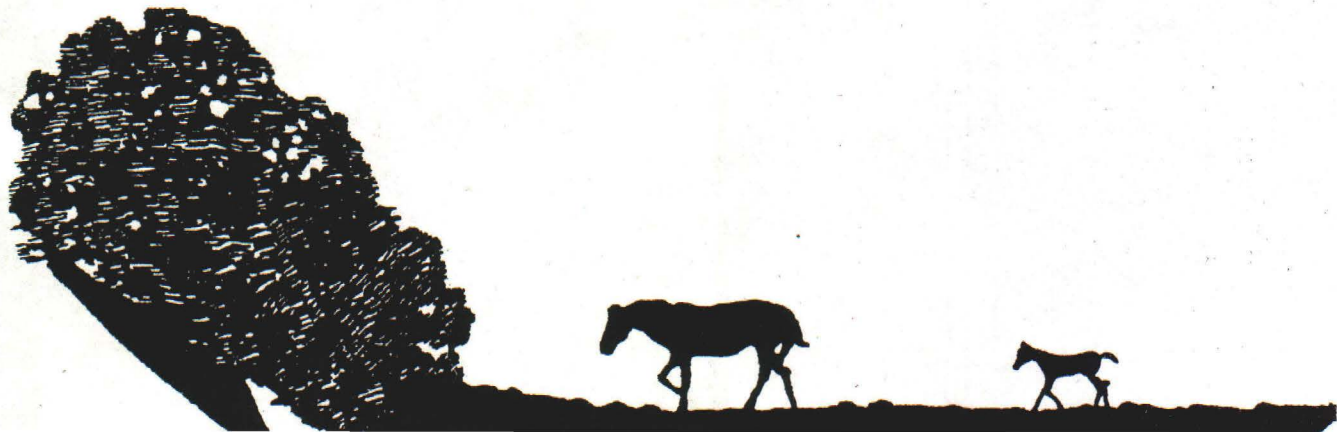


**STRATEGIC PLAN FOR MANAGEMENT  
OF WILD HORSES AND BURROS  
ON PUBLIC LANDS**





**COMMISSION FOR THE  
PRESERVATION OF WILD HORSES**

Stewart Facility  
Capitol Complex  
Carson City, Nevada 89710  
(702) 687-5589

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December 30, 1991

Mr. Bill Templeton, State Director  
BLM-Nevada State Office  
Box 12000  
Reno, Nevada

Dear Mr. Templeton,

Thank you for the opportunity to comment on the "Draft Strategic Plan for Management of Wild Horses and Burros on Public Lands."

The Commission strongly supports the development of a strategic plan for the management of wild horses and burros on public lands in an effort to gain control of one of the largest, yet previously, most poorly managed programs in the Nation. We greatly appreciate the continued efforts by you and your staff to personally meet with, and discuss, any potential concerns or conflicts with the various interested and affected parties.

We agree with your identification of needs and goals, and especially with your mission statement, which affirms, "wild free-roaming horses and burros are a living legacy of our American heritage, ensuring that they are recognized and maintained as a part of the natural ecosystem, and are valued for their biological, social and cultural attributes."

For ease of your review, I have attached a copy of your "draft plan" with our remarks. Except for the items we remarked upon, our support for your draft plan includes; your identification of the needs for

Bill Templeton, State Director

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protection of populations and their habitat in accordance with multiple use management; ensuring humane care and treatment of excess wild horses and burros; establishing and maintaining cooperative relationships and programs to benefit wild horses and burros in their habitat, as well as, through adoption and aftercare; education of the public; integration of research, science, and technical developments into the overall wild horse and burro program; and increasing the professional capability, leadership, service ethic, and credibility with the public, within the BLM wild horse and burro program staff.

However, we do feel that you have failed to address any short or long term integration of a fertility control program as a management tool for the wild horse and burro program. This is our most important drawback from full support of your plan. The overall strategy of your plan is based largely on removal. This is not a balanced program for the management of the wild horses. Your plan defines the upgrading of the program and the personnel within the program, along with improving the adoption portions, yet concentrates too heavily upon removal after removal of wild horses.

All of the projections for the future to reach AML rely heavily on removal and placement. By your own projections this is more expensive than fertility control. The most humane, cost effective, and environmentally safe procedure that has been supported by the Commission, which represents the State of Nevada on matters relating to wild horses, humane organizations, wild horse organizations, as well as being recommended by the National Wild Horse and Burro Advisory Council, has been population dynamics, as well as immunocontraception by Dr.'s Turner and Kirkpatrick. We are wondering why the only references you have used for this report are limited to a very select

Bill Templeton, State Director

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group which does not include any reference to immunocontraception? If the Bureau would seriously consider and implement a responsible fertility control program it could possibly eliminate the need for costly removals and adoptions. This would shift the management of wild horses and burros to "on the ground" control of numbers. By using management on the ground it would save the nations taxpayers millions of dollars, be more humane, and leave the horses wild free roaming as the Act intended.

On page 6, you have estimated an AML of 31,000 animals. How can you determine the AML without monitoring? It seems as though a number has been pre-determined for the amount of animals "allowed" on the public lands for monitoring to establish. You also state that your projections for "maintenance" levels of wild horses by 1999 is 15-17,000 horses. Where have those numbers been determined to be the AML for Nevada?

You will notice throughout the document that we strongly oppose the "reduced fee" adoptions. We participated in the mass "reduced fee adoption" held during the summer of 1991 at the Palomino Valley Placement Center. By our first hand estimation it was a disaster for the animals. Horses were treated inhumanely both at the BLM facility and at the hands of the public wanting anything that's free. Horses died at the facility during the rush to sort and adopt 400-500 animals in a 3 day period; at least half a dozen died in the first few days with adopters, after enduring unknown tortures before a welcomed death with adopters not knowing how to handle a wild horse; approximately 40-50 of those horses have been returned, again, after wondering what treatment they've endured during that adoption period, what chance for survival is there for those horses that have escaped back

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to the wild with halters and lead ropes on; and how many dollars were spent in man hours checking complaints as well as repossession of those animals. We wonder at this point how many of those horses were adopted with the intention of sale to slaughter?

In conclusion, we feel that the management plan is very well put together for that portion of the wild horse and burro program that involves removal and adoption but seems to be relying solely on just that. This plan suggests that fertility control be used minimally with removal to reach an initial AML and then not as a maintenance tool. In your "alternative" projections you remove as many as 7 to 10 times the number of horses than you treat for fertility control. Since budget is the current problem, we are wondering where the funding would come from to remove 8 to 10,000 horses in a year, not to mention adopting that many animals. We feel that fertility control should be used as a long range tool for management of wild horse numbers.

The prior management of the wild horse program, which has been done for 20 years, has shown to be not effective and was based solely on removal of excess animals. We believe that integration of a responsible fertility control program, as well as sound management of the public lands, and protection of the resources, should be the major objective of this plan, in addition to the other aspects of the wild horse program that you have mentioned in your strategic plan.

Bill Templeton, State Director

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If you have any questions, we would be readily available to meet and discuss our response with you.

Sincerely,

A handwritten signature in cursive script that reads "Catherine Barcomb". The signature is written in dark ink and is positioned above the typed name.

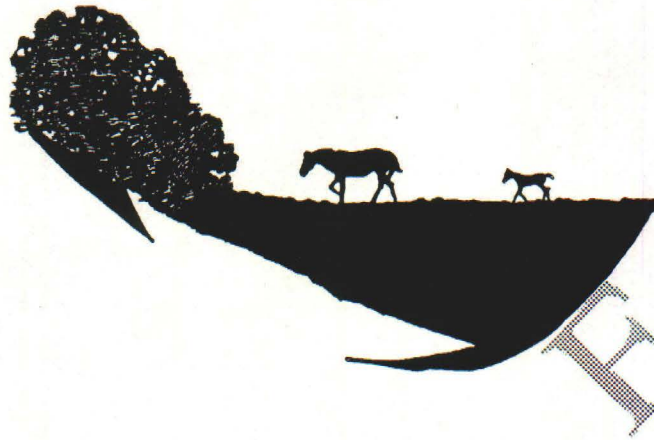
CATHERINE BARCOMB  
Executive Director

cc: Bob McQuivey  
Department of Wildlife

Jim Connelley  
Nevada Cattlemens Association

Barbara Curdy  
Nevada Farm Bureau

# STRATEGIC PLAN FOR MANAGEMENT OF WILD HORSES AND BURROS ON PUBLIC LANDS



## MISSION STATEMENT

To affirm wild free-roaming horses and burros are a living legacy of our American heritage, ensuring that they are recognized and maintained as a part of the natural ecosystem, and are valued for their biological, social and cultural attributes.

## GOALS AND OBJECTIVES

### Goal 1:

Perpetuate and protect viable wild horse and burro (WH&B) populations and their habitat in accordance with the principles of multiple-use management.

### Objectives:

- A. Increase program emphasis towards management of WH&Bs on the land.
  - (1) habitat
  - (2) census
  - (3) monitoring
  - (4) herd management plans
- B. Establish initial. Appropriate Management Levels (AMLs) for all herd areas by 1994
- C. Adjust population levels to reach AMLs within six years.
- D. Eliminate illegal activities on the range that cause losses in horse numbers.

## Goal 2:

Ensure humane care and treatment of excess WH&Bs, including a national adoption program.

### Objectives:

- A. Implement actions necessary to reduce stress to WH&Bs during gathering, handling, processing, shipping and adoption.
- B. Respond to 100 percent of mistreatment complaints with inspections of all affected WH&Bs.
- C. By end of fiscal year 1992, provide educational materials on humane care of WH&Bs for all adopters during screening.
- D. Inspect a minimum of 5 percent of untitled WH&Bs following adoption through MOUs (Memorandums of Understanding) with appropriate organizations and with BLM personnel. (HANDLING) TRAINING
- E. Correct all deficiencies identified through program evaluations or through other sources within 30 days of discovery.
- F. Increase cooperative efforts with humane and other interest groups to conduct compliance checks. (TRAINING) AND TO PROVIDE INPUT

## Goal 3:

Establish and maintain partnerships and cooperative relationships to benefit WH&Bs. in their habitat

### Objectives:

- A. Enter into agreements with appropriate groups and individuals to:
  - (1) inspect facilities (PROVIDE INPUT)
  - (2) conduct compliance on adopted animals
  - (3) promote or host adoptions
  - (4) develop multi-media public information.
  - (5) Participate in WH&B habitat improvement projects and monitoring.

## Goal 4:

Increase and maintain WH&B professional capability, leadership and service ethic within the Bureau of Land Management, and credibility with the public. (ACCOUNTABILITY)

### Objectives: EDUCATIONAL

- A. Increase program and budget emphasis on habitat and animal management.
- B. Develop a technical and professional job series for WH&B personnel to present to the Office of Personnel Management by the end of fiscal year 1992. move up
- C. Develop appropriate training courses for WH&B personnel by the end of fiscal year 1992.
- D. Increase management participation and support in WH&B activities.



## **Goal 5:**

Integrate and incorporate research, science, and technical development into the overall WH&B program.

### **Objectives:**

- A. Determine research needs. Begin by initiating research in the following areas:
  - (1) habitat requirements
  - (2) census methods
  - (3) physiology and health including stress thresholds
  - (4) adopter profiles/market
  - (5) effects of fertility control
  - (6) population dynamics
  - (7) other
- B. Facilitate practical application of research results.
- C. Establish a WH&B research coordination center.

## **ASSUMPTIONS**

- A. No change will be made in the WH&B Act.
- B. Regulations and policies can be changed.
- C. Adoption will be the primary placement tool of excess animals removed from public lands.
- D. There will be no destruction of healthy animals.
- E. Only adoptable animals will be removed from public lands.
- F. The prison system/sanctuaries are not long-term solutions.
- G. Fertility control will be an available management tool beginning in FY92.
- H. Nationwide, WH&B population is estimated at 50,000. About 35,000 are in Nevada.

## **PROPOSED ACTION PLAN**

### **A. Increase emphasis on habitat management**

- 1. Establish requirements for habitat analysis and monitoring considering the natural behavior and biological needs for WH&Bs. Consider relationships with other components of the ecosystem. Include the following:
  - a. Ecosystem inventories to identify potential and establish a baseline for monitoring.

- b. Vegetative monitoring techniques, to determine condition and trend, utilization levels, dietary overlaps with other animals and seasonal use areas. The monitoring program should be complementary to monitoring program for wildlife and livestock. Duplication between programs must be eliminated.
- c. Herd census techniques that are specific to each herd management area, capable of determining population numbers, reproductive rates, area of use and seasonal distribution patterns.

2. Determine through the land use planning process what the mix of competing forage consumers will be.

ADJUDICATE FORAGE

- a. Develop criteria to establish initial AMLs through the land use plan process. Consider existing inventory and monitoring data and resource conflicts in the development of reasonable alternatives to be analyzed and proposed in the RMP. One or more of the alternatives must have the objective of arriving at a natural thriving ecological balance.
- b. Review existing manuals, policy and regulations to determine if changes are required to maintain herd integrity and stability while assessing long-term impacts to the rangeland ecosystem.

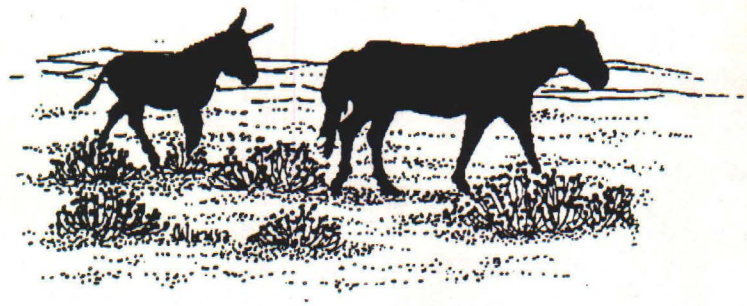
3. Develop consistent standards for preparation of herd management plans, capture plans and associated environmental assessments.

4. Establish procedures for periodic evaluation of monitoring data to validate or adjust the initial AML established through the land use plan. Coordinate evaluations with other competing resource values.

**B. Establish a National Wild Horse and Burro Center which will include the following:**

1. Research and Development

- a. Establish a focal point for research coordination for enhancement of WH&B management.
- b. Provide facilities for on-the-site research at the center.
- c. Maintain a research library dedicated to WH&Bs.
- d. Obtain field input into identification of research needs.
- e. Research should be conducted on the following:
  - (1) habitat requirements
  - (2) census methods
  - (3) physiology and health including stress- related effects



- (4) adopter profiles/market
  - (5) effects of fertility control
  - (6) population dynamics
  - (7) other
2. Interpretive Center for Visitors
    - a. Develop information and displays covering all aspects of the WH&B program.
    - b. Develop video program for selecting, training and handling of WH&Bs.
    - c. Provide information on the adoption program.
    - d. Provide for tours through the facility.
    - e. Provide viewing area for WH&Bs in their natural habitat.
    - f. Involve volunteers for visitor management.
  3. Science and Technology Transfer
    - a. Develop an information and training center to increase knowledge of WH&B specialists.
    - b. Establish a centralized location which provides a forum for national conferences, workshops, meetings and symposiums on WH&Bs.
    - c. Provide program orientation and management training for selected employees.
    - d. Involve specific interest groups, universities and other agencies in technical transfer of new knowledge and techniques.
  4. Senior technical staff for national support.
    - a. Establish at the national WH&B center a senior technical staff for development of procedures, and to facilitate national coordination for the WH&B program.
    - b. Develop and establish a technical and professional job series for all WH&B personnel.
  5. WH&B adoption processing and holding facility.
    - a. Provide state-of-the-art facilities to ensure humane care and treatment of excess WH&Bs removed from Nevada rangelands.
    - b. Develop new techniques for handling, processing and care of captured animals and provide this information to the other states.
  6. National adoption program.
    - a. Provide coordination for all Bureau adoption efforts.
    - b. Develop promotional material for a national adoption program.
    - c. Establish a centralized dispatch program that gives priority to safe, humane and efficient distribution of WH&Bs throughout the United States.

D. IDENTIFICATION OF <sup>WILD</sup> HORSE "TYPE" PROFILES IN RELATION TO <sup>NATIONAL</sup> ADOPTER <sup>LOCAL</sup>

(Specific action items for adoption are discussed under Population Control and Removals.)

### C. Population Control, Removals and Adoptions

1. Provide for control of WH&B populations through a variety of techniques that may be used singly or in combination to ensure habitat is maintained and animals living on the land are in concert with the natural ecosystem and other users of the land. Recommended techniques are:
  - a. selective gathers
    - (1) target specific age groups
    - (2) target specific sex for removal
  - b. fertility control
  - c. Establish HMAs with non-reproductive herds where unadoptable horses can be placed.
2. Develop policy that allows, with few exceptions, for removal of only adoptable animals.
3. Each state should establish at least one area where unadoptable animals can be returned to the land.
4. In the long-term, balance the rate of population increase with the animal adoption demand (5,000 to 6,000 annually). In the short term, increase adoption demand through increased public affairs efforts to meet the placement needs to reach AMLs.
5. Implement a strategy for removal and placement of excess animals to reduce the current population to AML. Complete within the six-year timeframe as stated in the objectives. The current population is estimated to be 50,000 and the AML approximately 31,000 animals. *? How CAN you determine AMLs without monitoring*
  - a. States that are at or near AML have the option of continuing present management. Each of those states, however, will be required to:
    - (1) Explore the possibility of implementing actions to reduce rate of increase for horses.
    - (2) Remove only adoptable animals.
    - (3) Establish an area or otherwise provide for unadoptables that may be gathered.
    - (4) Increase adoptions within the state to place all horses gathered during the next three years.
  - b. Nevada and Wyoming will use a selective removal strategy with fertility control that will assure that AMLs are reached within a six-year timeframe. Several alternatives were explored and are attached.

The alternative recommended for Nevada is to remove all one-to-three year olds on a three-year rotational schedule. One-third of all herd units will be gathered each year. In addition, fertility control should be exercised on 50% of all females age four through nine.

This alternative will result in the removal and placement of maximum of 8500 three-year olds during the 3rd year and with the removal of 2800 at the end of the 7th year. Computer models showing effects on population and numbers removed each year are attached.



Advantages of this recommendation include:  
 \*The basic gene pool of each herd will remain intact.

\*Younger more adoptable animals for private placement.

\*Displacement of older animals minimized.

\*Capability for selection and upgrading herd through sterilization of animals with undesirable qualities, or physical debilitation.

\*Opportunity to reverse or continue contraception.

\*Reduced rates of population growth.

c. To foster a Bureauwide "shared responsibility" attitude, WH&B specialists will assist other states as needed to conduct gathers, adoptions and other activities.

6. Increase the numbers of horses placed through adoption across the United States. The Eastern States Office adoption program will provide for placement of most horses. However, efforts in the Western States must be increased as well.

a. Nationwide - Implement actions to adopt the following number of horses per year for a three-year period:

ESO	4,000
NM, TX, OK	1,000
WY, NE	300
MT, ND, SD	300
ID	150
OR, WA	300
CO	400
AZ	300
UT	300
NV	500
CA	1,000
Mid-states facility	300
Subtotal	<u>8,850</u>

**Three reduced-fee adoptions @ 400-500 head:**

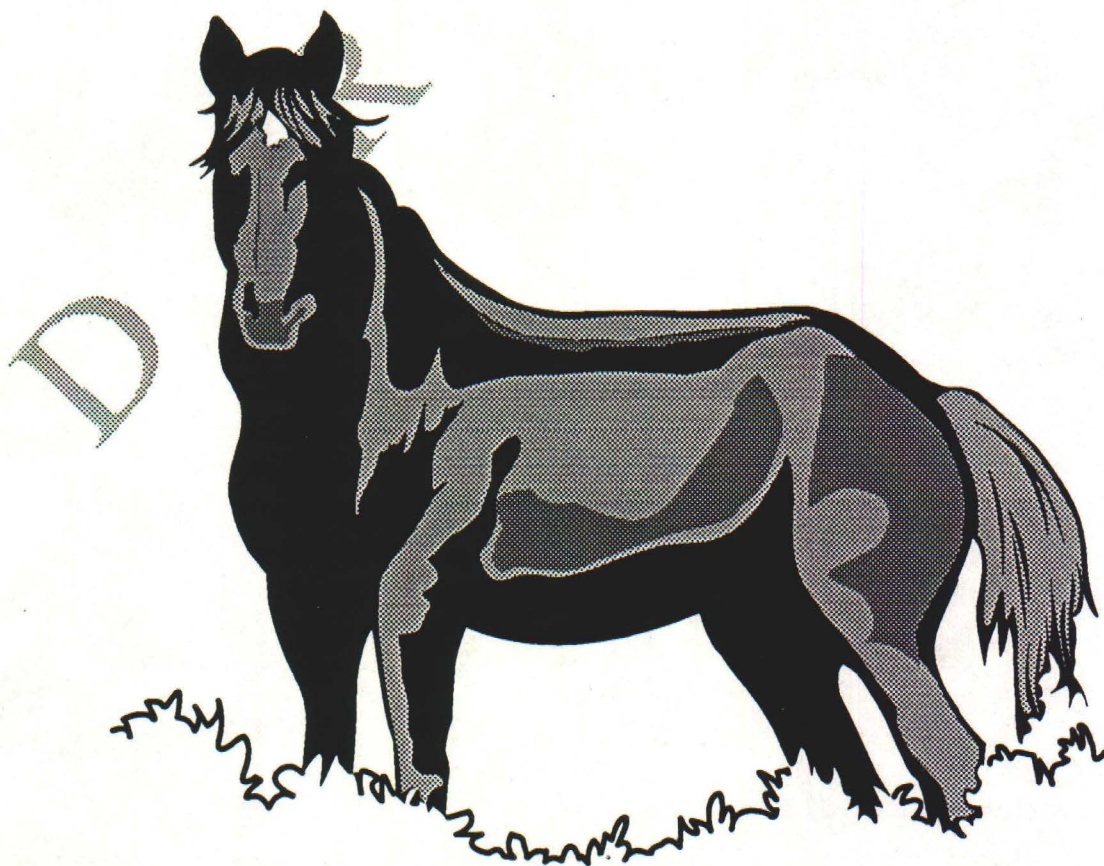
Subtotal	<u>1,500</u>
Total	10,350 WH adoptions

- b. Actions specific for improving the adoption program in the Eastern States include the following:
- (1) Maintain the existing two permanent adoption centers.
  - (2) Establish one permanent adoption center contract for holding 170 animals (500 adoptions through each permanent center).
  - (3) Maintain a BLM employee at each permanent adoption center.
  - (4) Establish one contract for satellites only (49 satellites average 120 animals per satellite).
  - (5) Conduct in two district offices and the state office, at least 17 satellites each.
  - (6) Conduct satellites in expanded areas, e.g. Oklahoma, Kansas and Texas.
  - (7) Establish a fully automated system for tracking and shipment of animals.
  - (8) Increase public affairs materials and on-the-ground support.
  - (9) Increase support for volunteer assistance.
  - (10) Open a mid-states facility to rest horses being shipped East.
- c. Adoption in the West will be intensified. Hold up to three reduced-fee adoptions with 400-500 head at strategic locations in the West in FY 1993. WH&B specialists Bureauwide will assist. The logistics of such an adoption would be modeled on the Incident Command System to ensure efficiency.
- d. Because of the public affairs needs of the WH&B program and to foster a Bureauwide vision of the WH&B program, a specialized national public affairs team will be established. This team will be responsible for doing on-the-ground public affairs work for all reduced-fee adoptions and for satellite adoptions when requested by a state or district office. This team will also be responsible for coordinating with volunteers to help publicize the program and educate the public.

#### D. Cooperative Relations and Outreach

1. Increase cooperation from all groups interested in the care and management of WH&Bs.
2. Develop volunteer programs to assist in the following activities:
  - a. Promote and host adoption events.
  - b. Inspect potential adopter facilities.
  - c. Provide post adoption services to adopters.
  - d. Ensure that a high standard of humane care is maintained.
  - e. Participate in WH&B habitat improvement projects and monitoring.
  - f. Other

3. Develop a public affairs plan by 1992 that will provide for development of outreach programs for the following year.
  - a. Improve post adoption protection of animals.
  - b. Inform potential adopters about the full spectrum of the WH & B program.
  - c. Provide material for national, state and local events.
  - d. Protection of WH&Bs and enforcement of the Wild Horse and Burro Act.
  - e. Provide quality information about the WH&B program to all members of Congress whose constituents are directly affected by WH&B management activities.



	No Removals	Removing only 2,500/year
<u>Year</u>	<u>Number</u>	<u>Number</u>
1991	35,000	35,000
1992	41,000	38,350
1993	48,932	42,303
1994	58,028	49,917
1995	68,943	58,902
1996	81,311	69,505
1997	96,405	82,016
1998	114,434	96,779
1999	135,286	114,199
2000	160,424	134,755
2001	200,000+	159,011



ALTERNATIVE 1

3 Cell  
 Remove 0 - 3.5 year old (90%)  
 Treat 4.5 - 9.5 year old

Year	Cell 1	Cell 2	Cell 3	Total	Cost	Total Cost
1991	5,415 rem 5,879 trt 5,145	11,536	11,536	35,000 rem 5,879 trt 1,145	\$1,175,800 \$171,750	\$1,347,550
1992	6,878	6,603 rem 7,167 trt 1,399	13,770	27,251 rem 7,167 trt 1,399	\$1,700,800 \$209,850	\$1,643,250
1993	7,494	8,386	7,802 rem 8,504 trt 1,679	23,682 rem 8,504 trt 1,679	\$1,700,800 \$251,850	\$1,952,650
1994	4,515 rem 3,811 trt 1,003	9,137	9,963	23,615 rem 3,811 trt 1,003	\$762,200 \$150,450	\$912,650
1995	5,036	5,419 rem 4,734 trt 1,221	11,855	22,310 rem 4,734 trt 1,221	\$946,800 \$183,150	\$1,129,950
1996	5,588	6,049	6,060 rem 7,021 trt 1,405	17,697 rem 7,021 trt 1,405	\$1,404,200 \$211,050	\$1,615,250
1997	4,540 rem 1,702 trt 843	6,713	7,723	18,976 rem 1,702 trt 843	\$340,400 \$126,450	\$466,850
1998	4,820	5,213 rem 2,611 trt 1,181	8,544	18,577 rem 2,611 trt 1,181	\$522,200 \$177,150	\$699,350
1999	5,240	5,763	6,032 rem 3,206 trt 928	17,035 rem 3,206 trt 928	\$641,200 \$139,200	\$780,400
Maintenance 2,800 per year removal 0 Treatments 18% Increase				2,800	\$560,000	\$560,000

Total Cost \$9,653,900 (9yr)  
 Ave. Cost \$1,072,655/yr

Each cell equals approximately 33 Herd Areas  
 Assumes initial population of 35,000  
 Removal cost (rem) = \$200/head  
 Fertility control treatment (trt) = \$150/head

FT

ALTERNATIVE 2

3 Cell  
Remove 0 - 3.5 year old (90%)

Year	Cell 1	Cell 2	Cell 3	Total	Total Cost
1991	5,415 rem 5,879	11,536	11,536	35,000 rem 5,879	\$1,175,800
1992	6,878	6,603 rem 7,167	13,770	27,251 rem 7,167	\$1,433,400
1993	8,271	8,386	7,149 rem 8,312	23,806 rem 8,312	\$1,662,400
1994	4,447 rem 5,376	10,085	9,401	23,933 rem 5,376	\$1,075,200
1995	5,636	5,421 rem 6,556	11,555	22,612 rem 6,556	\$1,311,200
1996	6,766	6,871	5,832 rem 7,896	19,469 rem 7,896	\$1,579,200
1997	3,607 rem 4,384	8,247	7,804	19,658 rem 4,384	\$876,800
1998	4,516	4,396 rem 5,342	9,594	18,506 rem 5,342	\$1,068,400
1999	5,362	5,501	4,723 rem 6,609	15,586 rem 6,609	\$1,321,800
Maintenance 2,800 per year removal 18% Increase				2,800	\$560,000

Total Cost \$12,064,200 (9yr)  
Ave. Cost \$1,340,466/yr

Each cell equals approximately 33 Herd Areas  
Assumes initial population of 35,000  
Removal cost= \$200/head

AFT

ALTERNATIVE 3

3 Cell  
 Remove 0 - 4.5 year old (90%)  
 Treat 5.5 - 9.5 (50%)

Year	Cell 1	Cell 2	Cell 3	Total	Cost	Total Cost
1991	4,386 rem 6,908 trt 919	11,536	11,536	35,000 rem 6,908 trt 919	\$1,381,600 \$137,850	\$1,519,450
1992	5,568	5,350 rem 8,420 trt 1,158	13,770	24,688 rem 8,420 trt 1,158	\$1,684,000 \$173,700	\$1,857,700
1993	6,035	6,791	6,235 rem 10,071 trt 1,371	19,061 rem 10,071 trt 1,371	\$2,014,200 \$205,650	\$2,219,850
1994	3,466 rem 3,266 trt 756	7,408	7,973	18,847 rem 3,266 trt 756	\$653,200 \$113,400	\$766,600
1995	3,857	4,228 rem 4,019 trt 940	8,738	16,823 rem 4,019 trt 940	\$803,800 \$141,000	\$944,800
1996	4,270	4,706	4,819 rem 4,722 trt 1,071	13,795 rem 4,722 trt 1,071	\$944,400 \$160,650	\$1,105,050
1997	4,772	5,231	5,504	15,507	\$560,000	\$560,000

Maintenance 2,800 per year removal  
 0 Treatments  
 18% increase

Total Cost \$8,041,200 (7yr) Ave. Cost \$1,148,742/yr
--

Each cell equals approximately 33 Herd Areas  
 Assumes initial population of 35,000  
 Removal cost (rem)= \$200/head  
 Fertility control treatment (trt)= \$150/head

FT

ALTERNATIVE 4

3 Cell  
Random Removal 0 - 9.5 year old  
35,000 Initial Horses

Year	Cell 1	Cell 2	Cell 3	Total	Total Cost
1991	5,294 rem 6,000	11,536	11,536	35,000 rem 6,000	\$1,200,000
1992	6,304	5,300 rem 8,470	13,470	25,074 rem 8,470	\$1,694,000
1993	7,471	6,325	6,306 10,000	20,102 rem 10,000	\$2,000,000
1994	4,400 rem 4,467	7,494	7,580	19,474 rem 4,467	\$893,400
1995	5,151	4,891 rem 4,000	9,030	19,072 rem 4,000	\$800,000
1996	6,071	5,697	4,616 rem 5,900	16,384 rem 5,900	\$1,180,000
1997	4,160 rem 3,000	6,702	5,533	16,395 rem 3,000	\$600,000
1998	4,802	4,696 3,200	6,542	16,040 rem 3,200	\$640,000
1999	5,605	5,393	4,510 rem 3,000	15,508 rem 3,000	\$600,000
2000	Maintenance 2,800 per year removal 18% Increase			2,800	\$560,000

Total Cost \$10,167,400 (9yr) Ave. Cost \$1,129,711/yr
---

Each cell equals approximately 33 Herd Areas  
Assumes initial population of 35,000  
Removal cost= \$200/head

Assumptions for Alternatives 1-4

Reference

Berger, Joel. 1986. Wild Horses of the Great Basin. The University of Chicago Press. 326pp.

Siniff, D.B., J.R. Tester, and E.D. Plotka. 1990. Fertility Control in Wild Horses, Final Report. BLM Study Contract AA-82-CTS-29. 79pp.

Garrott, R.A. 1990. Demography of Feral Horse Populations in the Western United States. Thesis submitted to the Faculty of the Graduate School of the University of Minnesota. 131pp.

Costs:

Capture cost	\$200/head
Fertility control treatment	\$150/head treated
Processing	\$120/head
Transportation	\$ 17/head
Adoption	\$580/head

DRAFT

In conclusion, the mgt plan is very well put together for that portion of the wh + b program that involves managers + adoption but seems to be relying solely on just that.

↑ We believe that fertility control should be used as a long range tool for most of wh #'s. This ~~plan~~ <sup>plan</sup> suggest that fertility control be used minimally w/ removal to reach ~~initial~~ <sup>initial</sup> AML AND THEN NOT AS A MAINTENANCE TOOL.

The <sup>stagnant</sup> mentality of "removal + adoption" <sup>AS THE MAJOR mgt tool for wh + b</sup> needs to be re-examined + options included ~~change order~~ <sup>change order</sup> to mgt of wh + b + their habitat ON THE GROUND.

If you have any questions, we would be ~~more than~~ happy available to meet and discuss our response w/ you.

C.C. NDOW  
New Letters

## TRAINING - FERTILITY PROGRAM

1 - 37

# settings

Population Training School

Bob Brown?  
Roger Bryan?

what input did you receive from your districts?

Subject: Adoption

Statement of problem: To place enough horses to reach AML in 7-8 years.

Facts: Realistically, not enough horses can be placed to reach nationwide AML in five years, regardless of money.

A mid-states facility will be needed to house horses that are being shipped back East. 1,000 head capacity, avg. 500 head at any given time. Estimated cost: FY 93 - \$715,000, after that -- \$365,000. (\$2 @ head a day).

Solutions: Adopt 10,350 horses in FY 93, 10,000 horses in FY 94, and 10,000 horses in FY 95, etc. to reach AML within 7-8 years.

How: To maintain a viable, quality adoption program at ESO, 4,000 horses adopted per year is probably maximum. ESO adoption program will serve as a consistent anchor for this plan.

In the West, an intensive adoption program will be implemented beginning in FY 93 and last a minimum of three years.

Nationwide full fee target numbers FY 93, 94, 95:

ESO	4,000
NM, TX, OK	1,000
WY, NE	300
MT, ND, SD	300
ID	150
OR, WA	300
CO	400
AZ	300
UT	300
NV	500
CA	1,000
<u>Mid-states</u>	<u>300</u>

Subtotal: 8,850

Three reduced fee adoptions @ 400-500 head:

Subtotal: 1,500

Total: 10,350 WHB adoptions in FY 93

All of your projections for the future to reach AML rely heavily on REMOVAL AND PLACEMENT, AND BY your own projections this is much more expensive than fertility control. \* If the Bureau would seriously consider and implement a (quality) responsible fertility control program, ~~then~~ it should <sup>really</sup> eliminate the need for removal, ADOPTION, <sup>AND</sup> compliance of ADOPTERS/AND FACILITIES. THIS WOULD (SHIFT) the mgt of wh+B'S to "on the ground" control of #'S AS opposed to REMOVAL. By using mgt on the ground it would save the

\* WE ARE WONDERING WHY THE only references you have used for this report ARE FROM THE U of M (BERGER). The most humane, cost effective, + env. safe procedure that has been supported by humane org., wh' org., as well as recommended by the Nat'l wh+B AD Board has been population dynamics as well as immunocontraception by Dr.'s Turner + Kirkpatrick.

on page 6, <sup>you have</sup> the estimation <sup>that</sup> of AML being 31,000 animals

How can you determine AML's without monitoring? Have you pre-determined a number that your monitoring will establish?

~~you~~ You will notice that we strongly oppose the "reduced fee adoptions." We participated in the mass "reduced fee adoption" held during the summer of 1991. In our first hand estimation it was a disaster. Horses were treated inhumanely both at the <sup>BIRM</sup> facility and at the hands of the public looking for "free-bee's." Horses died at the facility during the rush to sort and adopt 400-500 animals in a 3 day period, at least 1/2 a dozen died in the first few days w/ adopters after enduring how much torture <sup>was unintentional by improper placement</sup> before a welcomed death, approx 40-50 of these horses have been returned again after wondering what they have endured during that "ADOPTION", and how many man hours were put into checking complaints as well as repossession of these animals. We also ~~ask~~ <sup>question</sup> how many of these horses have already gone to slaughter.

\* We are not that some horses have escaped back to the wilds with halters and lead ropes on? what torture is endured by these horses \*



Assumptions and needs:

--The West will have to conduct an average of 5 satellite adoptions per month at 75 head per satellite to meet these targets.

--Quality of horses and ratio of mares being shipped to ESO will increase.

--No reduced fee adoptions will be held in the East.

--Mid-west facility will be opened to layover horses being shipped East.

--Because of the specialized public affairs needs of the WHB program, a national Public Affairs "SWAT" team will be established (2-3 term) to do adequate pre-adoption work on reduced fee adoptions, satellites when requested/appropriate, and coordinate with volunteers to help publicize and educate the public about the program.

--To alleviate the need to hire large number of personnel for adoptions, WHB specialists from other states will assist on all reduced fee adoptions and on satellites where requested/appropriate.



--Reduced fee adoptions will consist of mostly "special" horses.

*define*  
*less adoptable?*

--Reduced fee adoptions will be run on an ICS structure.

Conclusion: We will be on top of the hump in 3-4 years. After 3-4 years, a lower maintenance adoptions number will be needed in the West. ESO will maintain a level of 4,000 horses adopted a year.

Thank you for opport. . . .

The C. strongly supports the development of a strategic plan for the mgt. of wh's + b's on public lands. in an effort to ~~get~~ gain control of one of the largest, yet. especially in Nevada,

previously most poorly managed programs in the Nation.

We greatly appreciate the continued efforts of you + your staff to personally meet ~~with~~ and discuss ~~the~~ any potential concerns or conflicts w/ the various interested + effected parties.

We agree w/ your identification of needs and goals for and your mission stat.  
↳ the affirming (mission statement) . . . . .

For ease of your review I have attached a copy of your "draft plan" with ~~comments~~ <sup>remarks</sup> and ~~interjections~~. except for the remarks, we support your projection for improvement and needs for

protection of populations + their habitat in accordance w/ multiple use mgt, ensuring humane care + treatment of areas wh's + b', establishing + maintaining cooper relationships + programs to benefit wh's + b's in their habitat as well as through adoption + aftercare, education of the public, integration of research, science, + technical development into the overall wh + B program, and increasing the professional capability, leadership, + service ethic, w/in the wh + B staff of the BLM, <sup>+ credibility with the public</sup>

(AS A PORTION OF THE OVERALL PROGRAM)

However, we do feel this plan is severely lacking in any pre planning, for <sup>integration of a</sup> fertility control program as a mgt tool. The overall (discussion) of this plan is based on Removal. This is not entirely a mgt plan for wh's, this is only a removal, adoption, and upgrading of the program plan.

all projections  
end up w/ 15-17,000  
houses remaining!

GOAL # Separate goals for fertility  
(continuity)  
pre-planning  
thought

on the ground mgt.

Goal #1 + 2

3 FIELD mgt., on the ground  
mentals + working w/ other agencies  
tourism

gather + adoption mentality

\$ for implementation