## Guidelines for Weed-Free Seed, Forage, Mulch, and Fill Materials in Region 3



# Guidelines for Weed-Free Seed, Forage, Mulch, and Fill Materials in Region 3

Policy provided in Forest Service Manual (FSM) 2900 – INVASIVE SPECIES MANAGEMENT requires that every effort should be made to ensure that all materials used on the National Forest System (NFS) are free of invasive species and/or noxious weeds (including reproductive/propagative material such as seeds, roots, stems, flowers, leaves, etc.). Invasive species means, with regard to a particular ecosystem, a non-native organism whose introduction causes or is likely to cause economic or environmental harm, or harm to human, animal, or plant health (from Executive Order 13112, as amended – Safeguarding the Nation from the Impacts of Invasive Species, signed Dec. 5, 2016).

Requirements for inspection, testing, and certification of weed-free materials largely follow Government regulations for various weed species. A *noxious* weed is any plant (typically invasive) that is regulated by Federal, State, or county governments due to concerns with public health, agriculture, or property. Under a State's seed law, seed from *prohibited* noxious weeds cannot be sold, grown, or transported in that State. Noxious weed species designated by a particular State as *restricted* are highly regulated in the number or percentage of seeds that can be found in any seed lot.

Where States have legislative authority to certify materials as weed-free (or invasive-free) and have an active State program, forest officers are required to develop rules restricting the possession, use, and transport of those materials unless proof exists that they have been State-certified as weed-free (or invasive-free), as provided in 36 CFR 261 and Departmental Regulation 1512-1 (FSM 2903). Actions taken under BAER (Burned Area Emergency Response) must comply with FSM 2081 [now FSM 2900], Executive Order 13112, and applicable State noxious weed prevention requirements in setting standards for seed, straw, and other plant materials (FSM 2523.2).

To ensure that invasive weed species are not introduced during projects involving NFS lands in Region 3, the following set of guidelines should be implemented for (1) seed testing and (2) inspection, testing, and/or certification of forage, mulch (straw or wood), and fill materials. Specifications and requirements in the Regional guidelines must be used in BAER contracts, rule or regulation setting, road construction and maintenance, office landscaping, seeding for range and watershed rehabilitation, and other Forest Service operations or processes. Applicable parts of this document may be adapted as necessary to specific sections of contracts, agreements, purchase orders, etc. The Regional guidelines may be

modified on a case-by-case basis; however, any changes to requirements for inspection, testing, or certification must be discussed beforehand with forest invasive species coordinators. More information on the use of weed-free materials may be found in the *Guidance for Invasive Species Management in the Southwestern Region* (https://www.fs.usda.gov/Internet/FSE\_DOCUMENTS/stelprd3801891.pdf).

#### I. Seed Testing

#### **Seed Contracts or Purchases**

Under FSM 2903, any seed used on the National Forest System must not contain seed from invasive and/or noxious weeds. Region 3's supplemental section 105.02(a) to USDOT's *Standard Specifications* for Construction of Roads and Bridges on Federal Highway Projects (FP-03, Metric Units) stipulates that all seed used in project work involving roads and bridges on NFS lands must be free of noxious weeds. Forest Service contracts and purchases should therefore contain clauses that will ensure that seed has been tested to determine whether seed from invasive, noxious, prohibited, or restricted weed species is present. Testing should also indicate whether contracted seed specifications such as Pure Live Seed (PLS) and seed mixture percentages have been met.

In addition to prohibiting invasive or noxious weed seed, individual forests may have specific contracting or purchasing requirements to exclude seed of common weed species known to be harmful to NFS lands. Since seed of native plant species is often contaminated with seed of common weeds, practical limits on the level of contaminating weed seed as found during seed testing may have to be set in contracts and purchases in some situations. The limits set on amounts of common weed seed in a particular seed mix must be protective of land resources associated with NFS lands where the seed is to be applied.

#### Specifications/Requirements for Seed

Source of collected seeds – It is essential that seed used for project seeding is adaptable to destination States associated with Region 3 (i.e., AZ, NM, OK, or TX) where the seed will be applied. Therefore, preference may be given to seed collected in the western or southwestern parts of the US. When seed origin is of specific concern, AOSA has a classification for seed certification termed *Source Identified Seed* that allows verification of the origin and ecotype of specific native seed collections (along with seedlings or other propagative materials). Certification agencies can follow AOSA procedures for this classification to verify that seed is harvested in natural stands, seed production areas, fields, or orchards where no selection or testing of the parent population has been conducted. Bags containing *Source* 

<sup>&</sup>lt;sup>1</sup> See http://fsweb.r3.fs.fed.us/eng/transportation/development/preconstruction.html.

Identified Seed receive a yellow seed tag to indicate that the location of the seed harvest has been reasonably verified by the certifying agency. Seed certified as Source Identified Seed may be requested at the time of purchase or through a task order when (1) verification of a seed source is needed, (2) a local seed source is required, or (3) an adequate source of seed exists locally. This specific seed class may be used in conjunction with direction given under FSM 2070 – VEGETATION ECOLOGY, which requires choosing native plant materials for revegetation, restoration, and rehabilitation of NFS lands whenever possible.

**Seed sampling** – Representative seed samples of individual seed lots used for seed testing should be pulled after the purchase order or task order is received for a seeding project. If Forest Service personnel are unavailable to pull samples, Contractors must use an independent third-party contractor who is responsible for pulling seed samples from seed lots and then sending the samples to the seed lab in accordance with standard chain-of-custody procedures.

Samples taken from seed bags, totes, or bulk lots must be representative of seed variability. For seed lots consisting of 1 to 5 bags (or tote containers in some cases), each bag should be sampled by using a probe or by thrusting a hand into the seed. For lots consisting of 6 or more bags, 5 bags should be selected at random across the lot and sampled including at least 10% of the total number of bags in the lot. As an example, 6 bags out of a 10-bag lot should be randomly selected and tested (6 bags = 5 bags +  $(0.1 \times 10 \text{ bags})$ ). However, no more than 30 randomly selected bags or totes should be sampled from the lot regardless of the total number of bags or totes. Individual samples of equal size taken from the bags or totes should be (1) thoroughly mixed and pooled into a composite sample, (2) divided down to the amount required by the seed lab, and (3) put into a single, securely sealed container (zip-lock bag, cloth bag, heavy-stock envelope, etc.) for shipment to the seed lab.

For bulk lots of loose seed in a bin or truck bed, samples of the same size should be taken across evenly distributed portions of the bulk lot. A long probe or trier that can reach all depths of seed should be used to sample randomly within each same-sized portion of the bulk lot. If a probe or trier is unavailable or impractical, the samples should be taken manually by thrusting a hand into the seed. To derive the number of samples to be taken, the gross amount of seed in the lot should be divided by the average wt. of a seed bag, which typically is 50 lbs. (e.g., 1,000 lbs. seed ÷ 50 lbs. seed = 20 seed samples). However, no more than 30 cores or handfuls should be taken from the bulk lot regardless of the total amount of seed. Individual samples of equal size taken as cores or handfuls should be (1) thoroughly mixed into a composite sample, (2) divided down to the amount required by the seed lab, and (3) put into a single, securely sealed container (zip-lock bag, cloth bag, heavy-stock envelope, etc.) for shipment to the lab.

**Seed testing** – Seed used for project seeding must be analyzed by an independent third-party seed lab that follows standards of the Association of Official Seed Analysts (AOSA). A number of seed labs (State-affiliated and private) in the Southwest perform seed testing according to AOSA standards. Further information on seed labs can be found at these websites:

- 1. AOSA contact list for seed labs (http://www.aosaseed.com/members directory)
- 2. <u>Colorado Seed Laboratory</u> (http://seedlab.colostate.edu/testing info.html)
- 3. New Mexico State Seed Laboratory (http://www.nmda.nmsu.edu/seed-lab/)

In general, seed lots should be sampled and tested only after seed of required species has been blended together in a final seed mix according to contract specifications. Post-mix testing helps ensure that contracted percentages of plant species are attained in the lot. However, it is often difficult to return seed once it is mixed for a custom order, so agreement should be reached in advance on a clear return policy if post-mix test results are unacceptable. Pre-mix sampling and testing by a Contractor may specifically be authorized by the COR or in a particular contract such as an IDIQ contract if there is a time-sensitive requirement (e.g., BAER actions).

Seed tags and chain-of-custody paperwork such as transit certificates should accompany each tested seed lot. If necessary, the COR or another Forest Service representative may be present when the seed is mixed to ensure that the mixing is done according to contract percentages. As a check, samples of the final seed mix may be taken by the COR or other FS representative and stored for future testing at a later date.

At least two weeks should be allowed for seed testing, although this can vary according to season. The Purchasing Agent or Contractor should consult the seed lab beforehand on time required for analyses as well as sample quantities and procedures necessary for testing. Samples sent to the seed lab must be tested under AOSA standards to determine purity, viability, moisture, inert materials, non-contractual types of crop seed, and weed seed. Seed viability may be determined with either germination tests or testing with tetrazolium (TZ). TZ testing requires less time than germination tests, which can take days to weeks. However, germination tests may be required for adequate testing of seed from certain plant species whose seed is unsuited to TZ testing.

In addition to testing for PLS, seed sent to a seed lab must also be analyzed according to (1) noxious weed lists of the States of origin and destination and (2) noxious weed seed listings for all 50 States found in the USDA State Noxious – Weed Seed Requirements Recognized in the Administration of the Federal

Seed Act (see the State Noxious-Weed Seed Requirements link in https://www.ams.usda.gov/rules-regulations/fsa). The seed should also be analyzed for annual bromegrasses (cheatgrass, *Bromus tectorum*; Japanese brome, *Br. japonicus*; etc.), yellow bluestem (*Bothriochloa ischaemum*), Caucasian bluestem (*Bo. bladhii*), Russian thistle (*Salsola* species), and any weed species that is not on State noxious weed lists but is prohibited by the forest where the seed is to be applied. The Contractor, in consultation with the COR, must inform the seed lab of all States whose noxious weed lists should be considered during seed analyses.

Cleaning – All seed should be cleaned such that stems or debris longer than <sup>3</sup>/<sub>4</sub> inch no longer remain. Seed should also be visually inspected on a random basis for impurities.

**Storage** – Contracted seed must be stored securely after samples are pulled.

Acceptance – Test results for individual seed lots must be valid for date of seed application. For contracts, the origin of seed lots and seed lab test results must be reported to the COR prior to project implementation. At its discretion and own expense, the Forest Service may test seed lots before using the seed in project seeding. The Forest Service reserves the right to reject seed mixes by lot number that:

- 1. Do not meet contractual requirements for seed mix percentages, PLS, or Source Identified Seed.
- 2. Are not free of noxious or prohibited weed seed in any appreciable amounts.
- 3. Have restricted weed seed content greater than allowed by State standards.
- 4. Contain any seed from annual bromegrasses (cheatgrass, Japanese brome, etc.), yellow bluestem, Caucasian bluestem, Russian thistle, or any forest-prohibited weed species unless specifically authorized by the COR.
- 5. Exceed contents stated above for other types of weed seed or crop seed.
- 6. Are improperly cleaned.

If a suitable source of seed cannot be found to meet a particular time frame or limitations on cost, the Forest Service may alter seed requirements in the task order (except test requirements for invasive or common weeds) or cancel the order.

#### **Purchase Orders or Contractor-Furnished Items and Services**

Costs of seed sampling, testing, mixing, and shipment should normally be paid for by the Contractor and be part of a contract's bid price. The following should be included as part of (1) a seed purchase order or (2) items listed in a contract for meeting special equipment, ground support, and documentation needs:

- 1. All bags used for seed or seed stored in bulk lots should meet appropriate State seed law labeling requirements and have the following information listed on tags or transportation paperwork:
  - a) Name and variety of each seed component in excess of five percent of the whole; hybrids should be labeled as such when present.
  - b) Lot number or other lot identification.
  - c) Origin (State or County, if known) This includes information on yellow certification tags used for the *Source Identified Seed* class when requested by a task order. If origin is unknown, that fact should be stated.
  - d) Net weight Percentage by weight of all Pure Live Seed (PLS).
  - e) Percentage by weight of inert matter.
  - f) Percentage by weight of all other crop seeds.
  - g) The name and rate of occurrence per pound of weed seed present.
  - h) The name and rate of occurrence per pound of each kind of noxious weed seed present.
  - i) Test results for percent germination or tetrazolium for each seed species.
  - j) The calendar month and year the test was completed.
  - k) Name and address of the company or person responsible for analysis of seed.
  - 1) Name and address of the company selling the seed.

In addition to the information listed above, the COR may also request that extra information be placed on the label such as project name, national forest, unit, etc.

#### **Required Documentation from Contractors**

In addition to daily operational reports and a final report, a contract should also require:

- 1. Written documentation of the total amount (in pounds) of seed delivered.
- 2. Seed tags or transportation paperwork (e.g., transit certificates) from each lot of seed delivered (including any yellow *Source Identified Seed* tags) that must be attached to a separate sheet.
- 3. Seed lab test results.

## II. Certification, Inspection, and Testing for Forage, Mulch (Straw or Wood), and Fill Materials

Products that can be certified through weed-free programs include forages, mulches, and materials used for erosion control or fill. Products certified through these programs normally must meet minimum standards provided by the North American Invasive Species Management Association (NAISMA). To obtain certification, the product must be inspected prior to harvesting or distribution by a trained inspector from a certifying State agency (or a professional organization in some cases).

#### **Certification of Weed-free Agricultural Fields**

Certification of weed-free forage or straw mulch is accomplished when an inspector from a certifying agency inspects a field prior to harvest and issues a "Certificate of Inspection" to indicate that feed forage or straw from the field is free of noxious weeds (see Exhibit 1 below). Certification does not guarantee complete absence of noxious weeds; it only certifies that the inspector has made a reasonable and prudent visual inspection of the field. In some cases, forage or straw may be designated as meeting a minimum requirement for being "weed free" when only immature noxious or prohibited weeds are present. However, no field with viable seed or other propagative parts from noxious weeds can be certified.

### **Exhibit 1: Certificate of inspection issued in New Mexico**

New Mexico State University Seed Certification Agricultural Experiment Station College of Agricultural Commune and Environmental Sciences New Mexico State University MSC Stay PD Bone Environmental Sciences New Mexico State University MSC Stay PD Bone (773) 646-8137  CERTIFICATE OF INSPECTION New Mexico Nomious Weed Certification Program  This certifies that the field(s), quarry, facility or site as described herein, have been inspected according to North American Forage Certification Standards using both the North American and the New Mexico Department of Agriculture (NMDA) list of noxious species. The objective of this program is to help prevent and slow the spread of designated noxious weeds by providing products which are free* of the potential for transport and dispersal of listed weed species.  Producer: Phone: Phone: Phone (I)  Address: State: Zip Code: State: Zip Code: State: St		
according to North American Forage Certification Standards using both the North American and the New Mexico Department of Agriculture (NINDA) list of noxious species. The objective of this program is to help prevent and slow the spread of designated noxious weeds by providing products which are free* of the potential for transport and dispersal of listed weed species.  Producer: Phone: Description:    Phone: Description: Phone: Description:   Phone: Description:	NM STATE UNIVERSITY	Agricultural Experiment Station College of Agricultural, Consumer and Environmental Sciences New Maxico State University MSC 3Ley PO Box 30003 Las Cruces, NM 88003-8003 Phone: (575) 646-4125 Fax: (575) 646-8137  CERTIFICATE OF INSPECTION
Acres Inspected: Cutting: (circle one) 1st 2nd 3nd Other  Tons/Bales: Cutting: (circle one) 1st 2nd 3nd Other  Commodity  AMEETS requirements of the North American Forage Certification Standards using both the North American and the NMDA list of noxious species. This commodity contains variable amounts of annual weeds and/or other weeds not listed as prohibited or noxious.  BCOMPLIES with MINIMUM REQUIREMENTS of the North American Forage Certification Standards using both the North American and the NMDA list of noxious species. This commodity contains variable amounts of prohibited or noxious weed species which were immature, (no viable seed) when harvested/produced, or were treated to prevent seed formation. These plant parts, although not usually desirable in the commodity, are not considered able to begin new infestations.  Weeds Noted:  Additional Comments:  REQUIREMENTS  Forage must be certifiable within 10 days of harvesting and inspected in the Field of Origin by proper officials. Inspection shall include surrounding ditches, fence rows, easements, roads, loading areas and stockyards.  Certified by:	according to No the New Mexico program is to h	orth American Forage Certification Standards using both the North American and o Department of Agriculture (NMDA) list of noxious species. The objective of this nelp prevent and slow the spread of designated noxious weeds by providing
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White copy - Producer; Yellow copy - NMSUSC; Pink copy - Inspector	Certified by:	
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From: NMSU's *Noxious Weed Free Certification Program* website (http://seedcertification.nmsu.edu/certifiedweed-free-fora.html).

Bales from inspected fields are identified with purple/yellow twine (or orange/blue), galvanized wire, or certification tags (Exhibit 2). The special twine, wire, and/or tags (also called labels) provided to the producer at the time of inspection are used for proof of certification. When twine or wire is used, at least one strand needs to be wrapped around each bale of certified hay/straw.

Exhibit 2: Purple/yellow twine and tag (label) used in New Mexico for certification





From: NMSU's *Noxious Weed Free Certification Program* website (http://seedcertification.nmsu.edu/certifiedweed-free-fora.html).

A "Certificate of Transit" is issued by a certifying agency to verify that bales from a particular stack or lot originated from inspected fields (Exhibit 3). Transit certificates offered by certifying agencies for shipment of certified products are filled out by the inspector at the time of inspection with the exception of specific information on (1) the shipper and (2) the end user or consignee. The certificates are ordinarily issued for interstate shipping; however, they may also be issued for shipping within a State.

#### **Exhibit 3: Transit certificate issued in New Mexico**



New Mexico State University Seed Certification Agricultural Experiment Station Begs of Agricultural, Consumer and Environmental Science ricultural, Consumer and Environmental: New Mexico State University MSC 31.ey PO Box 30003 Las Cruces, NM 88003-8003 : (375) 646-4125 Fax: (575) 646-8137



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From: NMSU's Noxious Weed Free Certification Program website (http://seedcertification.nmsu.edu/ certified-weed-free-fora.html).

#### Weed-free Certification in Region 3

States associated with Region 3 vary considerably in their programs for inspecting and certifying weed-free materials. Arizona and New Mexico will inspect and certify forage and straw mulch. Currently, Oklahoma and Texas do not have weed-free certification programs; however, producers in the Texas panhandle may request inspection by a New Mexico program inspector to certify weed-free fields. In addition, New Mexico will inspect gravel/borrow material whereas Arizona's program does not. Further information on certification programs for weed-free materials can be found at:

- 1. <u>Arizona Crop Improvement Association (ACIA)</u> (http://www.arizonacrop.org/index.html)
- 2. New Mexico State University (http://seedcertification.nmsu.edu/certified-weed-free-fora.html)
- Colorado Department of Agriculture
   (https://www.colorado.gov/pacific/agconservation/weedfreeforage)

#### A. Forage

To help prevent introduction of invasive weeds, weed-free forage for livestock animals should be used on NFS lands and especially in wilderness areas. The term "forage" is used broadly by weed-free certification programs to include alfalfa, grass hay, straw, cubes, feed grains, and other crop-related products. Forage certified to be weed free or else commercially processed should be used whenever possible. Commercially processed feed includes pellets or steamed, rolled grains. Pellets are an agglomerated animal feed that has been formed by mechanically compacting and steaming feed materials before forcing it through die openings.

Commercial pellets – Commercially processed feed is considered weed free when heated to at least 140 °F; consequently, it does not need to be State certified. However, hay cubes are generally too large to ensure that all weed seed in a cube is heat-treated. Therefore, field certification or testing for noxious and other weed seed should normally be required for hay cubes. Private owners or users of pack-and-saddle animals used on NFS lands in Region 3 should be encouraged to use a commercially processed feed or else a certified weed-free forage since the Region currently does not have a weed-free order for animal forage.<sup>2</sup>

**Inspection/feeding of uncertified forage** – In situations where a sufficient supply of certified forage or commercial pellets is totally unavailable or prohibitively too expensive to purchase, uncertified forage

<sup>&</sup>lt;sup>2</sup> Leafy spurge (*Euphorbia esula*) is a noxious weed that may have been established on the Coconino NF through contaminated forage hay or straw bedding used for pack-and-saddle animals.

may be used after inspection for invasive/noxious or other types of weeds has been conducted. Inspections of bales (typically large round or rectangular, approx. 4-6 ft. in width) should be arranged by the Contractor and/or Forest Service prior to loading and shipment. An appropriate job hazard analysis (JHA) (FS form-6700-7) must be performed before a Forest Service employee conducts an inspection of bales still in a haystack.

Uncertified forage should not have weed seed or plant parts from noxious, prohibited, restricted, or forest-prohibited weed species. At least five bales out of every 30 bales in a large stack or lot should randomly be inspected prior to loading and shipping (i.e., 5 bales  $\div$  30 bales = 0.17 or 17% tested). To inspect a bale properly, the bale should be broken open and individual flakes examined for presence of weeds. For stacks or lots with fewer than 30 bales, all bales should be examined by using a coring instrument or hay knife to obtain a subsurface sample by coring or thrusting into the bale. When Forest Service personnel are unavailable, the Contractor must conduct the inspection.

Areas where uncertified forage is fed should be documented with GPS coordinates or marked on a map by Forest Service personnel or contractors for future reference. These areas should be monitored for weed establishment and treated if weeds of any type become established. Follow-up treatments should be made in succeeding years when necessary.

#### **Purchase Orders, Contracts, and Special Use Authorizations**

Forest Service contracts or agency-funded operations used to obtain forage for pack-and-saddle animals should stipulate that the forage is (1) certified to be weed-free, (2) a commercially processed feed, or (3) a feed that has been adequately inspected for presence of prohibited weeds. In accordance with FSM 2903, Forest Service purchase orders and contracts should ensure that animal forage or straw bedding are free of invasive species and/or noxious weeds before use on NFS lands. The *D-10 Noxious Weed and Exotic Plant Prevention and Control* clause from FSH 2709.11 Chapter 52.4 should be included in special use authorizations such as those for permit holders. The forage should also be stipulated by contracts and purchases to be free of inert materials and pest species such as fire ants.

#### **Specifications/Requirements for Weed-free Forage**

Certification – Contracted feed forage (hay, hay cubes, or grass) should be certified under standards of the Weed Free Forage Program of the North American Invasive Species Management Association (NAISMA) (http://www.naisma.org/weed-free-forage). To signify certification, individual bales of hay or grass must be appropriately identified with purple/yellow twine, galvanized wire, or certification tags (labels) from a certifying agency. Bales without at least one of these markings should be rejected. Bags

of hay cubes should also be appropriately marked as being certified. For large shipments of forage, a certificate of transit or inspection may be requested by the Forest Service. An original transit certificate or its copy should also accompany all inspected forage that has crossed a State line during shipment. As an alternative, copies of the inspection certificate obtained from the forage producer or certifying agency may be used in some cases rather than a transit certificate. This situation may arise particularly with some intrastate shipments of forage.

Acceptance – For agency-funded or contracted operations of the Forest Service, either commercially processed pellets or forage certified to be weed free must be used whenever possible. Evidence of certification such as colored twine, galvanized wire, or tags must be presented to the Purchasing Agent and/or COR prior to storage or the use of forage bales or hay cubes on NFS lands. At its discretion and own expense, the Forest Service may inspect contracted forage for seed or reproductive plant parts from weeds before use. Forage should be rejected if it (1) is not certified, (2) is not found to be free of noxious, prohibited, restricted, or forest-prohibited weed species in any appreciable amounts, or (3) does not meet contractual forage quality.

Prior to final purchase of uncertified forage, the purchase must be approved by the Forest Service. No forage will be accepted until inspections have been accounted for by the Forest Service. All forage will be rejected from any stack or lot if the respective sample is found to have any appreciable amount of seed or plant parts from noxious, prohibited, restricted, or forest-prohibited weed species. In addition, Forest Service personnel should conduct an inspection of each incoming truckload for presence of these weeds in bales and reject any truckload with such weeds unless otherwise authorized by the COR. The Forest Service reserves the right to conduct inspections of forage prior to livestock feeding and reject it if seed or reproductive parts from any prohibited weed species are found.

#### **B. Straw Mulch**

Straw mulch is commonly used in post-fire rehabilitation to provide ground cover. However, mulch spread over burned landscapes has a substantial potential to introduce seed or propagative parts from invasive plants or other potentially harmful weeds.<sup>3</sup> Prior to applying mulch over a burned landscape, a Forest Service invasive species coordinator should be consulted as to whether mulching in the burned area has the potential to establish or increase invasive weeds or other types of harmful weeds.

Certification, inspection, and/or testing are normally used to assure that straw mulch is reasonably free of invasive or common weeds. Since agricultural grain fields used for straw are often infested with invasive or common weeds, practical limits on the amount of seed and reproductive plant parts of these weed species as found during inspection or testing may have to be set in contracts and purchases in some situations. However, limits on seed and reproductive plant parts of invasive or common weeds set for straw mulch must be protective of land resources where the mulch is to be applied.

#### **Purchase Orders, Contracts, and Special Use Authorizations**

Forest Service contracts and purchases for straw mulch should ensure that requirements for certification, inspection, or testing of invasive weeds are met (FSM 2903). Region 3's supplemental section 105.02(a) to USDOT's *Standard Specifications for Construction of Roads and Bridges on Federal Highway Projects* (FP-03, Metric Units) stipulates that all seed used in project work involving roads and bridges on NFS lands must be free of noxious weeds.<sup>4</sup> Individual forests may also specifically prohibit common weed species that could be harmful to NFS lands if the mulch is applied. Contractors should also be required to prevent accidental spread of invasive weeds carried by vehicles, equipment, personnel, or materials used in the performance of the contract. The *D-10 Noxious Weed and Exotic Plant Prevention and Control* clause from FSH 2709.11 Chapter 52.4 should be included in special use authorizations for straw mulch.

<sup>&</sup>lt;sup>3</sup> After the Wallow fire on the Apache-Sitgreaves NFs in 2011, musk thistle (*Carduus nutans*) increased significantly in mulched areas with moderate to high burn severity suggesting that musk thistle seed was either present in the aerially applied straw mulch or that the mulch possibly may have provided cover for unburnt thistle seed to germinate thereby causing proliferation of this noxious weed within those areas.

<sup>&</sup>lt;sup>4</sup> See http://fsweb.r3.fs.fed.us/eng/transportation/development/preconstruction.html.

#### **Specifications/Requirements for Straw Mulch**

Under FSM 2903, straw mulch used on NFS lands must be free of noxious weeds. It should also be free of inert materials and pest species such as fire ants. In addition to noxious weeds, straw must also be free of harmful weeds that may not be listed on State noxious weed lists but could potentially be established when the straw mulch is applied on NFS lands. This includes weedy species prohibited for introduction or spread as identified by the COR, forest plans, NEPA decisions, or weed management plans of the national forest or national grassland where mulch application is to occur. At a minimum, mulch should not have appreciable amounts of annual bromes (cheatgrass, Japanese brome, etc.), Russian thistle, or forest-prohibited weed species unless authorized by the COR. Mulch should also be completely free of seed or plant parts of medusahead (*Taeniatherum caput-medusae*), ventenata (*Ventenata dubia*), yellow bluestem, and Caucasian bluestem. The Forest Service reserves the right to reject bales or lots containing these weed species or other harmful weed species. Specified limits on forest-prohibited weed species should be provided to the Contractor prior to Contractor acceptance of the terms of an individual project.

If possible, positive incentives should be offered to suppliers of straw mulch or else included in contracting language to:

- Exclude straw taken from the outer 1-2 swaths of a field since weeds are most commonly found at field edges. This exclusion has largely been implemented by industry already and by some State certification programs.
- 2. Obtain straw from irrigated fields which can reduce the presence of upland weeds like cheatgrass.
- 3. Obtain straw from specialty fields such as beer barley or pastry wheat.

Certification of straw – Baled straw used for mulch should be certified to be free of noxious weeds through a certification program that follows standards of the North American Invasive Species Management Association (NAISMA) (http://www.naisma.org/weed-free-forage). The straw must be completely free (or at least be free of viable seed or reproductive parts) of weed species that have been listed in noxious weed lists of the States of origin and destination for the straw as well as weeds listed in the North American Noxious Weed List, which is part of NAISMA's North American Weed Free Forage Certification Standards.

**Inspection of certified straw** – The Contractor and/or Forest Service should inspect bales to confirm certification before shipment. An appropriate job hazard analysis (JHA) (FS form-6700-7) must be

performed before a Forest Service employee conducts an inspection of bales still in a hay stack. To signify certification, individual bales must be identified under a marking system that uses colored twine, galvanized wire, or certification tags (labels). Bales without one of these markings should be rejected. A transit certificate used for interstate shipment should accompany all certified straw mulch that has been shipped across State lines. For each truckload of straw mulch material shipped across a State line, the Contractor must submit an original or a copy of the transit certificate to verify that straw bales shipped from a particular stack or lot originated from inspected fields. The certificate should be fully completed to include (1) contact information for the straw producer and the inspector(s), (2) the inspection certificate number, and (3) the estimated quantity of straw inspected in number of bales or tonnage. In cases where a transit certificate is unavailable (as possibly occurs with intrastate shipments), the Contractor must either obtain a transit certificate from the certifying agency or else copies of the inspection certificate(s) from the straw producer or certifying agency. Bales with markings (colored twine, galvanized wire, or tags) that do not correspond with an applicable transit or inspection certificate should be rejected.

Inspection/testing of uncertified straw – In situations where a sufficient supply of certified straw is unavailable for mulch, uncertified straw may be used after inspection and testing for noxious or other types of weeds. Inspection and testing of uncertified straw is particularly necessary due to the possible presence of jointed goatgrass (*Aegilops cylindrica*), wild oat (*Avena fatua*), brome grasses, Russian thistle, or other weeds commonly found in grain-producing fields.<sup>5</sup> Inspections and testing of bales (typically large round or rectangular, approx. 4-6 ft. in width) should be arranged by the Contractor and/or Forest Service prior to loading and shipment. An appropriate job hazard analysis (JHA) (FS form-6700-7) must be performed before a Forest Service employee conducts an inspection of bales still in a hay stack.

For testing, ten bales out of every 30 bales in a stack or lot should be randomly selected for sampling prior to loading and shipping (i.e., 10 bales ÷ 30 bales = 0.33 or 33% tested). For stacks or lots with fewer than 30 bales, the sampling percentage should still be 33% of the total number of bales. A coring instrument or hay knife should be used to obtain subsurface samples of equal size by coring or thrusting into the bale. When Forest Service personnel are unavailable to pull samples, Contractors must use an independent third-party contractor who is responsible for pulling straw samples from bales and then sending the samples to the seed lab in accordance with standard chain-of-custody procedures. Individual subsurface samples obtained from each of the 10 bales selected out of a 30-bale stack or lot (or smaller

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<sup>&</sup>lt;sup>5</sup> Jointed goatgrass is a noxious annual grass found in wheat fields. The species resembles wheat and can actually hybridize with wheat as it is genetically related. Jointed goatgrass was most likely established on several national forests in Region 3 through contaminated straw mulch or straw bedding used for pack-and-saddle animals.

stacks or lots when fewer than 30 bales are present) should be (1) thoroughly mixed in a 5-gal bucket into a composite sample, (2) divided down to an amount required by the seed lab (usually 2 lb.) for testing, and (3) put into a securely sealed container (paper bag, cloth bag, etc.) for shipment to the seed lab.

The Contractor or Purchasing Agent should consult an AOSA seed lab capable of testing bulky samples on appropriate procedures necessary for testing of samples and the time required for analysis. This should be determined beforehand since not all seed labs may be capable of processing and testing bulky samples such as straw. Uncertified straw samples sent to a seed lab must be tested for presence of weeds according to (1) noxious weed lists of the States of origin and destination and (2) noxious weed listings for all 50 States found in USDA's *State Noxious – Weed Seed Requirements Recognized in the Administration of the Federal Seed Act*. The Contractor, in consultation with the Purchasing Agent, must inform the seed lab of all States whose noxious weed lists should be considered during the analyses. The straw should also be tested for cheatgrass, yellow bluestem, Caucasian bluestem, Russian thistle, or any other common or invasive weed species that are not on a particular noxious weed list but are prohibited by the forest. Straw testing should generally be the responsibility of the Contractor unless the Forest Service, at its discretion, assumes this responsibility.

Prior to final purchase of uncertified straw, the purchase must be approved by the Forest Service. No agricultural straw material will be accepted until test results have been accounted for by the Forest Service. All straw mulch will be rejected from any 30-bale stack or lot (or smaller stacks or lots when fewer than 30 bales are present) if the respective sample tests positive in any appreciable amount for seed or plant parts from noxious or forest-prohibited weed species. In addition, Forest Service personnel should conduct an inspection of each incoming truckload for presence of these weeds in bales and reject any truckload with such weeds unless otherwise authorized by the COR. The Forest Service reserves the right to conduct testing of straw mulch for seed from noxious, prohibited, restricted, or forest-prohibited weed species prior to application.

**Mulch staging areas** – The Contractor should be responsible for identifying potential weed-free staging areas and gaining access to staging areas located within Federal, State, or local public lands. The COR should approve all potential staging areas prior to mobilization. Staging areas should ordinarily not be located on private property. Should reasonable staging areas on public lands not be an option, the Contractor should discuss the issue with the COR for guidance on possible options for staging on private lands.

In addition to delivering straw bales to staging areas, the Contractor should be responsible for unloading bales and neatly stacking them in preparation for loading the bales into nets for distribution. Straw bales should be stacked in storage areas on dry ground clear of noxious and other weeds or else placed on canvas tarps or plastic sheets if these weeds are present. Certified bales should be stacked in a manner that allows colored twine, wire, or tags to be visible on each individual bale. Uncertified bales should also be stacked in a manner that allows visual inspection and testing for weedy vegetation.

The Contractor should perform daily clean-up of staging areas and take precautions such as fencing to limit spread of mulch material. Contractor should also be responsible for clean-up and rehabilitation of staging areas to original pre-use conditions. This includes removal of any earthwork developed for staging area operations and any damage to roads, trails, gates, or fences used to access the staging area. Rehabilitation tasks may include scarification of ground surfaces, application of tested seed, or repairing damage to trees. All rehabilitation methods and materials (including seed) should be approved by the Forest Service.

Acceptance – For certified straw, individual bales on each truckload must be appropriately marked by colored twine, galvanized wire, or certification tags (labels) to signify certification. Requisite originals or copies of the transit or inspection certificate must be presented to the COR or Project Manager for each truckload. To accept uncertified straw, results of any lab testing conducted to determine whether straw mulch is weed free must be reported by the Contractor for each 30-bale stack or lot (or smaller stacks or lots when fewer than 30 bales are present). The Forest Service reserves the right to reject mulch that:

- 1. Does not meet contractual mulch quality.
- 2. Is not certified or tested to be free of noxious or prohibited weeds in any appreciable amounts.
- 3. Contains seed or plant parts from weed species specifically prohibited in a task order.

If a suitable source of mulch material cannot be found to meet a particular time frame or limitations on cost, the Forest Service may alter mulch requirements (except inspection or testing requirements for noxious weed or weeds prohibited in a task order) or cancel the order.

#### **Contractor-Furnished Items and Services**

The following items should be included in a contract as part of the special equipment, ground support, and documentation needs:

- 1. Seed lab testing results must be presented to the Forest Service prior to shipment of straw. Original documents or unaltered copies from all applicable certifying agencies should be retained by the Contractor for all straw mulch and presented to the Forest Service during inspections and at the time of arrival of straw at staging areas. In addition to providing the documentation, the Contractor will provide the location(s) for the stacks or lots where mulch material is currently stored. Forest Service personnel may go to the storage sites as necessary to verify that twine, wire, or bale tag numbers are matched to associated transit or inspection certificates and to collect samples for testing when required. Straw (particularly uncertified straw) may also be inspected and tested by the Forest Service for presence of noxious weeds or forest-prohibited weeds.
- 2. For each truckload of mulch that has crossed a State line, the Contractor must submit an original or copy of the transit certificate issued by the appropriate certification agency for end users or consignees. When a transit certificate is unavailable, a copy of the inspection certificate(s) for all inspected fields must be submitted. The certificates must be in effect during the shipping process for the straw and should be fully completed to include (1) contact information for the straw producer and the inspector(s), (2) the inspection certificate number, and (3) the estimated quantity of straw inspected in number of bales or tonnage. Bales marked by colored twine, galvanized wire, or bale tags must correspond with any issued transit or inspection certificate.
- 3. During operations at staging areas, the Contractor should retain any colored twine, galvanized wire, or bale tags from all used-up straw bales and present these items to the COR to verify proper utilization of bales.
- 4. Contractor should provide receptacles to ensure proper disposal of waste.
- 5. Contractor should have a plan outlining what precautions and mitigation will be in place to limit spread of material and dust prior to project initiation. This should include daily clean-up plans, mitigation strategies, and equipment that will be used to meet the specifications.
- 6. Contractor is responsible for the cleaning of all vehicles and equipment to ensure that they are free of soil, seeds, vegetative matter, or other debris that could contain or hold noxious or other weed seed and reproductive plant parts prior to entering Forest Service lands or private lands. Contractor must provide written certification of compliance with terms for cleaning vehicles and equipment prior to moving onto job site.

#### **Required Documentation from Contractors**

In addition to daily operational reports and a final report, required documents for a contract should include:

- 1. Certified truck weights Certified truck weights showing tare and loaded weights for each truckload should be presented to the COR.
- 2. Transit certificate For each truckload of straw delivered during a project, the Contractor must submit an original or copy of any transit certificate issued by a certifying agency to the COR.
- 3. Inspection certificate(s) When a transit certificate is unavailable, copies of certificates for field inspections that have been conducted on all fields providing straw for the mulch project must be presented to the COR for each truckload of straw delivered during a project.
- 4. Seed lab test results for each 30 bales in a stack or lot (or smaller stacks or lots when fewer than 30 bales are present) of uncertified straw delivered.
- 5. Written certification of compliance with terms for cleaning vehicles and equipment prior to moving onto a job site.

#### C. Wood Mulch

Wood mulch used for soil erosion control after a fire varies in size to allow interlocking that will resist water runoff and wind removal. The size of wood shred for the mulch consists of a relatively even composition of both smaller and larger lengths strands. The interlocking caused by differences in shred size allows wood bark mulch to be used on steeper slopes than straw mulch.

#### **Purchase Orders, Contracts, and Special Use Authorizations**

Under FSM 2903, mulch used on NFS lands must be free of noxious weeds. It should also be free of inert materials and pest species such as fire ants. Region 3's supplemental section 105.02(a) to USDOT's Standard Specifications for Construction of Roads and Bridges on Federal Highway Projects (FP-03, Metric Units) stipulates that all wood fiber mulch used in project work involving roads and bridges on

NFS lands must be free of noxious weeds.<sup>6</sup> Individual forests may also specifically prohibit common weed species that could be harmful to NFS lands if the mulch is applied.

Forest Service contracts and purchases for wood mulch should ensure that requirements for inspection or testing of invasive weeds are met (FSM 2903). Contractors should also be required to prevent accidental spread of invasive weeds carried by vehicles, equipment, personnel, or materials used in the performance of the contract. The *D-10 Noxious Weed and Exotic Plant Prevention and Control* clause from FSH 2709.11 Chapter 52.4 should be included in special use authorizations for wood mulch.

#### Specifications/Requirements for Wood Mulch

**Source of wood mulch** – Suitable wood for mulch may be obtained locally or transported from other areas. Wood mulch obtained outside of the area of application must be free of invasive weeds. It is desirable that wood mulch used for rehabilitation is appropriate for project sites on NFS lands. Therefore, preference should be given to weed-free wood mulch collected locally or at least in the same ecophysiological region as the intended site of application.

**Inspection/certification** – Certification programs or testing protocols ensuring that wood mulch is free of noxious weeds are not currently available. Therefore, an inspection should be conducted in wooded areas used as the source of wood mulch. In accordance with FSM 2903, Forest Service contracts and purchases for wood mulch should require that an inspection be conducted in wooded areas prior to when the wood mulch is obtained.

Inspection methods – Determination of weed-free status of source areas for wood mulch will be based on a reasonable and prudent visual inspection. If the area of application for wood mulch is the same as its source area, an inspection of the source area is not required since invasive weeds, if present in the wood mulch, would not contribute measurably to existing infestations. When wood mulch is obtained from outside the area of application, the source area should be inspected including any ditches, fence rows, roads, easements, rights-of-way, or buffer zones surrounding the source area. The source area must be free of weeds listed in noxious weed lists of the States of origin and destination. The onsite inspection must be conducted by either the Contractor or Forest Service personnel; therefore, one of the following options for inspection should be chosen for the project:

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<sup>&</sup>lt;sup>6</sup> See http://fsweb.r3.fs.fed.us/eng/transportation/development/preconstruction.html.

Option 1 – The Contractor is responsible for onsite inspection of mulch materials for invasive weeds according to a specific weed list provided by the Forest Service and/or the State's noxious weed list. Contractor-provided expertise and methods to establish weed-free status must be appropriate for weeds of concern in the local area.

Option 2 – The Forest Service is responsible for approval of wood mulch sources based on inspection of proposed sources by a Forest Service invasive species coordinator or other qualified specialist (botanist, range specialist, etc.).

**Storage** – Storage of wood mulch on NFS lands or other land ownerships should be limited to sites that are not infested by noxious weeds or other kinds of weeds.

Acceptance – For projects involving a contract, the COR should request written documentation of (1) the Contractor's expertise in assessing source areas for mulch and (2) methods used to determine the weed-free status of any and all materials furnished by a Contractor. Written approval of the specific source should be provided to the Contractor. The Forest Service reserves the right to reject wood mulch from a source area that has not been inspected or otherwise not proven to be free of seed or reproductive plant parts from noxious weeds. If these weed species are present in the proposed source area, appropriate mitigation measures may allow conditional use of the source as required by the COR.

#### **Contractor-Furnished Items and Services**

The following item should be included in a contract as part of the special equipment, ground support, and documentation needs:

The Contractor is responsible for cleaning of all vehicles and equipment to ensure that they are
free of soil, seeds, vegetative matter, or other debris that could contain or hold non-native noxious
weed seed or reproductive plant parts prior to entering Forest Service lands or private lands.
Contractor must provide written certification of compliance with terms for cleaning vehicles and
equipment prior to moving onto job site.

#### **Required Documentation from Contractors**

In addition to daily operational reports and a final report, required documents for a contract should include:

1. Written notification to the COR of proposed material sources days prior to use.

- 2. Written documentation of Contractor expertise and methods used to determine the weed-free status of any and all materials furnished by a Contractor.
- Written certification of compliance with terms for cleaning vehicles and equipment prior to moving onto job site.

#### D. Fill Materials

Fill material includes any gravel/borrow materials (including cinders) used for construction or road surfacing and any topsoil used for rehabilitation or landscaping purposes.

#### **Purchase Orders, Contracts, and Special Use Authorizations**

Under FSM 2903, all fill materials used on NFS lands such as sand, rock, gravel, or topsoil should be free of invasive weeds including reproductive/propagative material such as seeds, roots, stems, flowers, and leaves. Region 3's supplemental section 105.02(a) to USDOT's *Standard Specifications for Construction of Roads and Bridges on Federal Highway Projects* (FP-03, Metric Units) also stipulates that all fill material (gravel, sand, borrow, aggregate, topsoil, etc.) transported onto NFS land or incorporated into project work must be free of noxious weeds.<sup>7</sup>

Forest Service contracts, purchases, or NFS-related project work involving fill materials should require that inspections be conducted as necessary around sites serving as a source of fill prior to when the fill material is obtained or applied. Contractors should also be required to prevent accidental spread of invasive weeds carried by vehicles, equipment, personnel, or materials used in the performance of a contract involving fill materials. The *D-10 Noxious Weed and Exotic Plant Prevention and Control* clause from FSH 2709.11 Chapter 52.4 should be included in special use authorizations for fill materials.

#### **Specifications/Requirements for Fill Materials**

**Source of topsoil** – Topsoil used for rehabilitation or landscaping projects should be appropriate for project sites on NFS lands. Therefore, preference should be given to weed-free topsoil collected locally or at least in the same ecophysiological region as the intended site of application.

**Inspection/certification** – Unless fill from a site has been certified to be free of noxious and invasive plants, an onsite inspection for these weeds must otherwise be conducted by the Contractor, Forest Service personnel, or an inspector from a certifying agency. Currently, only New Mexico has a

<sup>&</sup>lt;sup>7</sup> See http://fsweb.r3.fs.fed.us/eng/transportation/development/preconstruction.html.

certification program to ensure that sites used for fill are free of noxious weeds. Inspections should include, but not be limited to, any ditches, topsoil piles, gravel/sand piles, fence rows, roads, easements, rights-of-way, working areas, storage areas, or buffer zones surrounding the area. Sites used for fill must be inspected for noxious or invasive weeds including (1) weed species listed in Appendix A of NAISMA's noxious weeds list (https://www.naisma.org/images/NAISMA\_WFF\_Standards.pdf), (2) any forest prohibited weed species, and (3) any weed species declared noxious within the States of origin and destination.

Prior to use, fill materials from sites that are not maintained in a weed-free condition must be treated to eliminate these weeds and their reproductive materials. Weeds may be removed physically (e.g., blading) or by chemical treatment. Weeds should be removed or treated before seed-bearing structures have been developed. Applications of water repeated over time may be used to stimulate and concurrently deplete the weed seed bank. After treatment, infested sites should be periodically inspected and re-treated as necessary over a span of several years to control seedlings arising from seed banks or to prevent sprouting from residual plant propagules such as root fragments. Sufficient time after treatment should be allowed before transport of fill material to ensure that viable seed or reproductive plant parts are no longer present in the fill. Invasive species coordinators at the district, forest, or Regional Office levels should be contacted for further information and technical assistance.

**Inspection methods** – Fill material used in projects on NFS lands should be inspected for presence of invasive plants according to the minimum inspection standards of <u>NAISMA's Weed Free Gravel Program</u> (see http://www.naisma.org/images/Gravelpit\_inspect\_stdrs.pdf.). As an option, gravel/borrow materials in New Mexico may be certified under the State's weed-free gravel program. One of the following options for inspection should be chosen for the project:

Option 1 – The Contractor is responsible for onsite inspection of fill materials for invasive weeds according to the State's noxious weed list and/or a specific weed list provided by the Forest Service. Contractor-provided expertise and methods to establish weed-free status must be appropriate for weeds of concern in the local area. A Forest Service invasive species coordinator should provide appropriate weed lists and methods to establish "weed-free" conditions applicable to the project.

**Option 2** – The Forest Service is responsible for approval of fill material sources based on inspection of proposed sources by a Forest Service invasive species coordinator or other qualified specialist (botanist, range specialist, etc.) to determine weed-free status.

Option 3 – In New Mexico, gravel/borrow materials may be certified under the <u>weed-free gravel</u> <u>program</u> conducted by New Mexico State University (http://aces.nmsu.edu/ces/seedcert/certified-weed-free-fora.html). An official from this program will issue an inspection certificate to document that weed-free requirements for gravel or borrow material have been met based upon a reasonable and prudent visual inspection. Site inspections for gravel pits are required annually or periodically for certification.

**Storage** – Storage of fill material on NFS lands must be limited to sites that are not infested by noxious weeds and other weeds as specified in a task order. Fill material stockpiles should be periodically inspected for invasive weeds and treated for these weeds as necessary.

Acceptance – For projects involving a contract, the COR should request written documentation of methods used to determine the weed-free status of any and all materials furnished by a Contractor. Written approval of the specific source should be provided to the Contractor. The Forest Service reserves the right to reject fill material that has not been inspected or otherwise not proven or certified to be free of seed or reproductive plant parts of invasive weeds. If weed species are present in the proposed source, appropriate mitigation measures may allow conditional use of the source as required by the COR such as implementing a requirement for weed treatment after the fill has reached its final destination.

#### **Contractor-Furnished Items and Services**

The following items may be included in a contract as part of the special equipment, ground support, and documentation needs:

- 1. Unaltered copies or original documents from an applicable State certifying agency should be retained by the Contractor for fill material, which must be presented to the Forest Service prior to shipment of fill material at project areas.
- 2. The Contractor is responsible for cleaning of all vehicles and equipment to ensure that they are free of soil, seeds, vegetative matter, or other debris that could contain or hold non-native noxious weed seed and reproductive plant parts prior to entering Forest Service lands or private lands. Contractor must provide written certification of compliance with terms for cleaning vehicles and equipment prior to moving onto job site.

### **Required Documentation from Contractors**

In addition to daily operational reports and a final report, required documents for a contract should include:

- 1. Written notification to the COR of proposed material sources \_\_ days prior to use.
- 2. Written documentation of Contractor expertise and methods used to determine weed-free status of any and all materials furnished by a Contractor.
- 3. Written certification of compliance with terms for cleaning vehicles and equipment prior to moving onto job site.