

Distribution of Excess

Wild Horses and Burros

Committee Report

September 19-22, 1977

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## I. Introduction

### A. Background

The Wild Horse and Burro Act of December 15, 1971 (PL 92-195) established as national policy ... "that wild free-roaming horses and burros shall be protected from capture, branding, harassment, or death; ..." The law defined wild free-roaming horses and burros as ... "all unbranded and unclaimed horses and burros on public lands of the United States" and directed the Secretaries of the Interior and Agriculture to protect and manage the animals as integral components of the public lands. "Public Lands" means any lands administered by the Secretary of the Interior through the Bureau of Land Management and by the Secretary of Agriculture through the Forest Service. Section 3 (b) provided that "Where an area is found to be overpopulated, the Secretary, after consulting with the Advisory Board, may order old, sick, or lame animals to be destroyed in the most humane manner possible, and he may cause additional excess wild free-roaming horses and burros to be captured and removed for private maintenance under humane conditions and care." The Bureau of Land Management in administration of the public lands is beginning to establish the proper numbers of animals which should remain on the areas inhabited at the time of passage of the Act, in order to maintain an ecological balance between animals and habitat. As the Bureau is establishing proper herd sizes it is faced with the necessity of removing large numbers of animals from the range. In May 1976, BLM initiated a national program to allow individuals or organizations to "adopt" animals under cooperative agreements for the maintenance, protection, and welfare of excess wild free-roaming horses and burros. This program allows for individuals to gain custody of animals and use them for purposes other than commercial or money-making projects. Major drawbacks of the program are: title to the animals remains with the United States; the animals cannot be sold; and the Federal Government is responsible for follow-up action to insure that the animals are properly cared for. This program, however, is the present policy by which the Bureau disposes of excess animals. It is within the context of this program that BLM must establish efficient systems for providing good homes for animals removed from the range.

## B. Problem and Present Situation

Since the passage of PL 92-195 the BLM has placed approximately 4,500 animals with private individuals. Of this number 2,500 have been placed within the last year alone. Recent estimates indicate that there are approximately 70,000 horses and 8,5000 burros on the public lands. Present management proposals call for reductions of animals to levels that will provide the proper ecological balance on the ranges occupied. This means that many more horses and burros should be removed and offered for adoption than at present. As an example, the States of California, Oregon, and Wyoming estimate they need to remove some 5,100 animals per year for 3 to 5 years to reach a management level of approximately 7,200 animals. Nevada with roughly 50 percent of the total number of animals can be anticipated to have needs for placing similarly large numbers. After the stablized management level is reached a number of animals equal to each year's increase will be removed to maintain the desired herd size.

The areas inhabited by wild horses and burros are long distances from the urban-suburban population centers. The adopt-a-horse program as it is generally operated requires the applicant to travel to a collection point to pick up the animal. This often means that an applicant must take vacation time and travel hundreds of miles at considerable personal expense. Several collection centers have already experienced situations where the local market for adoption has become saturated. This has then caused a dependence upon persons who are able to travel long distances to secure their animals. Experience of BLM field personnel working in the program has shown that the major impediment to nonlocal persons obtaining animals is not the expense or effort involved, but rather the time necessary to travel anywhere from 500 to 2,000 miles. There appears to be no shortage of people willing and able to humanely and properly care for animals if the animals and individuals can be brought together.

Five States are now most actively involved in the distribution of excess animals. Each State has used somewhat different approaches within the "Adopt-A-Horse" program and all have met with varying degrees of success in placing animals. The Susanville District Office has developed and used a system which makes animals more accessible to large population centers. The District has been operating an experimental distribution center in cooperation with R. G. and Chris Hawkins of Escondido, California. This center has been in operation for several months during which time more than 400 animals have been adopted out by the center in a highly successful manner. The program has been enthusiastically endorsed by the public and interest in acquiring animals has been growing with no potential saturation of the market foreseen in the San Diego Area.

It is estimated that there are more than eight million domestic horses in private ownership in the United States. <sup>1/</sup> Many of the horse owners are in or near the population centers located east of the Mississippi River. Experience has shown that the best potential for adoption comes from individuals who presently own horses. Thus, with much of the horse owning population being located away from the wild horse and burro supply, it is highly probable that the BLM is not capitalizing on the greatest potential for adoption.

C. Team Meeting and Report

Instruction Memorandum No. 77-295, established a committee to study the subject of distribution of excess wild horses and burros. A discussion paper for the subject was prepared by the Washington Office and distributed to the members of the committee. The committee then completed assigned preliminary work and met at the Denver Service Center on September 19-22, 1977.

Those persons attending the meeting were:

BLM Employees

Team Participants

Office

Carl Rice

California State Office

Rex Cleary

Susanville District Office

Jerry Moore

California State Office

Carl Gidlund

Nevada State Office

Ross Ferris

Nevada State Office

Linda MacDonald

Wyoming State Office

Larry Lee

Oregon State Office

Tom DeRocco

Eastern States Office

Scott Peterson

Denver Service Center

Bob Springer

Washington Office

Bill Lamb

Washington Office

John Moeller

Washington Office

<sup>1/</sup> The USDA does not presently maintain census figures for domestic horses and this figure is an estimate from their office which maintains animal census figures.

Others

Dick Thompson

Floyd Kinsinger

Milt Frei

Sarah Cunningham

Don Schramm

Office

Denver Service Center

Denver Service Center

Denver Service Center

Denver Service Center

Rock Springs District

Organization Representatives and Private Citizens

Chris Hawkins

AHPA

Escondido, California

Dawn Lappin

WHOA

Reno, Nevada

Gary Graham

Citizen

Sedalia, Missouri

After discussions about the wild horse and burro program, and mutual as well as individual problems, the team formed four work groups to study specific aspects of the problem. Each work group prepared draft proposals for the consideration of the entire team. After intensive discussion these were accepted, rejected, or modified. The recommendations and conclusions as agreed to by the team were drafted into narrative reports which were consolidated into this committee report.

The recommendations presented represent the consensus of opinion of the committee.

D. Objective

The objective of the team was to study the subject of distribution of excess wild horses and burros and to prepare recommendations and alternatives concerning the transportation of animals nearer to potential adoptees.

## II. Recommendations

### A. Distribution Centers

It is recommended that:

1. Distribution centers for the placement of wild horses and burros be established. Distribution centers are facilities established away from the district wild horse and burro facilities for the purpose of placing animals and are operated under the criteria of Recommendation No. 2 of this section.

#### Rationale

The establishment of distribution centers would be an extension of present practice as a center already exists in California. Such centers would increase publicity for the program due to their accessibility to large numbers of people and the media. Distribution centers would be supported by wild horse interest groups as evidenced by the support for the existing center. Distribution centers would be supported by applicants due to their greater accessibility. This has been demonstrated by the Escondido Center and the concept has been advocated in comments received both verbally and in writing by potential wild horse or burro applicants. The use of distribution centers would increase the number of adoptions by capitalizing on a potential source of adoptees who live long distances from where the animals are captured. Distribution centers consistute an opportunity to capitalize on volunteer assistance which in a number of locations appears to stand ready to aid in finding homes for wild horses and burros.

The rapid placement of animals and the potential for dispersal of large numbers to other locations (centers) will reduce the susceptibility of disease. This is expected to result in more healthy animals for placement as well as lower placement costs per animal. A disadvantage of establishing distribution centers is in the event of a center defaulting in its performance of duties under the cooperative agreement the BLM could be faced with a situation of recovering a large number of animals from the center at Bureau expense. The Bureau could also be faced with a problem of monitoring an operation that was ineffectively run.

2. The following procedures are recommended as policy for operation of distribution centers.

a. Distribution centers will be operated by cooperators under cooperative agreement with the State Director who has jurisdiction over the State in which the center is located (home State).



b. No district may send animals to a center without first obtaining permission from the home State Wild Horse and Burro Coordinator. Out of State districts will go through their State Office to request such permission.

c. The home State Coordinator will work directly with the center to assure that frequency of shipments, numbers of animals, and charges are acceptable to the center.

d. The screening of applicants and selection of qualified applicants to receive animals may be delegated to the center. Responsibility for final approval of the adoptee and consumation of the cooperative agreement for maintenance of the animals is with the Bureau.

e. Adoptees will pay the district a service charge for services, feed, and actual expenses incurred at the center. The service charge is negotiable between the State Director and the cooperator to reflect cost and rates which prevail in the local community. The district will, in turn, reimburse the service charge to the center.

f. The center will be authorized to collect from the adoptee a daily fee for feed and care of animals commencing three days after the adoptee has selected an animal. The daily fee rate is negotiable depending upon local rates and costs.

g. The adoptee will pay the district actual costs for health certificates and any type of health test required for entry into the State where the individual is taking the horse or burro.

h. The adoptee will pay the district a fee for transportation of animals from the district to the center.

i. The district will pay for veterinary services required for animals at the center prior to selection.

j. The center will be authorized to offer miscellaneous services and equipment to adoptees for a fee provided they are optional and the adoptees are in no way led to believe that purchase of such services and equipment are required for adoption of animals. These services and equipment may include, but are not limited to, delivery of animals to adoptee, halters and lead ropes, and vaccinations and immunizations.

k. Cooperators will be solicited first from humane organizations or representatives of humane organizations in communities where need and demand exists. If such parties are not available, other candidates will be selected after consultation with humane organizations.

1. Cooperators will be designated as collection agents for the State Director.

m. Cooperators who are beginning operation of a center should be sent to Escondido at BLM expense to spend a day of orientation with R. G. and Chris Hawkins who have been operating the Escondido Center for several months.

n. The cooperative agreement between the California State Director and the Escondido Distribution Center will be used as an example. (See Attachment 1.) Language may be tailored to local circumstances as long as policy items stated above are not changed.

o. The Washington Office will maintain contact with the field to determine the need for establishing centers using the criteria established in Section III. A. of this report.

#### Rationale

The successful operation of distribution centers under cooperative agreement has been demonstrated by the Susanville District Office's agreement with the Escondido Center. Numerous offers for a similar operation have been made to the Bureau from other persons around the country. The use of a cooperative agreement would allow the BLM to select people motivated by concern for the horses and burros and who are endorsed by humane associations. The specifics of this recommendation are those which the team feels have been shown to be needed through practical experience and to avoid potential problems in the operation of centers.

#### B. Alternatives

1. Other Disposal or Distribution Methods. Alternatives other than distribution centers which were considered by the committee are:

a. BLM reimbursement of travel costs for potential adoptees. This procedure would provide for the reimbursement of the applicant's travel costs to and from his residence and the corral. Such a procedure would reduce the need for additional manpower or facilities. It could be expected that there would be an increase in potential adoptees and the placement of more animals. Such a procedure would be popular with some applicants who would combine their interests in obtaining an animal with the prospects of a low cost trip to the West.

This program would be very expensive and great difficulty could be expected in receiving approval from OMB and Congress for this use of funds. The reimbursement of travel costs could be susceptible to abuse by applicants and would be difficult to administer. It is also probable that such a program would encourage undersirable applicants. This alternative was rejected.

b. Humane destruction in the field. This alternative would provide for the destruction of excess wild horses or burros rather than the present system of gathering and removal of animals. Such a program would have lower administrative costs than the existing program as no capture or holding costs would be required. The destruction of animals is authorized by Congress in PL 92-195. Such a procedure would provide direct, positive population control and would allow a great degree of selectivity in animals removed.

This procedure is contrary to present policy established by the BLM and by the Department of the Interior. Extreme political and public opposition would be generated by the destruction of excess wild horses or burros. Such a program would undoubtedly be challenged in court by wild horse and burro interest groups. In addition, the destruction of animals would create adverse publicity for the BLM and the Department and could seriously jeopardize other land management programs. This alternative is reserved for disposal of old, sick, or lame animals as part of regular operating procedures.

c. Continuation of Adopt-A-Horse Program Under Present Practices. This would continue the present practice of placing animals mainly from district facilities. This procedure has been shown to have shortcomings in distributing animals. There has been much demonstrated interest in wild horses and burros from people who live long distances from the source of the animals. However, many of these people are simply unable to travel the distances involved to obtain an animal. The BLM is responsible for managing wild horses and burros and for disposing of them through the Adopt-A-Horse program. Until it has been demonstrated that the Bureau has made all reasonable efforts to dispose of animals through this means, it is unrealistic to expect relief in the form of major legislative changes. Thus, it is important to make the best use of the agency's resources to develop an effective program for distributing animals to individuals. This alternative will be continued and supplemented with distribution centers as the need warrants.

2. Alternatives for Operation of Distribution Centers. The following alternative methods of operation of the distribution centers were considered and rejected.

a. Formal Contracts. This would provide a legal document wherein both parties would acknowledge agreement to conditions under which wild horses and burros would be sent to the center, conditions under which they would be kept, and adoption procedures.

This is an alternative which would allow more than one private entity which has expressed interest to competitively enter into a bid system. This alternative could provide a profit incentive to private individuals for operation of a center. Such an incentive could provide a means for rapidly placing animals with applicants.

The use of a formal contract, however, could result in a situation where BLM could be tied to an operation that is more concerned with profit than with the welfare of the animals. Operation under a contract could lead to constant conflict over the quality of animals shipped to the center. It is probable that a center operating on a profit incentive would want only highly desirable animals which could be moved through the center rapidly at the least expense. Such a procedure would constitute a counter incentive to careful scrupulous screening in order to find the best homes. Also, this could provide a counter incentive to finding homes for all animals whether desirable or undesirable.

An option to this alternative would be to retain all screening at the district and have the center function as only a loading and unloading point. This, however, would eliminate one of the greatest assets of the program, which is decentralization of the screening to the local level. It is this decentralization which reduces BLM costs, provides more personal contact, insures more effective screening, and capitalizes on voluntary assistance which has been shown to be ready and capable to assist in the program.

b. BLM Operated Distribution Centers. The operation of distribution centers, at rented or purchased facilities, would require personnel and financial outlays not required under a cooperative agreement. With the availability of private individuals willing to assist in the program, the expansion into this arena would not provide the best method.

c. BLM Pays All Costs of Animals Prior to Selection. This alternative would entail having the Bureau absorb all of the costs involved in offering horses for adoption at distribution centers. This would mean that the adoptee would be receiving a horse at no expense other than the personal expenses of picking the animal up (gas, trailer rental, etc.). This would be a departure from present practice as the Bureau is recovering health certificate, transportation, and service charge costs at present. Also, adoptees who are obtaining animals from district facilities are presently reimbursing the BLM for health certificates. The Bureau is authorized to receive reimbursement of costs under Section 304 of PL 94-579 and the Solicitor has stated in a verbal opinion that costs may be recovered as long as a profit is not made from the adoptee. The Bureau can pay monies that would provide a profit to an operator but the profit cannot be gained from the adoptee.

Experience and discussions with adoptees and potential adoptees has shown that the requirement for the adoptee to reimburse costs is not a barrier to adoption. The vast majority of persons interested in obtaining wild horses or burros appear to be willing to pay the amount (an estimated \$50-150/animal depending on distance) involved. The offering of "free" animals at distribution centers would undoubtedly produce more adoptees. The costs to the Bureau however, will be substantially greater and funds will need to be diverted from other portions of the wild horse and burro program. This could result in reduced gatherings and fewer animals available for placement. The recovery of costs from the applicant will provide a revolving fund from which money for shipments of animals can be drawn without additional expense to the Bureau. This fund will aid in providing animals at locations close to potential adoptees at a cost much lower than that of traveling to a district facility. This alternative was not recommended but should be retained for possible consideration in the future should it be needed.

d. No Eastern Distribution Centers. The demand from the Eastern populace is such that the establishment of Eastern Centers is warranted to capitalize on a great potential source of adoptees.

### C. Other Recommendations

1. Applicant Screening. It was agreed by the committee that screening of potential adoptees is the key factor in securing good homes for the animals. The following recommendations were made in the interest of improving this process:

a. That Instruction Memorandum No. 77-471 be revised to reflect changes agreed to by the committee. (See attachment 2.)

b. That a trained, knowledgeable, career or career-conditional employee perform all screening conducted at the district and that cooperators who are conducting screening be instructed as to proper procedures.

c. That a Position Classification Description be developed for "Adoption Specialists."

d. That the screening process include questions about minimum facility and transportation equipment requirements and that the question form be modified to reflect its suitability for telephone screening or for mail out use. (See attachment 3.)

e. That all adoptees be given an information handout on care of wild horses and burros. (See attachment 4.)

f. That the two information letters sent from DSC to applicants be revised. (See attachments 5 and 6.)

g. That screening will be intensified for applicants requesting five or more animals. Additional information required will include local references and check with the local law enforcement agency and/or Humane Society.

#### Rationale

The basic reason behind a thorough screening program is to prevent problems involving adopted animals. Experience has shown that all problems cannot be eliminated, but that they can be greatly reduced if applicants are carefully evaluated before they receive animals, to insure that they have adequate facilities and good intentions, and if they are provided sufficient information to properly care for the animals.

#### 2. Other Paperwork and Processing Procedures.

a. That Form 4710-10 be revised. (See attachment 7.)  
The most important revisions are the requirements for applicant's (guardian) signature and driver license number (if allowable within the requirements of the Privacy Act).

b. That an up-to-date list of adoptees within each State Director's area of responsibility be provided to the respective State on a monthly basis by DSC.

c. That Form 4710-9 be revised to include a statement that cooperators has read and understands the terms and conditions and that the following information (if legally allowable) be required on the form:

Name:

Address:

Business Address:

Home and Business Phone Number:

Drivers License Number:

Auto License Number:

One other form of identification:

d. That the letter of rejection from DSC to applicant be revised. (See attachment 9.)

e. That the proposed form for Termination of Agreement and Reassignment be revised. (See attachment 10.)

f. That the proposed memorandum for providing information to the Service Center concerning "Reassignment of Wild Free-Roaming Horse(s) and Burro(s)" be revised. (See attachment 11.)

### Rationale

An area of increasing responsibility is that of monitoring animals after they have been placed with individuals. Thorough screening will assist in reducing the number of potential violations, but it is necessary to have adequate identification of the adoptee and a record of subsequent reassignments in the event of a reported violation. By requiring positive identification of the adoptee prior to assignment, by maintaining current lists of adopted animals, and by tracking reassignments, Special Investigators will be better able to respond to reported violations.

### III. Implementation

#### A. Establishment of Centers.

Specific locations for centers are not recommended at the present time. Although there were several suggested locations principally east of the Mississippi, it was decided that locations should remain flexible until additional information is gathered for identified prospective cooperators and from States which will be supplying animals.

The establishment of a distribution center will be accomplished in accordance with the following criteria:

1. The Washington Office will initially explain the distribution center concept and procedure to each State and will provide continued guidance on their operations.

2. State Directors will:

a. Assess the Wild Horse and Burro Program within their area of responsibility to determine:

(1) Approximate numbers of horses and burros to be gathered within the ensuing 24 months.

(2) Frequency and duration of gatherings.

(3) Short-term placement opportunities.

(4) Long-term placement opportunities.

(5) Seasonal factors affecting placement.

b. Based on the above, determine the approximate numbers of animals that will be available for placement through out-of-State facilities.

3. The Washington Office will direct appropriate State Directors to explore opportunities for establishment of distribution centers. Such evaluation of opportunities will include consideration of at least the following:

a. Geographical proximity of centers to large numbers of potential custodians.

b. A climate that will not preclude distribution for long periods of time due to adverse weather.

c. Facilities and personnel capable of handling the number of animals and applicants that will be serviced.

4. The appropriate State Director will:

a. Activate distribution centers consistent with the guidelines of Section II. A. 2.

b. Coordinate with the State Directors who will be supplying animals.

c. Activate a public affairs plan in accordance with Section III. B.

d. Provide the Washington Office with a courtesy copy of all cooperative agreements establishing a distribution center.



B. Public Information

One of the most crucial points in a successful adopt-a-horse program is an active accurate public information plan. The attached plan is included as a guideline to be used in the establishment of a distribution center. (See attachment 12.)

IV. Costs

The Bureau has, through experience, gathered some cost data which can be used in assessing the distribution center concept. These costs have been gathered from District Offices which have been actively engaged in the Wild Horse and Burro Program.

For the purposes of evaluating the recommended distribution center program against the existing distribution program, the following costs should be evaluated:

Holding costs at collection point  
Health Certificates, Coggins Tests, Brand Inspections  
Transportation Costs  
Veterinary Charges

Other costs for capture and holding facilities will be the same regardless of whether animals are placed from the districts or the center. Screening and monitoring costs are expected to be lower through use of the distribution center than through district placement. The reason for this is that part of the screening will be accomplished by the center thus relieving the BLM of a portion of the work. The reduction in screening time may be offset by some additional manpower needs for review of forms and processing financial transactions at the District Office. Costs of monitoring adopted horses are expected to be reduced if the operators of centers and potential adoptees are carefully selected as envisioned.

The following is a summary of costs gathered from several States:

A. Approximate costs incurred in a District Placement Operation:

	<u>California</u>	<u>Oregon</u>	<u>Wyoming</u>
1. Holding Costs	\$2/day/animal x 60 days before selection = \$120/animal	\$3/day/animal x 15 to 30 days before selection = \$45-90/ animal	\$3/day/animal x 15 to 25 days before selection = \$45-75/ animal

2. Health Certificate, Coggins Tests, Brand Inspections	\$15-20/animal	\$15-20/animal	\$15-20/animal
3. Transportation Costs	N/A	N/A	N/A
4. Veterinary Costs	\$15/animal	Not estimated due to large variances	\$15/animal
Total	\$150-155	\$60-110	\$75-110

Of the total costs incurred approximately \$15-20 for health certificates etc., will be recaptured from the adoptee resulting in a net cost to BLM of \$45-140 per animal.

B. Approximate costs incurred for a Distribution Center Operation:

1. Holding Costs	\$2/day/animal times 15 days before shipping = \$30 total/animal
2. Health Certificates, Coggin Tests, Brand Inspections (will vary depending on State to which animals will be shipped)	\$15-20/animal
3. Transportation Costs (average costs have been \$20/animal/500 miles with quoted rates ranging from \$1.00 to 1.30/loaded mile for a truck hauling approxi- mately 40 animals)	\$20-80/animal depending upon distance
4. Veterinary Costs	<u>\$.50/animal</u>
Total	\$65.50 - 130.50

Of the total costs approximately \$35-100 for Health Certificates etc., and Transportation will be recaptured from the adoptee. In addition, the adoptee will be required to pay a service charge for reimbursement to the center for cost incurred in holding the animals. The net cost to BLM is estimated to be \$30.50 per animal based on costs incurred at the existing center.

C. The estimated savings to the Bureau in the existing center is about \$105 per animal. This is a result of the fact that animals are moved through a center at a more rapid rate than through a district operation, particularly as more animals become available for adoption. Experience in Escondido has shown that horses are placed with adoptees in eight and one-half days average time. The time for placement in the districts has been running from 15 to 60 days.

An additional savings, not adequately reflected, is the potential savings in both holding and veterinary costs as a result of moving animals rapidly. Experience has shown that the wild horses are susceptible to diseases when confined in large numbers for long periods. Very high costs have been experienced due to lack of placement opportunities and illness due to too many animals in one place for an extended time. The Burns District encountered costs of more than \$5,000/month for approximately 200 horses during a period of disease. Districts which have difficulty placing horses have also found that, in order to avoid accumulations of large numbers of animals in holding facilities, they must decrease the numbers of animals gathered. This then results in a slow down in the entire herd management and excess animal placement process and can result in greater numbers to be gathered in the future.

#### V. Other Factors and Considerations

##### A. Organization, Systems, and Staffing

The recommendations of this report will have no significant impacts upon the organization structure of the Bureau. An additional system for the adoption of wild horses and burros will be created and will be available for use. This system will not result in the creation of additional forms or paperwork systems. The only additional paperwork which will be generated will be the cooperative agreement, designation of the center cooperator as a collection agent, and the financial transactions between the center and the Bureau. Experience has shown these transactions to be of a small enough magnitude to be handled with existing personnel.

The use of distribution centers will not cause a need for additional BLM personnel. The Wild Horse and Burro Program in total will undoubtedly be identifying needs for additional personnel and money particularly for handling inquiries and screening at the districts, operating collection facilities, and for follow-up actions. All new positions, however, with the possible exception of the Eastern States Office, would be needed regardless of whether or not the distribution center concept is used.

## B. Legislation, Regulations and Policy

No legislative or regulatory charges will be required to implement this distribution center concept. Although changes have been identified which are felt to be needed, they are not a subject of this report. The distribution center concept is within the parameters of existing policy. Rather than causing policy changes, this concept will amplify the existing policy of placing animals with private individuals. It will also firmly establish the Bureau's commitment to the goal of placing animals in good homes rather than simply removing animals from the range.

## C. Instructions for Implementation

In order to proceed in an orderly manner with the implementation of the recommendations of this report, the following schedule and instructions are established:

<u>Task (Recommendation #)</u>	<u>Responsibility</u>	<u>Completion Date</u>
1. Monitor implementation and prepare monthly report	WO-540 (Moeller)	EOM report until task completed
2. Issue I.M. outlining Distribution Center concept and policy. (Recommendations II. A.1 & 2.)	WO-330	November 15, 1977
3. Revise I.M. No. 77-471 plus attachments, Form 4710-10, Form 4710-9, termination of agreement and reassignment form, and memorandum regarding "Reassignment of Wild Free-Roaming Horses(s) and Burro(s)." (Recommendations II. C.1. a.d. and f., II. C.2.a.c.d.e. and f.)	WO-330, D-330	November 30, 1977
<u>Note:</u> The above includes checking whether information such as Drivers License Number can be required.		
4. Insure that all adoptees receive information handout on care of Wild Horses and Burros (Recommendation II. C.1.e.)	WO-330 distribute handout to States with Adopt-A-Horse program.	December 30, 1977
	District Managers provide handouts to adoptees.	February 1, 1978

- |                                                                                                                                                                                                                                                                                                                  |        |                    |
|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------|--------------------|
| 5. Develop a position classification description for "Adoption Specialist." (Recommendation II. C.1.c.)                                                                                                                                                                                                          | CSO    | November 15, 1977  |
| 6. Issue I.M. requiring all District screening to be done by trained, knowledgeable, career or career-conditional employees; intensified screening for applicants for 5 or more animals and information about position classification description for "Adoption Specialist" (Recommendation II. C.1.b.c. and g.) | WO-330 | April 1, 1978      |
| 7. Provide a list of adoptees to each State Director on a monthly basis. (Recommendation II. C.2.b.)                                                                                                                                                                                                             | D-330  | Beginning Dec. '77 |
| 8. Issue instructions to implement the establishment of centers                                                                                                                                                                                                                                                  | WO-330 | November 15, 1977  |

D. Long Term Management

The following is a proposal for long term management of wild horses and burros. This proposal has not, however, been reviewed or discussed by the committee; and is not presented as a recommendation.

The long term management of wild horse and burro populations is basically no different from the management of any other population, regardless of species, whether it be plant or animal in origin. Management direction for any organism is based upon the objectives identified to meet the needs of man and is accomplished by manipulating certain key components of the populations structure.

In the management of individual populations, the key components of the population structure which must be determined and analyzed, will depend upon whether the population lends itself to management from a

community or association standpoint or from a single species standpoint. For example, in populations which lend themselves to management from a community or association standpoint, the key population structural components are species composition and density. In populations which lend themselves to management from a single species standpoint, the key population structure components are density, age and in the case of animals, sex. The only exception to the components of sex and age, are those populations having high reproductive rates and extremely short life spans.

- In order to understand the importance of selective manipulation of key population structure components in managing populations, one need only look at the method by which domestic livestock or wildlife are managed. In both instances the criteria of sex and age are heavily manipulated to influence density. The objective of this manipulation is to increase or maintain a relatively high production of animals which is utilized by hunters for recreation and consumers for food. In other words, the structural components of these populations are manipulated to meet the objectives of man.

To relate the above concept to wild horses and burros, it is only necessary to identify the management objective which is desired by BLM. Since wild horses and burros are basically a non-consumptive resource, it is logical to assume that one possible objective would be to decrease horse and burro density by decreasing the production of animals. Once density is reduced, it would thereafter appear logical to maintain a reduced rate of animal production in order to keep density at a predetermined level without large scale removal of excess animals.

In order to accomplish the objective of reduced removal of excess wild horses and burros, it is necessary to manipulate those population components which contribute to that effect. For example, if the sex ratio is manipulated to obtain a larger percentage of males than females, the production of young animals will be reduced. The following example depicts the difference in expected foal production between two populations with differing adult sex ratios:

Population No. 1    Unmanipulated Population

Total adults    = 100  
Sex ratio        = 50:50  
Fecundity rate = 40 young/100 adult females

This population will produce 20 foals or 20 young/100 adult animals.

Population No. 2 Manipulated Population

Total adult = 100  
Sex ratio = 70% male/30% female  
Fecundity rate = 40 young/100 adult females

This population will produce 12 foals or 12 young/100 adult animals.

In another example, if the age structure is manipulated to obtain a larger percentage of older animals, the natural mortality rate will be increased. The following example depicts the increase in expected mortality rate when a population is manipulated to change its age structure:

UNMANIPULATED POPULATION

LIFE TABLE  
FOR  
DOUGWAY PROVING GROUNDS - UTAH

July 1, 1976

Age	Number Animals or Frequency	*Adjusted Frequency	Percent	Survival lx	Mortality dx	Mortality Rate qx
0-1	14	14.9	23	1,000	.242	.242
1-2	3	11.3	17	.758	.194	.256
2-3	5	8.4	13	.564	.155	.275
3-4	10	6.1	9	.409	.107	.262
4-5	3	4.5	7	.302	.081	.268
5-6	3	3.3	5	.221	.047	.213
6-7	1	2.6	4	.174	.026	.149
7-8	1	2.2	3	.148	.014	.095
8-9	0	2.0	3	.134	.000	.000
9-10	2	2.0	3	.134	.000	.000
10-11	1	2.0	3	.134	.000	.000
11-12	4	2.0	3	.134	.000	.000
12-13	0	2.0	3	.134	.020	.149
13-14	1	1.7	2	.114	.033	.289
14-15	<u>0</u> 48	1.2	<u>2</u> 100	<u>.081</u> 4.441	<u>.919</u>	

\*Data smoothed by linear regression analysis

Mean Annual Mortality Rate =  

$$\frac{\sum dx}{\sum lx} \times 100 \text{ or } \frac{.919}{4.441} = 20.7\%$$

Note: The above life table is based on actual data from a wild horse population which has not been manipulated by man for at least 40 years.



In the above population, animals 10 years of age and older constitute 16 percent of the total population and contribute to 7 percent of the total mortality rate. Also, 84 percent of the population is less than 10 years of age and these animals contribute to 14 percent of the total mortality rate.

If this population were manipulated to increase the proportion of animals 10 years of age and older to 40 percent of the total population and reduce the proportion of animals under 10 years of age to 60 percent of the total population, the total Mean Annual Mortality Rate would be increased by 6 percent, to a total of 27 percent of which 17.5 percent would be contributed by animals 10 years and older and 9.3 percent by animals less than 10 years old.

When manipulating animal populations to reduce the harvest of excess animals, maximum results can be obtained by manipulating both factors of the population's structure i.e., sex and age. These factors compliment one another and as a result, if both are manipulated simultaneously, the actual manipulation process will be reduced in terms of effort expended to obtain the desired results.

It must be emphasized that the manipulation of wild horse and burro populations must not be performed on an indiscriminate basis or by using a "cook book" approach. Each and every population will be different in terms of sex and age composition and these must be analyzed prior to determining which structural components, and in what proportions, should be manipulated to obtain the desired results. This same principle also has direct application to excess animal removal programs in that it is necessary to understand if or how the removal process has affected the remaining population of animals. For example, if the population has been inadvertently manipulated so as to leave a sex ratio which favors the female, it is important to understand that this has taken place. In this situation, productivity will undoubtedly be stimulated, and the removal of excess animals will need to be accelerated. As a minimum we must be able to understand what we have done so we are prepared to accept the consequences in the future. The inadvertent manipulation of populations is a very real possibility since none of the capture techniques is entirely random in terms of the age and sex of animals captured.

Although the above discussion has been titled "Long Term Management of Wild Horses and Burros", it is important to begin applying the principles of population manipulation immediately. It has been true since man first began to manipulate animal populations for specific needs, that the removal of a portion of animals from an area has stimulating effects on reproduction and survival in the remaining animal population. As a result, many wild horse and burro populations will be artificially stimulated into high rates of increase to the extent that it will be difficult if not impossible to maintain them at desirable levels. This situation will become more and more compounded as more animals are removed from more areas. The result will be a never ending cycle of capturing and removing excess animals, all of which is not really necessary. If we begin now with adjusting sex ratios and age structures toward desired proportions, we will be in a much better position in the future to accomplish a positive program of wild horse and burro management. It is interesting to note that those wild horses and burros which are most difficult to give away under BLM's Adopt-A-Horse program, are also those animals which fit best into a population manipulation program. It is common knowledge that the older male horses and burros are the most difficult animals to place under the adoption program. These animals should be returned to the range and additional young female animals removed to take their place. This would help to balance the sex ratio to favor male animals and add more animals to the older age classes where natural mortality would harvest them for us.

COOPERATIVE AGREEMENT  
between  
BUREAU OF LAND MANAGEMENT  
CALIFORNIA STATE OFFICE  
and  
R.G. AND CHRIS HAWKINS  
  
WILD HORSES AND BURROS

I. PURPOSE

To establish a satellite Wild Horse and Burro Distribution Center at the residence of R.G. and Chris Hawkins in Escondido, California.

Under terms of P.L. 92-195, wild free-roaming horses and burros removed from the public lands may be placed with private individuals under cooperative agreement.

The BLM recognizes that certain individuals/organizations have worked for the protection and preservation of said animals and in doing so have developed the support and trust of many people. Certain individuals/organizations have incorporated a system for accepting applications and thoroughly screening applicants before classifying them as "qualified. "

As a supplement to the Bureau's Adopt-A-Horse program, BLM wishes to utilize the capabilities and dedication of the above mentioned individuals that have indicated a willingness to actively participate in the placement program of wild free-roaming horses and burros. Chris Hawkins is the West Coast Regional Representative of the American Horse Protection Association (AHPA). AHPA headquarters office is at 3316 N. Street N.W., Washington, D.C. 20007.

II. DEFINITIONS

A. Districts: Means the Bureau of Land Management's District Offices.

B. State Office: Means Bureau of Land Management's State Office.

C. Center: The Wild Horse and Burro Distribution Center operated by R.G. and Chris Hawkins and located at their residence in Escondido, California.

D. Wild, Free-Roaming Horses and Burros: Means all unbranded, unclaimed horses and burros and their progeny which have used public lands on or after December 15, 1971, or do hereafter use those lands as all or part of their habitat.

E. The Act: Means P.L. 92-195, 85 Stat. 651; 16 U.S.C. 1331-1340.

### III. OPERATIONS

Wild horses and burros available for adoption will be entrusted to R.G. and Chris Hawkins for placement with private individuals.

The Districts will explain to appropriate applicants that they have the option to adopt a horse from either the Center or the District. The Districts will make it clear to the applicants making such choice that the horses adopted from the Center will be subject to service and transportation charges.

All applicants contacting any District other than Riverside who reside south of the east-west line constituting the northern boundary of San Luis Obispo, Kern, and San Bernardino Counties, will automatically be given the option to go to the Center or the Districts for their animal.

Before placement, the Center will thoroughly screen and accept individuals as qualified. When the Districts refer applicants to the Center, they will avoid any screening of such applicants.

The District will provide animals to the Center on a share and share alike basis, i.e., they will strive to keep and ship proportionate amounts of both desirable and less desirable animals. To this end, the Districts will make their cut to go to the Center before a group of animals are picked from by adoptees.

The Districts will contact the Wild Horse and Burro Coordinator in the California State Office through their respective State Office for authority to send each shipment of animals to the Center. The California Wild Horse and Burro Coordinator will determine that the age and sex of animals as well as charges are acceptable to the Center.

All animals shipped to the Center will be freeze branded with an identification mark on the neck on the opposite side from the mane. They will also be marked with a temporary identification number that is visible and readable from a distance of 15'-20', and that can be expected to remain readable for three weeks after delivery to the Center.

The Districts will arrange for health certificates, coggins tests and brand inspections as necessary for shipment to the Center.

The Districts will geld certain studs and jacks, at the request of, and per specifications furnished by the Center, before delivery.

The Districts will arrange for transportation of all animals to the Center. Immediately upon loading, the Center will be notified of the departure time and content of each shipment.

While the animals are in the care of the Center, they will be provided humane treatment and ample food and water.

Reasonable precautions will be taken to prevent theft and harrassment by trespassers. The BLM will provide a sign informing the public of the purpose of the Distribution Center.

The Center will provide advice and counsel to recipients on care, treatment and handling of animals, including dietary precautions and requirements.

The Center will place the animals with screened applicants who will provide a good home for the particular age, sex, class, and quality of animal available.

The Center will make requests for animals to the California State Office

Wild Horse and Burro Coordinator if such requests are deemed necessary. The Center will accept no shipments of animals until they have been authorized by the California Coordinator.

#### IV. FINANCIAL TRANSACTIONS

For purposes of assessing charges listed below, a mare with foal at side, up to six months of age, is considered one animal. R.G. Hawkins agrees to be designated as a BLM Collection Agent.

1. Service Charge - The adoptee will pay the Districts a \$30 service charge for each animal as compensation for handling, haltering, loading, feeding, watering, feed, phone, postage, stationary and other miscellaneous and reoccurring expenses at the Center. The service charge covers the period from receipt of each animal up through three days after selection of an animal by an adoptee. The Districts will in turn reimburse the Center for the \$30 service charge.

2. Feed and Care After Selection - The Center is authorized to charge the adoptee \$2 per day per animal for feed and care commencing the fourth day after selection of an animal by an adoptee and continuing until the animal leaves the Center. A full days charge of \$2 may be assessed for the day an animal leaves the Center after 12:00 noon, and no charge may be assessed for the day an animal leaves before 12:00 noon.

3. Health Certificates, Coggins Tests, Brand Inspections - The adoptee will pay the Districts the pro-rated and/or actual fees for same for each animal.

4. Gelding - The adoptee will pay the Districts for the actual cost of gelding each stud and jack delivered to the Center.

5. Transportation - The adoptee will pay the Districts the pro-rated fee per animal per load the sum of which is equal to the full charge for shipment of a load of animals from the Districts to the Center.

6. Veterinary Charges - The Districts will pay a veterinary for necessary veterinary services for sickness and injury to the animals up until they are loaded to leave the Center. The BLM will negotiate for the services of a local Veterinary.

7. Optional Charges - The Center is authorized to offer miscellaneous services and equipment to adoptees for a fee provided they are optional and the adoptees are in no way led to believe that purchase of such services and equipment are required for adoption of animals. may include, but are not limited to, delivery of animals to adoptee, halters, lead ropes, vaccinations and immunizations.

V. PAPER TRANSACTIONS

1. Applicants that elect to go to the Center will be sent a letter by the Districts confirming the Center as their adoption point and clearly setting forth the basis for all charges.

2. The Districts will furnish a list with each load of animals shipped. Such list will include, as a minimum, the description, identification number, age, sex, and charges for each animal.

3. The Center will send payment to the Districts for each animal for:

- a. Service charge
- b. Health certificates, coggins tests, and brand inspections.
- c. Gelding
- d. Transportation of the animals to the Center.

4. The Districts will reimburse the Center for the Service Charge.

5. The Center will furnish the Districts the following documents for each adoptee:

- a. Completed application Form # 4710-10
- b. Additional Information Sheet.
- c. Completed Cooperative Agreement Form #4710-9 ready for signature of Authorized Officer.
- d. Copy of itemized invoice showing all charges assessed the adoptee.

After an Authorized Officer signs the Cooperative Agreement, the Districts will furnish a copy to the adoptee, to the Center, to the District within which the adoptee resides, to CSO, and to DSC.

VI. OTHER PROVISIONS

Facilities or equipment, such as portable panels, may be loaned to the Center by the Districts as needed and as may be available to expand existing animal handling and holding capability at the Center for the purpose of wild horses and burros only.

VII. ESCAPE CLAUSE

Any or all parts of this agreement will be reassessed at the request of either party as deemed necessary, and on a minimum of a yearly basis. At this time adjustments may be agreed upon.

Cancellation of this agreement can be initiated by either party and will become effective 30 days after received in writing by the BLM Home State Director and/or the Distribution Center.

VIII. LIABILITY CLAUSE

The Center shall indemnify, defend and hold harmless the United States and/or its agencies and representatives against and from any and all demands, claims, or liabilities of every nature whatsoever, including but not limited to, damages to property, injuries to or death of persons, arising directly or indirectly from, or in any way connected with the Center's operations as authorized under this agreement.

The Center is required to obtain and maintain a comprehensive general liability insurance policy in which the United States is a named insured or an additional insured covering the operations of the Center pursuant to this cooperative agreement in the following minimum amounts, (1) \$ 100,000 for bodily injury to any one person and \$300,000 for any one occurrence, (2) \$10,000 for property damage for any one occurrence.



The Center will submit said policy of insurance or copy thereof to the State Office at the time of the execution of this agreement. The Center shall also submit evidence that the insurer agrees to give the United States 10 days notice prior to the cancellation or modification of such insurance.

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R.G. Hawkins

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California State Director  
Bureau of Land Management

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Chris Hawkins

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Date

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Date



## United States Department of the Interior

4740 (330)

BUREAU OF LAND MANAGEMENT  
WASHINGTON, D.C. 20240

September 16, 1977

Instruction Memorandum No. 77-471

Expires 6/30/78

To: SD's, DM's (except Alaska), SCD

From: Director

Subject: Revised Application Processing Procedures for Excess Wild  
Horses and Burros and Other Significant Changes in the  
"Adopt-A-Horse" Program

This memorandum updates previous instructions regarding processing procedures for applications made in response to the "Adopt-A-Horse" program in order to acquire excess wild animals. Instruction Memorandums 76-274, 76-424, and 77-153 are superseded.

1. All applications (see enclosure 1) for excess wild horses and burros shall be sent to:

Adopt-A-Horse  
Bureau of Land Management  
Denver Federal Center, Bldg. 50  
Denver, Colorado 80225

2. All applications shall be <sup>reviewed</sup> ~~screened~~ by the SCD for completeness, adequacy, and soundness of statements made. This <sup>review</sup> ~~screening~~ does not constitute approval for adoption (see item 7 below). Unacceptable applications shall be returned to the applicant noting reason for rejection (see enclosure 2). At this time, the applicant can resubmit his application for possible acceptance.

3. Following <sup>review</sup> ~~screening~~, pertinent data is entered in the computer. Also at this time a letter is sent to the applicant stating that the application has been received and placed in our data bank (see enclosure 3).



4. At such time that animals are available or planned to become available, the District Manager will request a list of applicants from D-330 (234-2396) based on either:

- a. How many horses or burros they anticipate capturing, or
- b. How many horses or burros they have captured.

It has occasionally been proven to be beneficial to notify DSC in advance of actual gathering. However, caution should be used to assure that the animals can be captured.

5. Upon receipt of the District Manager's request, SCD shall query the computer according to the date the applications were entered in the computer, servicing those persons with the earliest application date first. The number of applicants who are sent notification letters will be determined by the percentage of response from previous mailings by DSC. The Districts also have the opportunity to request that letters be mailed to applicants for specific age/sex animal(s) desired.

Each time a new group of animals is gathered or it is anticipated they will be gathered, a new list should be requested by the District Manager (i.e., if horses are gathered and adopted during a specific time frame, and the process is then repeated, a new list of applicants should be requested to coincide with the additional horses gathered or to be gathered).

When the notification letters (see enclosure 4) are sent to the applicants, a printout list of those persons notified will be sent to the District Manager. The notification letter requests the applicants to contact a specific BLM office within 7 days and make arrangements to pick up an animal. If the applicant is not interested or cannot arrange for pickup at the time he is notified, he may ignore the letter, and his name will be recycled in the system.

7. When the applicant contacts the District Office, the District Manager shall <sup>begin</sup> complete the screening process of the applicant, using as a minimum the supplemental information sheet (see enclosure 5), stating additional terms of assignment under the cooperative agreement, establishing transportation criteria, and stressing that the animals are wild and they will be the responsibility of the cooperator for the lifetime of the animal. The District Manager has the authority at this time to refuse any applicant.

8. At the end of the 7-day contact period, it will be necessary to analyze the response generated by the letter sent to the applicants. In fairness to all applicants, the district should maintain the integrity of the system and request an additional list prior to using alternative methods of placing the animals under private maintenance. The most popular alternative is local residents simply appearing at the corral site requesting an animal. In these instances, the District may accept an application, do the necessary screening, complete the cooperative agreement, and assign the excess animal(s) to the individual. Such applications, along with the information required from the cooperative agreement, must be immediately forwarded to DSC. Districts will not build up their own list of applicants.

9. Upon request by individual applicants, DSC will furnish a list of applicants in a particular area who are interested in obtaining animals.

In an effort to accommodate those applicants who are willing to consolidate their time, effort, and money to travel a considerable distance to pick up animals, it is deemed necessary to meet the needs of such a group by providing this service. It is highly possible that a group of applicants consolidating to pick up animals will have varying application dates. To accommodate these people, it is felt that the earliest application date general rule should be relaxed for this situation.

10. In order to maintain a system of clarity and continuity, it will be considered necessary to perform all the essential health tests required by the States to which the animals will be transported. It is the applicant's responsibility to inform the District Office of such requirements. The District, in turn, will be reimbursed the total cost of such shots and certificates.

11. At the time the applicants arrive to take possession of excess animals, they shall be required to sign Form 4710-9, Cooperative Agreement. All terms and conditions of the agreement should be clearly outlined so no misunderstanding will occur. An animal shall be assigned and recorded on this agreement.

12. Immediately following the adoption of the animals, the District Office must forward the following information to SCD in the prescribed format:

a. Name of cooperator (spelled identical to computer printout)  
(Please indicate if applicant was on the computer print out.)

b. Address (Include zip code)

c. Telephone Number (Include area code)

Home  
Business

- d. Date of Cooperative Agreement
- e. District
- f. State
- g. Number of animals by species, sex, and age
- h. Animal identification number

13. This list should be updated by DSC whenever animals are placed under cooperative agreements. Applicants who received an excess animal(s) or no longer want to take an animal(s) will be taken off the notification list. Applicants who did not receive an excess animal(s) shall be retained on the list.

14.

15. 14. The District Manager is responsible for keeping a record with an identification number or description of each animal and a copy of the appropriate cooperative agreement.

16. 15. A list of all cooperators shall be maintained and periodically updated by DSC.

17. 16. Followup action on excess animals assigned under cooperative agreement shall be the responsibility of the State Director who has been delegated the authority to act within each specific area. These areas of responsibility for oversight of maintenance and care of wild horses or burros within the 50 States are:

Alaska	Alaska State Director
Arizona	Arizona State Director
California and Hawaii	California State Director
Colorado	Colorado State Director
Idaho	Idaho State Director
Montana, North Dakota and South Dakota	Montana State Director
Nevada	Nevada State Director
New Mexico, Oklahoma and Texas	New Mexico State Director
Oregon and Washington	Oregon State Director
Utah	Utah State Director
Wyoming, Nebraska and Kansas	Wyoming State Director
All other States and Territories	Eastern States Director

14. ANY BLM employee who is notified <sup>4</sup> by an Applicant, on the computer list that the Applicant wishes to have be removed from the list will forward to DSC the minimum data needed for removal of the name.

- 18.17. Each State Director has designated, in writing, a Wild Horse Program coordinator who is responsible for followup action on assigned animals. Such followup shall be initiated when violations of the agreement terms are reported. In these instances, when the custodian can no longer care for the animal(s), an attempt should be made to assign the animal(s) to other interested parties. If the cooperater refuses to continue maintaining the animal(s) under the maintenance agreement, it is his responsibility to locate a new home for the animal(s). Only when the cooperater is unable to locate a new home will the Bureau actively seek to reassign the animal(s). Any complaints of inhumane treatment should be referred to a local humane organization for action under State humane laws. Animals that are far removed from a Bureau office and cannot be reassigned may, as a last resort, be destroyed by a veterinarian or humane officer by direction of an authorized officer of the BLM. The carcass, or any part thereof, cannot be sold for any consideration, directly or indirectly.
19. 18. District and State Offices should continue to inform local wild horse and burro interest groups and humane societies about the "Adopt-A-Horse" program. BLM should also seek their cooperation in promoting the program. The Eastern States Office will contact any of the groups that are headquartered in the Washington, D.C. metropolitan area, or other Eastern States. DSC will furnish a list, <sup>MONTHLY TO EACH</sup> ~~upon request by the SO,~~ of all those people who have adopted animals within their areas.
20. 19. All screening of applicants shall be <sup>the responsibility of</sup> ~~done by~~ BLM. In the past, wild horse groups have assisted with this task, but the public has become confused due to lack of continuity. The assistance of these organizations is still welcomed; however, such screening must be performed at a local District Office using the method outlined in the attachments.
21. 20. On an <sup>periodic</sup> ~~annual~~ basis (according to application date), applicants will be contacted to determine continued interest in adopting an animal. This will keep DSC's applicant list as up-to-date as possible.

21. The Cooperative Agreement (Form 4710-9 (April 77)) needs amending and the following are to be considered special conditions until such time as a new form can be issued with these as standard stipulations:

*Take Out + put in*  
(a) Assignee must notify BLM (SCD) if and when an animal dies.

(b) Assignee must notify BLM (SCD) if the animal encounters serious health problems *4710-9* i.e. (accidental injury or a contagious disease).

*George L. Turcott*  
Acting

5 Enclosures

Encl. 1 - Application

Encl. 2 - Letter of Rejection

Encl. 3 - Letter of Receipt of Application

Encl. 4 - Availability of Animals

Encl. 5 - Additional Information

WILD HORSE APPLICANTS - ADDITIONAL INFORMATION TO BE GATHERED  
Through Telephone, Personal or Written CONTACTS

*RANGE of Ages and what sex*

1. What ~~age~~ sex of animal would you like to adopt?
2. Do you realize that this animal(s) is wild and will need to be trained?
3. Have you had any previous experience with horses? Describe.
4. How will the applicant use the horse?
5. Are boarding facilities to be used in housing the animal(s)? If so describe. Do you have manager's permission to board?
6. What type of corrals; how high are the fences? \* *Include minimum facilities required.*

Describe Shelter:

Describe water facilities:

7. Are you familiar with the nutritional needs of the animal(s)?
8. What will be the source of feed for this animal(s), and are you assured that the supply will be continually available.
9. Are government lands adjacent to or involved in feeding the animal(s)?  
BLM?  
Forest Service?  
If so, check on area office as re: grazing privileges, and fenced area.
10. Should the need arise, do you have veterinarian services available?
11. Have you learned the health requirements for transporting the animal(s) into your state? Describe.



12. Inform the applicant of the hauling requirements. \* minimum required
13. Inform applicant of the pick up date and that the animal(s) will not be held past that date.
14. What name goes on the cooperative agreement?

\* Minimum requirements To be furnished NEVADA S.O.

Adopting parents of wild horses and burros should have a corral of at least 24 x 24 x 5 ft. in height for the animals during their first 2 to 4 weeks training period. Burros are not likely to jump fences, however, the wild mustang can do so easily. The mustang is not likely to jump the fence however, unless he is "pushed" too much.

It is not advisable to put these animals into a large pasture at first, as you will not be able to get close enough to catch them and start their gentling process. They are terrified of mankind and for this reason, we always put a halter on them, with a lead rope of at least 15 ft. in length trailing. This will enable you to get hold of the rope without the danger of being kicked. It also teaches him to "give" to the rope, because, as it trails behind him when he walks, he will step on it from time to time, giving his head a slight tug.

We want to stress that these animals will not harm you intentionally. They are more afraid of you than you are of them. We find that if they come too close (from fear of someone or something behind them), a wave of a hat or your arms and a yell will quickly turn them the other way. Further, we find it advisable to work them alone, because should something startle them (sometimes a child or dog can do this) a sudden noise or movement can cause them to lunge forward over you if you are holding the lead rope.

We advise the small corral at first because the animal must be made to realize that you are providing his food and water. He must learn that you are his "security blanket" - and if another horse or burro is in his corral, he will come to depend upon them for friendship. He must be made to realize that YOU are his best friend. Your animal is basically a "herd" creature, make him a part of your "band". After this has been established (you will know WHEN, believe me), he can be with other animals. NOTE: STUDS SHOULD NOT BE ALLOWED WITH OTHER ANIMALS, except for breeding purposes.

These "wild ones" are not accustomed to the feed of domestic animals. Therefore, they are quite likely to either refuse the feed you offer or, if they do accept it, their bowels become very loose. We find that starting ours on Milo (or, if your feed dealer does not handle this), a mixture of bedding straw and alfalfa will do very well, gradually working up until you are feeding pure alfalfa. Feed one flake morning and evening and ALWAYS try to feed at approximately the same times. Always make sure that adequate water is there for your animal - they drink a LOT of water - we find that an old bath tub is excellent for this purpose. Keep it filled.

We find the best way to start "gentling" the animal is to put his "goodies" in a bucket. By goodies, we mean Alfa-Mo, pellets, etc. We do not use grains at first as these are high protein and tend to

make an animal a little "high", especially as they are not used to eating them. Such high protein should only be given to an animal who is actually "working". This is only our opinion, however, it has always worked for us and all our animals, both domestic and "wild" are healthy, happy ones.

With the "goody" bucket in both hands, (your hands holding the rim) be patient and wait until the animal is forced to take the first two or three bits of his meal from the bucket. Gradually, work your hands forward around the rim until he is actually eating from between your hands on the bucket. DON'T RUSH! With the thumbs of both hands, gently stroke the underside of his jaw while he is eating. At first, he will no doubt jump away - BE PATIENT - wait until he returns to eat and stroke from the underside, slowly working up the animals face so as not to startle him. From this working start, you will soon be able to brush and groom him. All horses and burros love to be groomed. If he should try to nip at your hand (he may only be trying to groom in return), a sharp rap on the nose or chin will soon put a stop to this. Always rap him with the hand he tries to bite. This is more effective than trying to do it with the other hand, as he can see the movement of your free hand and be able to duck the blow. This is also better as he associates it as retaliation for the attempted bite.

Should your animal attempt to strike with his fores (NOTE: We have found very few wild horses do this and none of the burros), we recommend a small longe whip. Rap him on the forefeet for this action. Should he attempt to kick, rap him on the hocks. Do not ever strike the animal above his knees with the longe whip. We prefer to "gentle" our animals, not "break" them. Our methods make friends, rather than cowed, scared animals with their spirits broken.

Your feed dealer should also be able to provide Cal's Manna - we find this is excellent for putting weight on the animal. One small cup of this, sprinkled on the Alfa-Mo or pellets morning and evening should soon put on the proper weight. It is also good we find, to feed your animal a ration of bran once a week. This is a good way to prevent colic. He should also be given a salt block or trace mineral block, this will prevent his eating dirt (a major cause of colic).

Should your animal start "stretching", raising his upper lip (some of our new owners have called this a "smile"), start to nip at his sides, roll excessively, etc., this is a good indication that he has colic. Of course, when your animal is ill, the best bet "Call your vet" Until he is able to get the e, we suggest that you start to walk your animal. DO NOT LET HIM ROLL, as he will only aggravate the condition. If he will do so, get him to eat some bran, moistened with hot water (you might add a little bit of Alfa-Mo for taste), be careful not to let this colic get started in the first place though.

The animals when gathered off the range are usually healthy. Nature makes sure that only the strong survive, however, they soon fall prey to the colds, runny noses, etc., from the domestic horses. We find these are not serious conditions usually.

adopt your, we suggest that you "test" him. "Tubing" is excellent, if your vet is willing, however, if he will not "bit" him yet, there are several good medicines available. BE SURE TO READ ALL DIRECTIONS CAREFULLY and we suggest putting the packet in your freezer the night before using it, then sprinkle the powder over his "goodies" for his morning meal.

Animals coming off the range (where their hooves are worn down by the natural terrain), soon have long, unshapely hooves. No farrier wants to work on these animals when they are still not gentle. This is very understandable and you should therefore try to start rubbing his legs and VERY SLOWLY try to lift his feet, speak in a low soothing voice, move SLOWLY and when he finds you do not mean to harm him, he should respond soon. You farrier will be much more amenable to trimming your animals hooves.

Never let your animals stand in a soggy, wet corral for long periods of time. Keep your corral well drained as a wet one is conducive to the condition called "Thrush" (a rotting of the frog and hoof). If such a condition should occur there are several good medicines available, we usually use Copper-Tox or Thrush-X, but failing this, a dash of Clorox on the infected area will also help, but it is best not to let this happen in the first place. In the old cowboy parlance "No hoof, no horse".

In conclusion, let me say that we do not mean to insinuate that we know all the answers about wild horses and burros. FAR FROM IT! I have read many books on this subject - some of the information contained in them, I agree with heartily - MANY of them I do not agree with - for instance, in one article, the statement was made that "mustangs can be tamed if acquired young enough" and that "older animals, especially aged studs" could not be tamed. To this statement, I can only say "ridiculous"!

I recently adopted an "aged" stud - 8 years old, having his own band of five mares (all in foal at time of capture - three of them have since had healthy foals), four young colts and three young fillies for a total of 12 in his band. I have photos of my horse and myself, thirty minutes after he came into our corral, showing me scratching his flanks and back and other photos taken two weeks and two days after I adopted him, where I am kissing his nose. It IS POSSIBLE TO TAME AN OLDER ANIMAL and one of the advantages of adopting them is that you KNOW what they will look like when you get them. They do not have the bad habits and do not usually acquire these when they are older animals. It is all too easy to "spoil" a young animal, making him hard to handle as he gets older, much the way we do our domestic animals.

We have offered some of the answers to some of the questions we have been asked by the new owners of our mustangs and burros. There are things we learn new about them every day. For instance, we found that by putting a cloth over a burro's eyes, tucking in each end under the halter so that he was unable to see, we could load him easily into the trailer. We had fought him for about 45 minutes - my husband pulling on the lead rope, and two other people putting their shoulders against him and pushing - all to no avail. With the blindfold, if we wanted him to go right - we pressed gently on his side from the left - and vice

versa - when we got him into position on the trailer ramp, a small push of one finger on his forehead was enough to make him step forward - until he finally loaded himself - a matter of no more than five minutes:

No, we do not know all the answers - but we are learning them each day as we live with and love the "wild ones".

If these pages help you understand your animal a bit better, then we will feel that we have helped in a small way - and if there is anything else we can do - please feel free to call us.

Chris Hawkins  
Straight Corkscrew Ranch  
Rt. 5, Box 133  
Escondido, CA 92055

PH: (714) 743-1219

ADDITIONAL NOTE:

Should you adopt a mare in foal, remember, if her foal had been born in the wild, she would have taken care of him readily, HOWEVER, when she is in the confines of a corral, the corral should be enclosed at the bottom. This closing (placed all around the corral bottom) will prevent the foal from perhaps rolling out from under the bars, into another corral or perhaps wandering off by itself. The foal needs the colostrum from his mother, both as a purgative and to give him some immunity to various diseases. If he wanders off by himself, he misses this most valuable aid. Your best bet, again, is "call your vet" - as the placenta should be checked, to see if the mare has retained any of it which can be quite dangerous.

I regret to say that several of the wild mares have foaled, the foal has rolled under the corral - fortunately, we have only lose one little one in this manner - his mother would not accept him when he was finally found and put back in his own corral. Remember, enclose the bottom of your corral - ALWAYS - if your mare is expecting, as those youngsters can be quite active. DO NOT PUT YOUR EXPECTANT MARE IN A BOX STALL. Remember, these are wild ones and their young are expecting to move within a few minutes of birth - they, oftentimes, must run with the band or die - and if the mare in a box stall, often, she will step on the foal, in her attempts to arise as soon after the birth as possible.



# United States Department of the Interior

BUREAU OF LAND MANAGEMENT  
DENVER SERVICE CENTER  
DENVER FEDERAL CENTER, BUILDING 50  
DENVER, COLORADO 80225

Dear Applicant:

This letter is to inform you that your application for an excess wild horse or burro has been received, and has been placed in our data bank.

You should be aware that it may be several months before the opportunity to adopt a wild horse or burro will be made available to you. There are thousands of applicants in our data bank with hundreds of new applicants added each month. Our normal policy is to provide animals to those persons with the earliest application date first, and if the animal that you desire is one of high demand, such as a young female horse, it would mean that there are many persons ahead of you. Other factors that may affect the availability of an animal for you are the availability of funds for animal capture and the location of roundup.

The animals could become available in a variety of locations throughout the western states. When your application comes up for actual adoption procedures, you will be notified to contact a specific district office in one of the above states. At that time, you will be asked specific questions concerning your facilities as part of our final screening process.

Unfortunately, we can give you no specific information as to when or where the roundups will occur, since they are strictly a local function of each district. Your interest in the wild horse and burro population is greatly appreciated. If we can be of any further assistance, please feel free to call the Range staff at 303-234-2396.

2083

Sincerely yours,

Director,  
Denver Service Center



Save Energy and You Serve America!

9/21

IN REPLY REFER TO

4700 (D-330)



# United States Department of the Interior

BUREAU OF LAND MANAGEMENT  
DENVER SERVICE CENTER  
DENVER FEDERAL CENTER, BUILDING 50  
DENVER, COLORADO 80225

Dear Applicant:

The Bureau of Land Management district office listed below is currently in the process of capturing excess wild horses under our Adopt-A-Horse program. Animals are now available at the following location:

Animals will be adopted to interested persons on a "pick and choose" basis. If you are still interested in caring for a wild horse, you must telephone the above number within seven days and make arrangements to pick up the animal(s). At this time, you will be asked specific questions concerning your facilities as part of our final screening process. Please do not make final arrangements to pick up the animal(s) until you have telephoned this number and discussed the matter with our district office. Please call during business hours only (Monday - Friday). If you are no longer interested in obtaining a wild horse please contact: Bureau of Land Management, DSC, Denver Federal Center, Bldg. 50, D-330, Denver, Colorado 80225, and we will remove your name from our list.

You are responsible for arranging and paying for all veterinarian costs and brand inspection fees incurred for required entry into your state. Check with your state veterinarian for specific state requirements before making final arrangements. Be prepared to notify our district office of any certificates required, at the time you call to establish your pickup appointment.

Again, animal(s) will be adopted on a "pick and choose" basis. When you contact the District, you will be informed of what is available. If additional animals are available it may be possible to select from them as well. It would be to your advantage to make the arrangements for an early pickup date.

? Since we will be gathering other animals in the future, you may be able to obtain an animal at a different time and/or location. You will be notified at that time.

Sincerely yours,



Director,  
Denver Service Center

*Save Energy and You Serve America!*





## INSTRUCTIONS

Submit to: "Adopt A Horse," Department of the Interior,  
Director, Bureau of Land Management (D-330),  
Denver Federal Center, Building 50,  
Denver, Colorado 80225

### APPLICATION CONDITIONS

1. Approval of this application and subsequent issuance of a cooperative agreement for private maintenance of wild horses or burros are subject to the applicable provisions described in the regulations (43 CFR 4700), pursuant to Public Law 92-195 (85 Stat. 649).
2. The Bureau will capture the animals and arrange for a health inspection. The applicant *must* provide or make all the arrangements for transporting the animals from the capture site to their home.
3. All animals are assigned for the lifetime of the animals. Ownership remains with the Federal Government. If the need arises whereby the animals have to be given up, it will be the responsibility of the cooperator to find a new home. The animals cannot be transferred or reassigned to another person except with written permission from an Authorized Officer.
4. It is unlawful to sell or use for commercial exploitation any wild horse or burro or their remains.

### NOTICE

The Privacy Act of 1974 and the regulation in 43 CFR 2.48(d) provide that you be furnished the following information in connection with information required by this application.

AUTHORITY: 16 U.S.C. 1333

PRINCIPAL PURPOSE: The information is to be used to process your application to obtain custody of wild horses or burros.

ROUTINE USES: (1) The adjudication of the applicant's right to obtain custody of wild horses and burros. (2) Documentation for public information. (3) Information from the record and/or the record will be transferred to appropriate Federal, State, or local agencies, when relevant to civil, criminal or regulatory investigations or prosecutions.

EFFECT OF NOT PROVIDING INFORMATION: Disclosure of the information is voluntary. If all the information is not provided your application may be rejected.

Add

13. or A NEW BLOCK for Driver License Number and STATE of  
ISSUANCE for Applicant or Guardian

14. SIGNATURE BLOCK for Applicant

Encl 1-2

UNITED STATES  
DEPARTMENT OF THE INTERIOR  
BUREAU OF LAND MANAGEMENT

COOPERATIVE AGREEMENT  
ASSIGNMENT FOR PRIVATE MAINTENANCE OF  
WILD FREE-ROAMING HORSES OR BURROS

of

and the Bureau of Land Management for the United States of America for and in consideration of the mutual benefits hereunder, and in accordance with Public Law 92-195, Sec. 3(b), do enter into this cooperative agreement for the maintenance, protection, and the welfare of wild free-roaming horses and burros.

Animals listed below have been declared excess and available for private maintenance in accordance with 43 CFR 4740.1 and 4740.2(b).

ANIMALS ASSIGNED

Give description of each animal including color, markings, or other available identification information

*^ Freeze brand,*

TERMS OF THIS AGREEMENT

- |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                              |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          |
|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <ol style="list-style-type: none"> <li>Maintenance, as herein required, shall mean proper care and protection of the animals under humane conditions for their lifetime. None of these animals, or their remains, may be sold or used in any way for commercial exploitation, nor may any of these animals be transferred or reassigned except with written permission from an Authorized Officer of the Bureau of Land Management; however, if assignee desires to terminate this agreement, he must be responsible for finding a new home for the animals.</li> <li>This agreement shall remain in full force and effect until (1) the animals die, (2) this agreement is terminated by an Authorized Officer of the Bureau of Land Management after due notice in writing because of assignee's default or violation of any of the terms or provisions of this agreement, or (3) upon request of the assignee.</li> </ol> | <ol style="list-style-type: none"> <li>Assignee assumes full liability for the animals included in this agreement and for any damages they may cause to persons, animals, or property.</li> <li>Assignee must not brand animals included in this agreement.</li> <li>Assignee must submit a change of address notice within thirty (30) days to:<br/><br/>Bureau of Land Management (D-330)<br/>Denver Federal Building, Bldg. 50<br/>Denver, Colorado 80225</li> <li>Assignee agrees to allow authorized BLM personnel or their representative to inspect the animals at any time or place after assignment.</li> </ol> |
|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|

7 Special Conditions:

THE UNITED STATES OF AMERICA

*I have read and understand the terms and conditions of this Cooperative Agreement, and agree to comply with them.*

State of \_\_\_\_\_

District \_\_\_\_\_

By \_\_\_\_\_

(Signature of Cooperator)

(Signature of Authorized Officer)

(Date)

(Date) *See other side*

Warning: Any person who willfully violates any regulation under 43 CFR 4700, which provides for the protection of wild free-roaming horses and burros, may be subject to a fine of not more than \$2,000 or imprisonment for not more than one year or both.

Address: \_\_\_\_\_

street

\_\_\_\_\_

city

state

zip code

Home phone: \_\_\_\_\_

Business phone: \_\_\_\_\_

Drivers License: \_\_\_\_\_

number

\_\_\_\_\_

state of issuance

AUTO License: \_\_\_\_\_

number

\_\_\_\_\_

state of issuance

Other identifications: \_\_\_\_\_



# United States Department of the Interior

4740 (D-330)

BUREAU OF LAND MANAGEMENT  
 DENVER SERVICE CENTER  
 DENVER FEDERAL CENTER, BUILDING 50  
 DENVER, COLORADO 80225

Dear Applicant:

Your application for a wild horse or burro has been rejected for the following reason(s):

Item No.

6.  You did not provide us with a telephone number. Include Area Code.
8.  We have been unable to locate an Area Code for your town.
9.  This item was not filled in.
10.  You did not state how many horses or burros you wanted.
11.  Type of shelter and/or pasture was not adequately described.
11.  This item was not filled in.
11.  You indicated a "no" answer. However, you must realize you are responsible for the animal.
12.  You did not state whether facilities were to be rented.
- ~~12.  Your answer to this item was "yes". Please furnish address, phone number, and signature of manager.~~
13.  This item was not filled in.
14.  This item was not filled in.
- You did not sign the application.
- Your parent or guardian did not sign the application.
- After providing the necessary information, please return your application to us.
- Enclosed is a new application. Please fill out and return to us.

Sincerely yours,

Director, Denver Service Center



UNITED STATES  
DEPARTMENT OF THE INTERIOR  
BUREAU OF LAND MANAGEMENT

TERMINATION OF AGREEMENT AND REASSIGNMENT

~~WILD~~ For Private Maintenance of  
~~Wild~~ Free-Roaming Horses or Burros

I \_\_\_\_\_ of \_\_\_\_\_

hereby agree to the termination of the cooperative agreement entered into on \_\_\_\_\_ (date)  
with the Bureau of Land Management for the United States of America in accordance with Public  
Law 92-195, Sec. 3(b) for the maintenance, protection, and welfare of the below-described wild  
free roaming horse(s) or burro(s), subject only to the concurrence of an authorized office of  
the Bureau of Land Management.

\_\_\_\_\_  
Signature

\_\_\_\_\_  
Date

I \_\_\_\_\_ of \_\_\_\_\_

do hereby declare and make known my intent to accept a reassignment of the benefits and terms  
of the above mentioned cooperative agreement and/or to execute and faithfully abide by the terms  
of a new cooperative agreement with the Bureau of Land Management for the United States of  
America for the below described wild free-roaming horse(s) or burro(s).

\_\_\_\_\_  
Signature

\_\_\_\_\_  
Date

Animals to be Reassigned

Give description ~~was~~ given on the existing cooperative agreement.

~~AND/OR~~ FREE MARK NUMBER

I concur with this proposed termination of the cooperative agreement dated \_\_\_\_\_  
between \_\_\_\_\_ and the Bureau of Land Management for the United States  
(name)  
of America and this cooperative agreement is hereby terminated. A new cooperative agreement  
dated \_\_\_\_\_ between \_\_\_\_\_ and the Bureau of Land  
Management of the United States of America has been executed and is now in full force and effect.

The United States of America

State of \_\_\_\_\_

District \_\_\_\_\_

By \_\_\_\_\_  
(Signature of Authorized Officer)

\_\_\_\_\_  
(Date)

Warning: Any person who willfully violates any regulation under 43cfr4700, which provides for  
the prohibition of wild free-roaming horses or burros, may be subject to a fine of not more than  
\$2,000 or imprisonment for not more than one year or both.

## MEMORANDUM

TO: Service Center Director (D-330)

FROM:

SUBJECT: Reassignment of Wild Free-Roaming Horse(s) or Burro(s)

1. Freeze Mark Number \_\_\_\_\_

Circle as applicable: HORSE BURRO MULE

MALE FEMALE

2. The cooperative agreement with \_\_\_\_\_  
Name of former cooperador

of \_\_\_\_\_ dated \_\_\_\_\_  
Address

has been terminated.

3. The animal(s) have been reassigned by a new cooperative agreement dated

\_\_\_\_\_ with \_\_\_\_\_ of  
Name of new cooperador

\_\_\_\_\_ .  
Complete address including zip code

Home phone

\_\_\_\_\_ .  
Business phone

4. Please annotate your records accordingly.

\_\_\_\_\_  
Signature of Authorized Officer

DRAFT

PUBLIC INFORMATION PLAN  
WILD HORSE DISTRIBUTION CENTERS  
by Carl A. Gidlund  
Public Affairs Office  
Bureau of Land Management, Nevada  
Denver, Colorado  
Sept. 19-22, 1977

I. Publics Affected:

- A. General Public - Local, State, National
- B. Wild Horse Interests
  - 1. WHOA, Reno, Nevada
  - 2. American Horse Protection Association,  
Washington, D.C.
  - 3. National Mustang Association, Newcastle, Utah.
  - 4. National Wild Horse Association, Las Vegas, Nevada.
  - 5. State Horsemen's Association (In States in vicinity  
of center/s).
  - 6. State Humane Societies (In States in vicinity of  
center/s).
- C. Farm/Ranch Interests
  - 1. State Grange Associations
  - 2. State Livestock Associations
- D. Conservation/Sportsmen's Interests
  - 1. National Wildlife Federation, Washington, D.C.
  - 2. Sierra Club, Washington, D.C.
- E. National/Local Media Interests (Listed by locality in the  
Ayers Directory of Publications).
- F. Government Agencies - Federal, State, Local
  - 1. Agricultural Research Service, Animal Health Division
  - 2. Agricultural Stabilization & Conservation Service

3. U.S. Fish and Wildlife Service
4. U.S. Forest Service
5. Civil Service Commission
6. State Forest Services
7. State Departments of Agriculture
8. State Departments of Conservation or Natural Resources
9. State Departments of Fish and Game
10. Governors Offices
11. Congressional Delegations' local offices.
12. Colleges' Agriculture Departments
13. State Legislators
14. Chairperson of States' County Commissioners' Organization
15. County Commissioners in County where corral is located.
16. Mayor in city where corral is located.
17. State/Local Department of Tourism

G. Business Interests

1. Local Chamber of Commerce in city where corral is located.
2. State Chamber of Commerce

I. Viewpoints of Publics Affected:

- A. General public interest in this topic is widespread throughout the country. To many, the wild horse is a living symbol of the Old West, to be preserved and protected at all costs. This view is tempered only in rural areas of the West where the cost of the program is considered exorbitant.
- B. Wild Horse Interests. These groups vary from concerned, but reasonably objective advocates of wild horses to groups that promote the positions that all animals should be left on the range.



All are committed to the well being of the animals and most are active and well organized.

- C. Farm/Ranch Interests. Outside of the West, these interests can be expected to be neutral to supportive of the program, seeing it as an opportunity to get "free" animals for ranch work or pleasure riding.
- D. Conservation/Sportsmen's Groups. These groups, though sympathetic to wild horses in general, support positive management and control of the animals to protect the environment and wildlife habitat.
- E. National/Local Media. Initially can be expected to provide extensive coverage of the establishment of holding facilities, placement of the first few animals from those facilities. Interest then will wane, to return periodically if animals have to be destroyed, accidents occur which involve the animals, or large shipments are received or sent.
- F. Government Agencies. With the exception of the Forest Service, which shares responsibility with the BLM in the Wild Horse and Burro Act, Federal agencies are generally interested in the program only as it affects their own activities. Some of these Federal and State organizations, or individuals within them, might be interested in obtaining animals for administrative or personal use.

The Civil Service Commission operates a network of information centers regarding government programs such as adopt-a-horse and with proper information can be very helpful in telling the public about our wild horse activities. Members of the Congressional delegation in the State/s where adoption facilities are located will probably not be involved politically in the Western controversy regarding wild

horses and burros versus livestock. They can be expected to aid in placement efforts.

Governors' offices, local politicians, college agriculture departments can be expected to provide at least passive support for the facilities and programs.

State and local tourist-oriented organizations probably will favor the program as a means to promote their own areas.

- G. Business Interests. If made aware of the publicity/tourist potential of the holding and adoption facilities, local and State Chambers of Commerce should provide strong support for the program as a means to increase both local publicity and tourist revenue.

III. Long Range Goals: To increase public knowledge of the BLM, its problems, and role as the nation's principal land management agency.

IV. Short Range Objectives:

- A. To increase the number of bona-fide applicants for the adopt-a-horse program.
- B. To educate the public on the types and means of control methods available to the BLM and the need for broader legislation.
- C. To help the public understand range overpopulation, why it occurs, and its implications.

V. Courses of Action: Activities to be implemented in meeting long-range goals and short-range objectives include:

- A. Briefing of political, governmental, and agriculture, and business entities.
- B. News releases
- C. Feature stories
- D. Encouraging media-initiated stories

- E. TV and radio interviews
- F. Brochures and fact sheets
- G. Tours
- H. Employee communications
- I. Radio and television public service announcements
- J. Utility billing "stuffers"
- K. Correspondence
- L. Exhibits
- M. Toll-free telephone number (DSC?)
- N. Clip-art display ads

VI. Timetable: x = Date of first shipment of horses to the facility.

- A. X - 6 months -- Arrange for purchase or rental of the facility. Ensure that the contract for office design and construction includes space for an exhibit.
- B. X - 6 months to x - 1 month -- Brief Legislative, governmental, business, agriculture, news, and horse interests regarding need for and benefits of horse facility.
- C. x - 6 months to x -- Prepare radio and television public service announcements related to the availability of horses and burros at the facility. Also, contact public utility companies regarding possibility of "stuffers" with utility bills.
- D. X - 3 months to x -- Begin to recruit recipients through radio and TV talk shows, news stories, etc. Use stock motion picture footage, transparencies, stills for publicity efforts.
- E. X - 2 months -- Develop a stock letter to go to all persons requesting information (orally or in writing) on wild horses and burros and the adoption process. Supply same to CSC Information Centers, Congressional

delegations' local offices, Governors' offices, etc.

- F. X - 2 months -- Develop a fact sheet that can be easily and periodically updated to reflect specifics of numbers, details on locations, etc.
- G. X - 1 month -- Discuss program with editorial page editors/editorial writers. Emphasize Western overgrazing and our desire to resolve problem in a humane manner.
- H. X - 1 month -- Develop news/VIP packets for opening of center.
- I. X -- News/VIP conference and tour of facilities/exhibit and animals.
- J. 1. Post-roundup and ongoing - Develop "home town" news release to be distributed in vicinity of each custodian's home. Cover TV, radio, and print media in an appropriate radius. List custodian's name, address, and telephone numbers for media followup.
- 2. Make every effort to assist media representatives, explaining need for roundups and humane nature of the program.
- 3. Periodically develop internal information programs for BLM personnel.
- 4. Maintain constant contacts with key State officials and agencies, Congressional delegations, horse groups, and other affected organizations on program developments.
- 5. Conduct periodic environmental education tours of facilities and exhibit for student groups, others.
- 6. Periodically update public service announcements regarding program.
- 7. Periodically speak to business/civic groups, explaining the program and its economic benefits to the area.

I. Communications Methods:

A. Newspapers/Magazines

1. Feature articles
2. News releases
  - a. Facility to be established
  - b. Facility opens
  - c. Successful placements
  - d. Program update
3. News conferences
4. Public Service clip-art ads

B. Radio

1. Call-in shows
2. Interviews
3. Farm (agriculture) reports
4. Public Service Announcements

C. Television

1. News stories
2. Interviews, with graphics
3. Public Service Announcements
4. Sportsmen's programs
5. News conferences

D. Tours

1. Children
2. Conservation/Sportsmen's organizations
3. Politicians and government officials
4. Business/Tourist interests

E. Exhibits

1. At facility, showing Western resource problems, BLM programs.

## 2. Touring

- a. Schools
- b. Libraries
- c. County court houses.
- d. County fairs.

## F. Films

1. Schools
2. Civic groups/service groups
3. Television

## G. Newsletters

1. Employee publications
2. Through county agents

## H. Utility stuffers

## I. Employees

1. Word of mouth to friends, relatives, acquaintances.
2. As members of clubs and organizations.

## J. Meetings

1. Agriculture organizations
2. Tourist organizations

K. Telephone Communications: establish a toll-free watts line nationally to be used in all publicity. Could use 800+ -- 4-6773 (spells horse) or any other simple number, perhaps centralized at DSC or Washington Office or distribution facility.