with the TGA (43 U.S.C. 315) and as a principal or major use of the public lands under FLPMA (43 U.S.C. 1702(*l*)), should be supported and maintained on lands managed by BLM, fulfilling BLM's multiple-use and sustained-yield mandate.

b. The Department will, where appropriate and consistent with applicable law, use well-managed grazing as an important tool for reducing fuel loads, controlling invasive annual grasses and reducing wildfire risk on Federal lands.

c. The Department should maintain or increase grazing capacity wherever possible, with a goal of no net loss of AUMs.

d. BLM will prioritize renewal decisions for permittees who are meeting the terms and conditions of their permits (43 U.S.C. 315b), consistent with section 402(c)(1) of FLPMA (43 U.S.C. 1752(c)(1)) and the preference for 10-year permits expressed in Section 6(a)(2)(b) below, giving ranchers the stability to invest in their operations and the land.

e. Livestock grazing should be allowed on wildlife refuges under "cooperative agriculture agreements" so long as the grazing plan meets both U.S. Fish and Wildlife Service (FWS) conservation and agricultural management goals.

f. Consistent with section 5 of EO 14425, actions taken under this Order should benefit American consumers in the form of lower meat prices to the maximum extent possible.

Sec. 5. Department-Wide Directives.

a. **Rangeland Health Initiative.** This Order establishes the Rangeland Health Initiative (Initiative) to prioritize landscape-scale health and resilience across rangelands managed by the Department to facilitate the use of those lands, including for livestock production, wildlife habitat and recreation. BLM shall lead the Initiative.

1. Within 5 days of the date of this Order, the BLM Director shall designate the Rangeland Health Initiative Lead (Initiative Lead). The Initiative Lead shall coordinate with other Bureaus and Offices to identify lands that could be made available for grazing of production oriented livestock, identify the steps necessary to facilitate the issuance of grazing permits or agreements on those lands and disseminate information to the public.

2. Within 10 days of the date of this Order, the heads of the Bureau of Reclamation (BOR), FWS, National Park Service (NPS), U.S. Geological Survey (USGS), Bureau of Indian Affairs (BIA), U.S. Wildland Fire Service (USWFS), Office of Policy, Management and Budget and Office of the Chief Information Officer (OCIO) shall each designate a point of contact to coordinate with the Initiative Lead.

b. **Identification of Lands Available for Grazing.** Within 30 days of the date of this Order, BLM, BOR, FWS and NPS shall each determine whether they manage lands that could be made available for either long-term grazing or for emergency and temporary use by permittees displaced by wildfire, drought or other conditions that have made grazing on their permitted allotments infeasible. Each Bureau shall submit to the Initiative Lead and the Office of the Deputy Secretary an interim report, including a map identifying such lands and any statutory, land use planning or unit-purpose considerations that may affect their availability.

c. **Plans to Authorize Grazing of Production-Oriented Livestock on Identified Lands.** Within 120 days of the date of this Order, each Bureau that identified lands under section 5(b) shall submit to the Initiative Lead and the Office of the Deputy Secretary an interim report detailing the steps necessary to facilitate the issuance of grazing permits or other grazing authorizations or agreements on those lands, the process by which the lands may be permitted, a proposed timeline for completing the necessary steps to issue permits and a plan for ensuring that permittees and prospective permittees are aware of the lands being made available.

d. **Department-Wide Grazing Availability Map.** Within 150 days of the date of this Order, BLM, with support from the OCIO and, as needed, USGS, shall develop a Department-wide map of lands available for grazing and integrate those lands into BLM's existing vacant allotment web map tool. OCIO shall assist BLM in improving the tool so that the public can readily determine how to apply for grazing on available allotments or lands identified under 5(c) and the status of pending applications. BLM shall coordinate with the U.S. Department of Agriculture (USDA), including the U.S. Forest Service (USFS), to develop a cohesive interagency map of Federal lands available for grazing. The map shall be included in the Rangeland Health Initiative Report required by section 5(e).

e. **Rangeland Health Initiative Report.** Within 180 days of the date of this Order, the Initiative Lead shall submit to the Office of the Deputy Secretary a report detailing a comprehensive framework to improve rangeland health and identify unused grazing lands across all identified Bureaus. The Initiative Lead shall coordinate with the other Bureaus and with USDA, including USFS, to incorporate, to the maximum extent practicable, resources available inside and outside the Department. The report shall include:

1. the lands identified and described in section 5(b), including the categorization of lands that could be utilized for temporary and emergency grazing and lands that could be utilized for 10-year grazing permits;

2. the steps necessary to facilitate grazing as described in section 5(c);

3. the Department-wide grazing availability map described in section 5(d);

4. recommendations for grants, cooperative agreements or other opportunities from new or existing Federal options (i.e., Good Neighbor

Authority) and, where practicable, opportunities to coordinate with State, local and Tribal governments that would improve rangeland health and increase available forage, improve rangeland condition, increase seed production capacity, manage invasive species and improve post-fire rehabilitation;

5. proposed guidance, instruction memoranda or other regulatory updates that could inform reinstating or increasing AUMs on existing permits or leases;

6. a communications plan to disseminate information to applicable local offices for each Bureau with lands available for grazing and to permittees that clearly describes available resources and opportunities, including emergency and temporary options for displaced permittees and lands available for 10-year permits across the Department;

7. an assessment to identify current and projected seed needs, capacity gaps, recommended cooperative procurement mechanisms and restoration standards;

8. an assessment of invasive species threats to rangeland health and proposed cross-Bureau/agency treatment plan, including the role of targeted grazing; and

9. the status of the actions directed in sections 6(a)(5), 6(a)(6), and 6(a)(7) of this Order.

f. **Review of Policies Affecting Ranchers.** To inform the Department's contribution to the report to the President required by section 2 of EO 14425, within 30 days of the date of this Order, BLM, BOR, FWS, NPS, USWFS and BIA shall each identify regulations, guidance and other policies affecting ranchers and submit to the Office of the Deputy Secretary recommendations for actions that would promote the financial viability of ranching operations and expand grazing opportunities, consistent with applicable law.

g. **Use of Technology to Expedite Permit Renewals and Resolve the Permit Renewal Backlog.** OCIO shall coordinate with the Initiative Lead to employ SI and other technologies to improve the long-term grazing permit renewal process, with the purpose of expediting permit approvals and reducing the existing backlog of permit renewals. Within 90 days of the date of this Order, OCIO and BLM shall submit to the Office of the Deputy Secretary a joint plan that:

1. uses the Streamline Resource Assessment process and other SI tools to identify expiring and backlogged permits that propose no change in current grazing management and are eligible for renewal for a 10-year term, including renewals that qualify for the categorical exclusion under section 402(h) of FLPMA (43 U.S.C. 1752(h));

2. uses SI to assist field staff in preparing renewal documentation, including environmental review documents (e.g., Fundamentals of Rangeland Health, Environmental Assessments) and draft permit decisions;

3. identifies the data, systems, training and staffing needed to carry out the plan, including any improvements to BLM's Rangeland Administration System; and

4. establishes targets and a schedule for reducing the permit backlog.

SI tools shall be used consistent with applicable law and Departmental policy, and final permit decisions shall remain with the BLM authorized officer.

h. **Seed Supply Coordination.** The Department shall utilize the existing coordinating entity of the National Interagency Seed and Restoration Center (NISRC), which includes internal and external partners, to implement the National Seed Strategy. Within 60 days of the date of this Order, an Executive Steering Committee charter shall be completed for NISRC. Within 180 days of the date of this Order, the National Seed Strategy shall be updated to reflect administration priorities.

Sec. 6. Bureau-Specific Directives.

a. **BLM.** BLM shall take the following actions, consistent with FLPMA, the TGA, and the BLM's grazing regulations at 43 CFR part 4100:

1. **Vacant and Ungrazed (non-use) Allotments.** Within 45 days of the date of this Order, the BLM shall issue guidance directing field offices to:

a) establish a clear, step-by-step application process for vacant allotments and publish it on the tool identified in 5(b);

b) clarify when an applicable categorical exclusion or existing environmental analysis, as documented with a determination of National Environmental Policy Act (NEPA) adequacy, may be used to comply with NEPA, so that applicants are not required to wait for new analysis where none is required;

c) clarify how BLM will allocate vacant allotments among qualified applicants, including the preference for local landowners engaged in the livestock business under section 3 of the TGA (43 U.S.C. 315b) and the factors at 43 CFR 4130.1-2 (or successor regulation) and how consistent with applicable law, local, young and beginning ranchers will be considered;

d) set target timelines for field offices to act on complete applications;

e) provide that, where forage is available on a sustained basis and subject to applicable law, qualified applicants be offered permits

for a full 10-year term rather than nonrenewable annual permits; and

f) create and implement a centralized process to identify ungrazed (non-use) allotments and track the reason for non-use;

2. **Term Permit Renewals and Backlog.**

a) Within 60 days of the date of this Order, BLM shall submit to the Office of the Deputy Secretary a plan to eliminate the backlog of grazing permits and leases that are pending renewal or were last renewed under section 402(c)(2) of FLPMA (43 U.S.C. 1752(c)(2)). The plan shall quantify the backlog by State and field office, establish annual reduction targets and incorporate the joint plan developed with OCIO under section 5(g).

b) Consistent with 43 CFR 4130.2(d), BLM shall renew permits for a 10-year term where the permittee is meeting the terms and conditions of the permit, unless the regulation allows for a shorter term. BLM shall prioritize renewals that propose no change in current grazing management, including through use of the categorical exclusions provided under section 402(h) of FLPMA and in Department NEPA guidance.

3. **Suspended AUMs.**

a) Within 90 days of the date of this Order, BLM shall, in consultation, cooperation and coordination with the affected permittees or lessees for each allotment, inventory permits and leases to identify suspended AUMs including those suspended AUMs that were identified on grazing permits and leases prior to 1995. Once the inventory is completed, BLM shall submit to the Office of the Deputy Secretary a report describing a process to evaluate and reinstate all inventoried suspended AUMs consistent with applicable law and rangeland conditions. The report shall identify priority areas for targeted action based on landscape health, wildfire risk and local demand for grazing.

b) Within 180 days of the date of this Order, BLM shall submit to the Office of the Deputy Secretary a report on the number of suspended AUMs that have been reinstated and a plan to evaluate those that have not been reinstated.

4. **Staff Training and Development.** BLM shall prioritize staff training in rangeland monitoring, NEPA compliance, grazing permit issuance and compliance and implementation of the Fundamentals of Rangeland Health and Standards and Guidelines for Grazing Administration (43 CFR subpart 4180, or any subsequent version of BLM regulations addressing rangeland health), including the tools for streamlining those processes

available under section 402 of FLPMA. Within 30 days of the date of this Order, BLM shall submit to the Office of the Deputy Secretary a staff development plan to increase such training.

5. **Young and Beginning Rancher Mentorship.** BLM shall establish, in coordination with USFS to the extent practicable, a mentorship program for young and beginning ranchers to help the next generation of ranchers navigate the Federal grazing permit process. BLM shall include a proposed program design and implementation timeline in the Rangeland Health Initiative Report.

6. **Seed Supply.** BLM shall coordinate with NISRC, other Federal agencies, and with State, Tribal, local and private partners to ensure that the supply of native seed meets the demand created by wildfire and other large-scale disturbances, including use for restoration (regardless of scale).

7. **Wild Horses and Burros.** Consistent with the Wild Free-Roaming Horses and Burros Act, BLM shall, to the maximum extent practicable, seek to reduce impacts to rangeland health caused by wild horses and burros that it manages. BLM shall also:

   a) explore alternatives to improve the tracking of fertility control treatments and the on-range management of animals receiving those treatments;

   b) collect and analyze data on the impacts of wild horses and burros on rangeland health and grazing allotments and include its findings in the Rangeland Health Initiative Report; and

   c) develop a plan to reach appropriate management levels (AML) in herd management areas, including how to maintain AML once reached, to ensure cessation of the destruction of rangelands by excess wild horses and burros.

8. **Coordination with USFS.** BLM shall work with USFS, to the extent practicable, to process grazing permit renewals in a timely manner and to assist permittees displaced by wildfire or other emergencies.

b. **FWS.**

1. **Avian Predation.** Within 90 days of the date of this Order, FWS, in coordination with BLM and in consultation with the USDA Animal and Plant Health Inspection Service - Wildlife Services, shall identify existing regulations, policies, guidance and permitting processes under the Migratory Bird Treaty Act and the Bald and Golden Eagle Protection Act that affect livestock producers' ability to identify and address avian depredation on livestock. FWS shall then submit to the Office of the Deputy Secretary recommended changes to ensure that livestock may be

protected to the maximum extent practicable, consistent with applicable law.

2. **Compatibility Determination.** Within 120 days of the date of this Order, FWS shall initiate compatibility determinations for grazing in units of the National Wildlife Refuge System where it meets management objectives. The review shall include the compatibility of both emergency and temporary grazing authorizations and 10-year term grazing authorizations.

3. **Predation by Wolves**

   a. The Secretary of the Interior shall consider amending regulations or providing additional guidance to enable greater responsiveness to situations involving wolf threats to human safety and persistent livestock depredation, including its criteria for authorizing lethal predator removal.

   b. Within 15 days of the date of this Order, the FWS shall complete a review of the ESA section 10j rule and Memorandum of Understanding signed with the state of Colorado regarding the reintroduction of gray wolves into Colorado to (a) ensure that ranchers are adequately considered and compensated for livestock losses and (b) whether there has been full compliance with the program requirements and (c) evaluate program modifications that will address other problems identified by ranchers. Upon completion of the review, a report shall be prepared with recommendations for program improvement including an update to the Memorandum of Understanding between the Department of the Interior and the State of Colorado.

c. **USWFS.**

1. **Wildfire Communications.** Within 30 days of the date of this Order, USWFS shall submit to the Office of the Deputy Secretary a plan that comprehensively details a strategy for wildfire communications, including:

   a) communication and coordination with grazing permittees and affected communities, including emergency communications during wildfire response, and communications regarding post-fire rehabilitation and access to allotments and leases;

   b) communication and coordination with grazing permittees, lessees and communities regarding the process for risk mapping of rangelands; and

   c) plans for disseminating information during wildfire response and post-fire stabilization and rehabilitation to local communities and partner organizations.

2. **Pre- and Post-Fire Coordination.** USWFS shall coordinate pre-fire treatments and post-fire rehabilitation with the land management Bureau of jurisdiction and, where important habitat is identified, with the appropriate State game management agency. Within 180 days of the date of this Order, USWFS and each applicable land management Bureau shall develop a joint, annual work plan for wildfire mitigation and post-fire rehabilitation, including seeding, infrastructure maintenance, fuel breaks, fuels management and targeted grazing. Work plans should be developed by geographic area and shall be prioritized based on risk to human life and safety, important wildlife habitat and protection of rangelands. Work plans shall also identify criteria for returning livestock to burned allotments once site-specific recovery objectives are met. Plans will be reviewed and updated by March 15 annually.

d. **BIA.**

1. **Grazing Access.** Where Tribes or individual Indian allottees express interest, and consistent with the American Indian Agricultural Resource Management Act and 25 CFR parts 161 and 167 through 168, BIA shall support efforts to make Indian agricultural lands available for grazing, including for emergency and temporary use by livestock operators displaced by wildfire or other disturbances. With the consent of the Tribe or allottees, BIA shall report any such opportunities to the Initiative Lead for inclusion in the Department-wide grazing availability map.

2. **New Rancher Program.** BIA—consistent with BLM—will support a new or young rancher program for Tribal youth to start a ranching operation on Tribal Trust lands.

3. **Meat Processing Capacity**. To increase domestic processing capacity, and to the benefit of all producers, BIA will work with USDA's Office of Tribal Relations to support Tribally owned or managed processing facilities on or near Tribal Trust Lands, including mobile harvest units.

4. **Feral Horse Reduction**. BIA—in coordination with BLM—will work with Tribes to reduce the number of feral horses degrading Tribal Trust grazing lands.

e. **BOR.**

1. **Grazing Access**. Within 120 days of the date of this order, BOR shall provide to the Initiative Lead and the Office of the Deputy Secretary an interim report and map identifying the locations of all BOR-managed properties that could be used for livestock grazing during emergencies such as closure of grazing allotments due to wildfire or other emergency situations. This map shall include the point of contact within BOR to understand the application process and the terms and conditions under which grazing could occur.

Sec. 7. Implementation Responsibilities.

a. The Office of the Deputy Secretary is responsible for ensuring implementation of this Order, including tracking the deliverables required by this Order and coordinating the Department's contributions to reports required by EO 14425.

b. Each Assistant Secretary is responsible for ensuring that their respective Bureaus and Offices fully implement the provisions of this Order.

c. Each Bureau and Office leader is responsible for ensuring compliance within their organization and for ensuring that the point of contact designated under section 5(a)(2) is afforded the time and resources necessary to carry out this Order.

d. Unless otherwise specified, all deadlines in this Order are calculated in calendar days from the date of this Order, and all reports shall be submitted to the Office of the Deputy Secretary through the appropriate Assistant Secretary.

Sec. 8. Effect of this Order. This Order is intended to improve the internal management of the Department. This Order and any resulting report or recommendations are not intended to, and do not, create any right or benefit, substantive or procedural, enforceable at law or equity by a party against the United States, its departments, agencies, instrumentalities or entities, its officers or employees or any other person. To the extent there is any inconsistency between the provisions of this Order and any Federal laws or regulations, the laws or regulations will control. This Order shall be implemented subject to the availability of appropriations.

Sec. 9. Expiration Date. This Order is effective immediately and will remain in effect until its provisions are fully implemented, or until it is amended, superseded, or revoked, whichever occurs first.



Secretary of the Interior

Date: **OCT 27 2026**