



# United States Department of the Interior

BUREAU OF LAND MANAGEMENT

Washington, D.C. 20240-0036

<http://www.blm.gov>



May 13, 2009

In Reply Refer To:  
1278 (560) I  
(FOIA No. 2008-79)

CERTIFIED MAIL - RETURN RECEIPT REQUESTED

Dr. Patricia Haight  
The Conquistador Equine Rescue and Advocacy Program  
4715 North Black Canyon Freeway, #1019  
Phoenix, AZ 85015

Dear Dr. Haight:

This letter is in response to your Freedom of Information Act (FOIA) request to the Bureau of Land Management, dated September 18, 2008, and listed under FOIA control number 2008-79. Please refer to this number in any future correspondence related to this request.

In this installment we are releasing approximately 84 pages of responsive documents in their entirety and we are withholding portions of approximately 7 pages of responsive documents. Disregard all information marked (b)(5). We determined that this information could be released in its entirety. In the following paragraphs we are providing you with an explanation of the information being withheld. We will be making another release of responsive documents on May 27, 2009.

We are citing Exemption 2 (5 U.S.C. 552(b)(2)) to withhold conference telephone numbers and passcodes. Exemption 2 exempts from mandatory disclosure records that are "related solely to the internal personnel rules and practices of an agency." Courts have interpreted the exemption to encompass two categories of information, internal matters of a relatively trivial nature (low 2 information) and more substantial internal matters, the disclosure of which would risk circumvention of the effectiveness of an agency's internal procedures ("high 2"). Conference telephone numbers provided to federal employees by the government and passcodes have been withheld under the "high 2" exemption. Release of this information reduces the effectiveness of the agency's internal procedures and there is no public interest or benefit in releasing this information.

The undersigned, in consultation with the Department of the Interior Solicitor's Office, is the official responsible for this request. You may contact the FOIA Coordinator prior to filing an official FOIA appeal to resolve any issue(s) informally.

Under 43 CFR, Part 2, §2.28(a), you have the right to file an administrative FOIA appeal by sending an appeal request to:

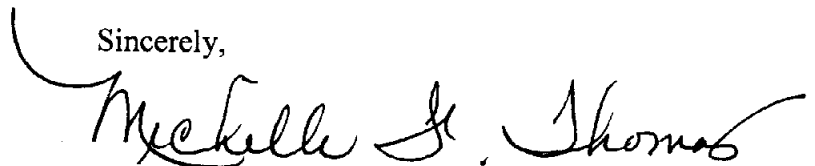
Darrell Strayhorn  
Freedom of Information Act Appeals Officer  
U.S. Department of the Interior  
1849 C Street, N.W., MS 6556, MIB  
Washington, D.C. 20240

Phone: (202) 208-5339  
Fax: (202) 208-6677

A FOIA appeal must be made in writing. It must be received no later than 30 workdays after a receipt of records and/or any decision made regarding the handling of a FOIA request. All communications concerning your appeal should be marked "FREEDOM OF INFORMATION APPEAL." It should clearly state the issue(s) that are being appealed. The appeal must include your initial FOIA request letter and the BLM's response letter. Also, be sure to include your contact information. This will insure the FOIA Appeals Officer will be able to contact you if they have any questions regarding your appeal.

Thank you for your interest in our public lands and in the programs and activities of the BLM. If you have any questions regarding request, please contact FOIA Consultant Constance Downs at (202) 452-0314.

Sincerely,



Michelle F. Thomas  
Acting Division Chief  
Information Resources Management

Enclosure

Implementation Team Conference Call

July 29, 2008

**Attendance:** Joe Stratton, Rob Jeffers, Al Kane, Jim Johnson, John Neil, and Lili Thomas.

**Team Members:** Lili Thomas (Note taker/Team Lead), Joe Stratton, John Neil, Rob Jeffers, Jim Johnson and Al Kane.

**Decisions:**

- All correspondence that is generated by this team will be for in-house consumption and not for the public. Once the report is finalized, it will be available to the public.
- The goal of this team is to produce an implementation plan that would address long term and short term ideas to reduce the number of horses removed from herd management areas and in our holding facilities.

**Team Objectives:**

1. Develop an implementation plan for each of the three alternatives outlined below.
2. Determine the cost and identify the expected implementation timeframe(s), as well as the pros and cons associated with each alternative.

**Alternatives to be Considered:**

**Alternative 1. Use the following tools:**

**Field Changes**

- Sex ratio change in the HMA's gathered
- All gelding herds
- Remove only mares from HMA's
- Have non-reproductive herds on HA's, or other public lands
- Gather every 2 years to contracept mares with minimal or few removals of excess Animals
- Sterilization of mares using spavac or gonacon

**Adoption**

- What is considered an unadoptable animal?
- How long should an animal be available for adoption?
- What are the criteria for an animal being available to the public for adoption?

**Sell Without Limitation**

- What animals are available for sale?
- Are there any buyers for these animals?
- How will we implement the sale at the different holding facilities?

**Euthanasia**

- What is the protocol for euthanasia in different situations, gathers, short-term holding and long-term holding?
- What are the criteria for animals to be euthanized?

**Alternative 2. Use euthanasia only:**

- In the field
- At short term holding
- At long term holding

### Alternative 3. Use field changes only:

- Sex ratio change in the HMA's gathered
- All gelding herds
- Remove only mares from HMA's
- Have non-reproductive herds on HA's, or other public lands
- Gather every 2 years to contracept mares with minimal or few removals of excess animals
- Sterilization of mares using spavac or gonacon

Following are additional notes from the conference call. Assignments are listed below.

### Field Change Alternative(s):

1. Pay livestock operators who allow non-reproducing wild horses to be maintained on their allotments. BLM would buy livestock permits with the objective of managing the allotment(s) for a non-reproducing herd.

- Rob Jeffers and Joe Stratton looked into this issue and found that it may not be feasible or legal.
- We sent our information to the WO solicitor, and will wait for their opinion.
- Rob Jeffers will write up this alternative.

2. Find an HMA in each state which could be managed for a non-reproducing herd.

- John has not heard back from CA, OR, and WY.
- NV had a lot of areas
- If we had one for state what would that buy us?
- If the geldings are living longer how would this help?
- How can you have an area that would be zeroed out but could hold geldings?
- Would you put to the high point, midpoint of AML?
- If you have the population at the high AML and you enter a drought what do you do?

3. Adjust sex ratios within Herd Management Area(s).

- Does it affect behavior and do we care? Burger stated in the late 80's that you should aim at a natural sex ration which favors females, but BLM thinks 50 50 ratio is natural.
- If we have more stallions will the band structure change?
- Will the mares and colts be beaten down at water bottlenecks?
- Since we do not have any evidence this is bad, the BLM should be allowed to do this on a large scale.
- We do not know if it is bad so should we wait till we know.
- The burden of truth is on BLM to prove this is a good idea.
- We need to find out what is the ratio of males-vs- females that will benefit the program in reduction of the population.
- If we have a large number of males then the population may have more females than males, but at this time there is no proof that this would happen in a wild horse herd.
- What would the modeling show if the age of the stallion was manipulated when they are released, how does that effect the population rate.

- If something goes south with the herd, how do we fix the problem? We need a plan.
- Geldings were let loose in two different herd areas in OR, they stated by themselves and did not really cause a problem. The geldings did live to be around 30 years old.
- Would we have fewer issues if the ½ of the males that are returned are gelded?
- Would we do fertility control on all mares that are returned to the field?

#### 4. Sterilization of mares

- Rich Sanford the veterinarian at the Palomino Facility spayed about 12 mares in the early 90's it
- There was only a small time frame in which to do this procedure due to the mares being in foaled
- Took 45 minutes per horse
- Limited to a few months in the summer
- Could work on individual animals but not on large scale.
- Recovery was 30 days to 6 weeks.
- They are doing this on the Sheldon, has done 30 head and 3 have been killed.
- Spavac was used in the Virginia Range horses with the testing being done at the Carson City Prison.
- The Spavac is not commercial available, barely available as a research product.
- Gonacon is also a product that needs to be relooked at for sterilization of mares.

#### 5. Gather every 2 years to contraceptive mares with minimal or few removals of excess wild horses.

- How cost-effective would this option be compared to current gathers/removals?
- The horses would be harder to catch each year.
- All horses are marked when they have PZP used on them. All the mares would need to be re-branded each time they have a contraceptive used on them.

#### 6. Euthanasia

- How many could be euthanized during a gather without having NEPA?
- What is the criteria used during a gather to euthanize a horse, is it age, and if so what age?
- How many could be euthanized at the preparation facility without causing a major change in the practice of disposal?
- What would be the criteria for euthanizing at the midpoint and adoption facilities?
- Would you contract disposal of the carcasses at gather sites?
- Have a euthanasia and disposal contract
- Have a contract to sell horses at the gather site.
- Are we euthanizing horses to save money to complete gathers?
- The team will have comments on the above question for our next conference call.

#### Assignments:

1. Rob Jeffers will write up the findings on using allotments for a non-reproductive herd.
2. John Neil will follow up with the states that have not gotten back to him (OR, CA, and WY ) He will also talk with Nevada on how they can justify zeroing out a herd, but are able to maintain a non-productive herd. He will also determine what this will buy the program, how many horses would be on these areas and how does this help?
3. Al Kane will work up the modeling to evaluate the effects associated with changing the sex ratio on HMA's. He will also talk with the specialist in the field to see what their experiences have been

when we have skewed the sex ratio. He will also explore if it is better to put geldings out or stallions. Al will send information on Spavac and Gonacon.

4. Bea Wade is going to send out a data call to determine the rationale for why HAs were not designated as HMAs or why designated HMAs were returned to HA status.
5. Lili will send out the sell policy to the team.
6. Jim will work on the cost and feasibility of gathering each herd area every two years.

The team will have weekly conference calls. They will be every Tuesday at 8:00 am PT. (The next call will be August 5, 2008). The call number is [REDACTED] Pass code is [REDACTED].  
The next call will be to work up the criteria and implementation of the Euthanasia alternative.

b2

Participants are asked to forward any corrections or additions to the above notes to Lili Thomas as soon as possible. Thanks to everyone for your help and input.

Implementation Team Conference Call  
August 5, 2008

**Attendance:** Rob Jeffers, Al Kane, Jim Johnson, Alan Shepherd, John Neil, and Lili Thomas.

**Team Members:** Lili Thomas (Note taker/Team Lead), Joe Stratton, John Neil, Rob Jeffers, Jim Johnson and Al Kane.

**Decisions:**

- All correspondence that is generated by this team will be for in-house consumption and not for the public. Once the report is finalized, it will be available to the public.
- The goal of this team is to produce an implementation plan that would address long term and short term ideas to reduce the number of horses removed from herd management areas and in our holding facilities.

**Team Objectives:**

1. Develop an implementation plan for each of the three alternatives outlined below.
2. Determine the cost and identify the expected implementation timeframe(s), as well as the pros and cons associated with each alternative.

**Alternatives to be Considered:**

**Alternative 1. Use the following tools:**

**Field Changes**

- Sex ratio change in the HMA's gathered
- All gelding herds
- Remove only mares from HMA's
- Have non-reproductive herds on HA's, or other public lands
- Gather every 2 years to contracept mares with minimal or few removals of excess Animals
- Sterilization of mares using spavac or gonacon

**Adoption**

- What is considered an unadoptable animal?
- How long should an animal be available for adoption?
- What are the criteria for an animal being available to the public for adoption?

**Sell Without Limitation**

- What animals are available for sale?
- Are there any buyers for these animals?
- How will we implement the sale at the different holding facilities?

**Euthanasia**

- What is the protocol for euthanasia in different situations, gathers, short-term holding and long-term holding?
- What are the criteria for animals to be euthanatized?

**Alternative 2. Use euthanasia only:**

- In the field
- At short term holding
- At long term holding

**Alternative 3. Use field changes only:**

- Sex ratio change in the HMA's gathered
- All gelding herds
- Remove only mares from HMA's
- Have non-reproductive herds on HA's, or other public lands
- Gather every 2 years to contracept mares with minimal or few removals of excess animals
- Sterilization of mares using spavac or gonacon

Following are additional notes from the conference call. Assignments are listed below.

**Field Change Alternative(s):**

1. Pay livestock operators who allow non-reproducing wild horses to be maintained on their allotments. BLM would buy livestock permits with the objective of managing the allotment(s) for a non-reproducing herd.

- Rob Jeffers and Joe Stratton looked into this issue and found that it may not be feasible or legal.
- We sent our information to the WO solicitor, and will wait for their opinion.
- Rob Jeffers will write up this alternative.
- Richard Sewing's horses are all adopted horses, so he has a domestic horse permit, so they are not considered wild horses by law.

2. Find an HMA in each state which could be managed for a non-reproducing herd.

- Waiting for information from John's e-mail

3. Adjust sex ratios within Herd Management Area(s).

- Al sent out an e-mail on all states opinion on sex ration.
- Al is working with Bea on working the model to see what the benefit of the sex ration.

4. Sterilization of mares

- Rich Sanford the veterinarian at the Palomino Facility spaded about 12 mares in the early 90's it.
- There was only a small time frame in which to do this procedure due to the mares being in foaled.
- Took 45 minutes per horse
- Limited to a few months in the summer
- Could work on individual animals but not on large scale.
- Recovery was 30 days to 6 weeks.
- They are doing this on the Sheldon, has done 30 head and 3 have been killed.
- Spavac was used in the Virginia Range horses with the testing being done at the Carson City Prison.
- The Spavac is not commercial available, barely available as a research product.
- Gonacon is also a product that needs to be relooked at for sterilization of mares.

5. Gather every 2 years to contraceptive mares with minimal or few removals of excess wild horses.



- Jim called Cattoors on this, he said that it would double your capture cost due to the fact the horses will become harder to gather. It would not be a cost savings but would cost more due to the fact the horses would be hard to gather. Capture price would be 1,000 to 1,500 a head.
- Every time you gather the number gathered is less and less.
- Would be dangerous for the horses and the crew
- The groups would throw a fit, because you are harassing the horses every two years
- Even after two years the horses are not really rebranded.
- Any social structure would be out the window.

## 6. Euthanasia

- John talked with the Reno Rendering plant and they said they could take as many as we want to take there.
- Jim talked with the state vet, OR is regulated by the DEQ, More than one, you are limited by DEQ. There are limits on how close to water.
- Jim said that Burns takes them to a pit, but they have always used it as many as they had died.
- Alan will talk with Rock Springs on how many they can take out to their dead animal pit.
- It is the consensus that there will not be large number of horses euthanized during gathers or in the field. This is due to state environmental laws.
- You offeror mid aged horses for a set of three week periods. Have the horses on a web site with number of times they have been available for adoption then follow the sale procedure.
- Eleven years and older we have them on web-site for 30 days available for sale at day 31 they will be euthanized. The web-site is not photos, just a list of horses that are available.
- Would we give the horses all of the vaccines?
- Based on age and characteristics will be made available for adoption at events, if they are not adopted with three events then they would be available for sale, then euthanized.
- Criteria for euthanasia:
  - ✓ 20 years and older would be euthanized at the trap site (preferred) or preparation facility.
  - ✓ Sale authority would be the same with limitation as it is now.
  - ✓ 11 year olds and older would be available for sale at preparation facilities for 30 days at day 31 they would euthanized. These animals would be put on the web site after all have been prepared and put on the WHBIS.
  - ✓ Horses from weanling to 10 years of age and are the best of the best will be available for adoption across the country. After they had been at three events they would be available for sale with photos up and freezemarks for 30 days and at day 31 they would be euthanized.
  - ✓ Horses that do not have good characteristics regardless of age will be available for adoption at the preparation facility for at least three weeks and shown on a web site by freezemarks. If not adopted they will be available for sale for 30 days, and then euthanized on day 31.
- Security at facilities and at gathers would need to be increased to combat eco-terrorism
- Having the people that are willing to put down healthy horses at gather sites could be a problem.
- Having vets putting down healthy horses at preparation facility could also be a problem.
- Have counseling for employees and contractors that have to euthanize the healthy horses, because it is very stressful.

- Would you contract removal and disposal of the carcasses at gather sites?
    - ✓ Gather holding site are so far away it could cost the BLM a lot of money, but it could be contracted out.
  - Have a euthanasia and disposal contract
    - ✓ Would have to be supervised by BLM to ensure that they are humanly putting horses down.
    - ✓ Having the horses rendered would need to be done instead of selling horses to slaughter.
7. Giving PZP by helicopter
- Aviation would never allow it.
  - Employees getting hurt
  - Horses would not be around when the helicopter came the second year
  - Having to pick up the projectile in the field would be impossible.
8. Spavac
- The product is not readily available for use
  - The product is not made, but with time they could make the product.
  - Indications it may be permanent in horses
  - The Carson City horses 11 out of 15 have not gotten in foal

**Assignments:**

1. Rob Jeffers will write up the findings on using allotments for a non-reproductive herd.
2. John Neil will follow up with the states that have not gotten back to him (OR, CA, and WY ) He will also talk with Nevada on how they can justify zeroing out a herd, but are able to maintain a non-productive herd. He will also determine what this will buy the program, how many horses would be on these areas and how does this help?
3. Al Kane will work up the modeling to evaluate the effects associated with changing the sex ratio on HMA's. He will also talk with the specialist in the field to see what their experiences have been when we have skewed the sex ratio. He will also explore if it is better to put geldings out or stallions. Al will send information on Spavac and Gonacon.
4. Bea Wade is going to send out a data call to determine the rationale for why HAs were not designated as HMAs or why designated HMAs were returned to HA status.
5. Lili will talk to the other facility on how many could be euthanized at the preparation facility.

The team will have weekly conference calls. They will be every Tuesday at 8:00 am PT. (The next call will be August 12th, 2008). The call number is: [REDACTED] pass code is [REDACTED].  
The next call will be to work up the criteria and implementation of the Sales alternative.

b2

The team will meet during the week of September 29<sup>th</sup> for the finalization of report.

Participants are asked to forward any corrections or additions to the above notes to Lili Thomas as soon as possible. Thanks to everyone for your help and input.

Implementation Team Conference Call  
August 12, 2008

**Attendance:** Gus Warr, Don Glenn, Joe Stratton, Rob Jeffers, Al Kane, Jim Johnson, Alan Shepherd, John Neil, and Lili Thomas.

**Team Members:** Lili Thomas (Note taker/Team Lead), Joe Stratton, John Neil, Rob Jeffers, Jim Johnson, Alan Shepherd and Al Kane.

**Decisions:**

- All correspondence that is generated by this team will be for in-house consumption and not for the public. Once the report is finalized, it will be available to the public.
- The goal of this team is to produce an implementation plan that would address long term and short term ideas to reduce the number of horses removed from herd management areas and in our holding facilities.

**Team Objectives:**

1. Develop an implementation plan for each of the two alternatives outlined below.
2. Determine the cost and identify the expected implementation timeframe(s), as well as the pros and cons associated with each alternative.

**Alternatives to be Considered:**

**Alternative 1. Use the following tools: This alternative has been deleted from the report**

**Field Changes**

- Sex ratio change in the HMA's gathered
- All gelding herds
- Remove only mares from HMA's
- Have non-reproductive herds on HA's, or other public lands
- Gather every 2 years to contracept mares with minimal or few removals of excess Animals
- Sterilization of mares using spavac or gonacon

**Adoption**

- What is considered an unadoptable animal?
- How long should an animal be available for adoption?
- What are the criteria for an animal being available to the public for adoption?

**Sell Without Limitation**

- What animals are available for sale?
- Are there any buyers for these animals?
- How will we implement the sale at the different holding facilities?
- Can we sell the animals for Foreign Trade?
- Should we have a time limit on how long we will sell horses without limitation?

**Euthanasia**

- What is the protocol for euthanasia in different situations, gathers, short-term holding and long-term holding?
- What are the criteria for animals to be euthanatized?

**Alternative 1 Use euthanasia only:**

- In the field
- At short term holding
- At long term holding

**Alternative 2 Without euthanasia**

- Sex ratio change in the HMA's gathered
- All gelding herds
- Remove only mares from HMA's
- Have non-reproductive herds on HA's, or other public lands
- Gather every 2 years to contracept mares with minimal or few removals of excess animals
- Sterilization of mares using spavac or gonacon
- Humane groups paying for long-term holding
- Reprogramming of BLM allocation
- Change the selling policy for three strike horses
- Selling without limitation

Following are additional notes from the conference call. Assignments are listed below.

**From Don Glenn:**

- What we have already done fits in the direction that he wants. But he does not think we need to have the Alternative 1, we need a euthanasia alternative, and an alternative on what can be done so we do not have to euthanize wild horses. This alternative would be heavily based on herd management to curb the population.
- The solicitor sent their comments on putting horses on public lands that they did not exist in 1971, they feel we could do that, but we may be challenged in court. Because they would be non-reproducing herd the intent of the law would be followed. The horses would still be considered as wild free-roaming wild horses.
- For every herd management area that is replaced by a non-reproducing herd this would cause a direct reduction of one for one.
- When making changes on herd management areas (sex ration, gelding, etc) the implementation would be a trial and error and not a research project.
- The cost of euthanating one horse could be the same cost as holding one horse for one year.
- The problem with just using the herd management alternative is it does not address the short term holding problem. We would need to look at euthanasia to help us with the dilemma we are in, holding over 30,000 horses.
- Alternative 2 will be what can be done without using euthanasia.
  - The team needs to be positive on the herd management alternative by pointing out that it will be long-term solution, not a short term fix.
  - The humane groups could take over the cost and feed for these horses on long-term holding. This could help with our short term dilemma. This should be part of alternative 2.
  - Henri wants us to come up with an alternative that does not have euthanasia.

- Let the budget float on this, but we need to have a budget on how this will work.
- Reprogram money from other BLM program to fund the program to keep from euthanasia or selling without limitation.
- At the end of this alternative the team needs to address selling horses without limitation.
- Sally had an e-mail from a person in Canada who wants 10,000 horses that he would slaughter the horses and send them to a third world country. Don is going to send the e-mail.
- We need to look at making horses easier to sale by changing our policy on the criteria for what constitutes a three strike horse. This could be horses that have been in facility for 90 days or three weeks. Jim said he has a demand for horses going to Denmark, but they are having a problem with getting titled horses.
- Address the need for congress to change the adoption law and allow instant title.
- Due to the fact that we are having trouble with finding additional pastures for excess wild horses, we may need to have feed lots. If the humane organization did take over the payment of feeding excess wild horse they would need to pay for whatever type of facility is available.
- The MHF proposing to market our adoption program for 7 to 8 million for a year. Don will be adding that in if the team agrees with that. The team agreed to let Don work on this part of the report.
- The team needs to have a plan on how we will implement euthanizing wild horses in case we are told to do this now.
- Running horses on a ranchers permit would require that the horses be under a controlled grazing situation.

Field Change Alternative(s):

1.<sup>b</sup> Pay livestock operators who allow non-reproducing wild horses to be maintained on their allotments. BLM would buy livestock permits with the objective of managing the allotment(s) for a non-reproducing herd.

- Rob and Joe will look at the solicitors' memo and incorporate in their report.

2.<sup>a</sup> Find an HMA in each state which could be managed for a non-reproducing herd.

- John Neill will be working to finalize this informaiton

3.<sup>b</sup> Adjust sex ratios within Herd Management Area(s).

- Al wants to change from working the sex ration to on Euthanasia.
- Jim Johnson will start working on this with Bea Wade.

4.<sup>b</sup> Sterilization of mares

- It could be made and could be tried, but it would be a year at best before it would be available.
- It is unclear whether we can get it in the country.
- Alan Shepherd will be working on this with Al Kane.
- Spaying mares will also be looked at.

## 5. Euthanasia

- Al Kane will send out an e-mail and talk with all of the faculties to determine how they dispose of the carcasses.
- Al will take this over and work with Alan Shepherd.
- Criteria for euthanasia:
  - ✓ 20 years and older would be euthanized at the trap site (preferred) or preparation facility.
  - ✓ Sale authority would be the conducted with the current limitations we are under now.
  - ✓ All animals that are eligible for sale will have their freezemark number and description posted on a web site. Photo will not be used. All of these horses will need to be in the WHBIS before they are posted.
  - ✓ 11 year olds and older would be available for sale at preparation facilities for 30 days at day 31 they would euthanized.
  - ✓ Horses from weanling to 10 years of age and are the best of the best will be available for adoption across the country. After they had been at three events they would be available for sale with photos up and freezemarks for 30 days and at day 31 they would be euthanized.
  - ✓ Horses that do not have good characteristics regardless of age will be available for adoption at the preparation facility for at least three weeks and shown on a web site by freezemarks. If not adopted they will be available for sale for 30 days, and then euthanized on day 31.
- Security at facilities and at gathers would need to be increased to combat eco-terrorism
- Having the people that are willing to put down healthy horses at gather sites could be a problem.
- Having vets putting down healthy horses at preparation facility could also be a problem.
- There may be a need to have counseling for employees and contractors that have to euthanize the healthy horses, because it is very stressful.
- Would you contract removal and disposal of the carcasses at gather sites?
  - ✓ Gather holding site are so far away it could cost the BLM a lot of money, but it could be contracted out.
- Have a euthanasia and disposal contract
  - ✓ Would have to be supervised by BLM to ensure that they are humanly putting horses down.
  - ✓ Having the horses rendered would need to be done instead of selling horses to slaughter.

The team will have weekly conference calls. They will be every Tuesday at 8:00 am PT. The team will be working on their projects and we will not have a call on Tuesday August 19. (The next call will be August 26th, 2008). The call number is: [REDACTED] pass code is [REDACTED].  
The team will meet during the week of September 29<sup>th</sup> for the finalization of report. Participants are asked to forward any corrections or additions to the above notes to Lili Thomas as soon as possible. Thanks to everyone for your help and input.

b2

Implementation Team Conference Call  
August 26, 2008

**Attendance:** Jim Johnson, Gus Warr, Joe Stratton, Rob Jeffers, Al Kane, John Neil, Alan Shepherd, and Lili Thomas.

**Team Members:** Lili Thomas (Note taker/Team Lead), Joe Stratton, John Neil, Rob Jeffers, Jim Johnson, Alan Shepherd, Gus Warr and Al Kane.

**Decisions:**

- All correspondence that is generated by this team will be for in-house consumption and not for the public. Once the report is finalized, it will be available to the public.
- The goal of this team is to produce an implementation plan that would address long term and short term ideas to reduce the number of horses removed from herd management areas and in our holding facilities.

**Team Objectives:**

1. Develop an implementation plan for each of the two alternatives outlined below, with options in detail.
2. Determine the cost and identify the expected implementation timeframe(s), as well as the pros and cons associated with each option. Options will be under the alternatives.

**Following are additional notes from the conference call**

The report will have the two alternatives with options. The options will address the pros and cons; the breakdown of how much it will cost; what is the timeframe from the beginning of the option to the end result; and the benefit the program will get from this option. The report will have all of the options, but will not have a team recommendation.

**Example of the components to be used on each option:**

Option	Pros	Cons	Cost	Timeframe	Benefit
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Each person on the team has their assignments for each option shown below. Lili Thomas will be sending out a format to be used on the options to the team by the end of this week. Each team member will try and get as much information on their option by September 24 to the team members. The team will be meeting in Boise Idaho on September 29<sup>th</sup> at 8:00 am.

**Alternative 1 Use euthanasia only: (Al Kane and Alan Shepherd)**

- In the field
- At short term holding
- At long term holding
  - Criteria to euthanasia
  - Where you do it and how to disposal of carcass
  - How you euthanize the horses

**Alternative 2 Without euthanasia**

- Sex ratio change without PZP in the HMA's gathered (Jim Johnson)
  - Remove only mares from HMA's
- Sex ration change with PZP (Jim Johnson)
- Non-reproductive gelding herds on HA's, HMA's (John Neill and Gus Warr)
- Boarder use of Fertility control (Alan Shepherd)
  - Use of PZP on gathers without removals

- Use the P2P every two years on HMAs
- Spavac
- Gonacon
- Sterilization of mares (Joe Stratton and Al Kane)
- Paying permittees to graze wild horses year round (Rob Jeffers and Joe Stratton)
- Buying out permittees for BLM to run horses year round (Rob Jeffers and Joe Stratton)
- Humane groups paying for long-term holding (Lili Thomas)
- Reprogramming of BLM allocation (Gus Warr)
- Change the selling policy for three strike horses (Lili Thomas)
- Selling without limitation (Lili Thomas)

The Team will meet in Boise Idaho traveling on Sunday 28<sup>th</sup> of September. Start of meeting at 8:00 am on Monday September 29<sup>th</sup>. Meeting will end on Thursday and traveling home from meeting on Friday October 3<sup>rd</sup>. Ramona will be working on getting us a hotel. She will get the hotel information to the team by September 10<sup>th</sup>.

The team will be working on their projects. (The next call will be September 9, 2008). The call number is: [REDACTED]  
[REDACTED] pass code is [REDACTED]

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Participants are asked to forward any corrections or additions to the above notes to Lili Thomas as soon as possible. Thanks to everyone for your help and input.



## Implementation Team Conference Call

September 9, 2008

**Attendance:** Jim Johnson, Joe Stratton, Rob Jeffers, Al Kane, John Neil, Alan Shepherd, Bud Cribley and Lili Thomas.

**Team Members:** Lili Thomas (Note taker/Team Lead), Joe Stratton, John Neil, Rob Jeffers, Jim Johnson, Alan Shepherd, Gus Warr and Al Kane.

### Decisions:

- All correspondence that is generated by this team will be for in-house consumption and not for the public. Once the report is finalized, it will be available to the public.
- The goal of this team is to produce an implementation plan that would address long term and short term ideas to reduce the number of horses removed from herd management areas and in our holding facilities.

### Team Objectives:

1. Develop an implementation plan for each of the two alternatives outlined below, with options in detail.
2. Determine the cost and identify the expected implementation timeframe(s), as well as the pros and cons associated with each option. Options will be under the alternatives.

### Following are additional notes from the conference call

**Bud Cribley:** When Bud had a meeting with Henri, it came out that Henri needs this report when talking with the advocacy groups to explain what the ramification of trying to use the other tools, manipulating herds, buying permiitees, etc. Henri would like to have a draft of this report before the advocacy group meeting in Las Vegas on October 11<sup>th</sup>. Washington would like to have as much information to give to the groups during this meeting to define our position.

Bud explained that the BLM will need to make significant changes in this program, but how do we make these changes, what are the good option for BLM, the groups and congressional staff. This report will help in determining how we make changes in the program. He does not know what the final discussion will be at this time, but this report will help.

Bud stated that we are in a crises point and he does not know what the program will be doing, but something needs to be done. There has to be a better way to run this program, than reprogramming an additional 20 million from other BLM programs. Washington office is looking at the different tools that can be used, off the range and on the range. The decisions on how these tools will be used are beyond this team's prevue. This team needs to look at all the options with the benefits and cost to the program. None of these options are new, but we have not addressed them with specific information, and this team needs to give details on each option and how they will work.

Bud does not know what the answers are but there will have to be a comfort level all the way up to the Secretary level. Bud thanked the team for all their work and reiterated that this report is important for the program to make decisions and go forward.

Bud stated that if he is in Boise Idaho during our meeting he will try and sit in for part of one day.

Example of the components to be used on each option:

Option	Pros	Cons	Cost	Timeframe	Benefit
The report will have the two alternatives with options. The options will address the pros and cons; the breakdown of how much it will cost; what is the timeframe from the beginning of the option to the end result; and the benefit the program will get from this option. The report will have all of the options, but will not have a team recommendation.					

Political ramifications, challenges should all be under cons. Public interest groups, effective groups, stakeholders, the team feels that if we need these than add them to the option report.

Status of Assignments:

John Mule (Neill) is working on HMA's or Has that can be made into a non-breeding herd. John was unable to put it in the format and he did not have any information from CA and WY at this time. Alan said that he would get the information, but after talking with his specialist, none of them wanted to do this on any of their HMA's and he found one area that may work out of 16.

Al stated that he was not very far in getting all of his information, but he had heard from most of the facilities and would write this up later. He did feel that he would have a draft report to us by September 24<sup>th</sup>. He is going to try and put who, what, when and where in his option report.

Jim has been writing up observations but does not have any real research but has lots of assumptions. Bea is working on the modeling, but he does not have that information yet. The cost benefit was completed by Alan, Bea and Dean and Jim will be using this in his report.

Alan is collecting stuff on Boarder use of Fertility control

Joe has talked with Al on sterilization of mares. Joe talked with facilities on cost of sterilization at their facilities and what it would cost in the field during gathers. Joe will be addressing a lot of assumption and issues in the con section. It seems impossible to determine the impacts and difficulties of sterilizing mares when this has not been done on any kind of scale with wild mares. Determining how you pick the mares that you will sterilize is very daunting. How do you determine the term of the pregnancy of the mare? Do you sterilize young mares because they may be dry or do you look at mares that are at their peak of breeding or do you look at older mares? These are some of the dilemmas that Joe is facing in trying to get this option completed.

Rob talked with Ken Vissar and with the range program leads in Nevada and California. The range regulations would not work to pay a permittee to run horses on his allotment. The program would have to have a change in the range regulation to accommodate. Buying out permittee would require a land use plan amendment to designate for wild horses.

Lili is looking at the legal aspect of the BLM having an outside group pay for all long term holding. Lili is working in compiling the information on selling horses without limitation, and changing the three strike policy.

Each person on the team has their assignments for each option shown below. Lili Thomas will be sending out a format to be used on the options to the team by the end of this week. Each team member will try and get as much information on their option by September 24 to the team members. The team will be meeting in Boise Idaho on September 29<sup>th</sup> at 8:00 am.

**Alternative 1 Use euthanasia only: (Al Kane and Alan Shepherd)**

- In the field
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The Team will meet in Boise Idaho traveling on Sunday 28<sup>th</sup> of September. Start of meeting at 8:00 am on Monday September 29<sup>th</sup>. Meeting will end on Thursday and traveling home from meeting on Friday October 3<sup>rd</sup>. Ramona will be working on getting us a hotel. She will get the hotel information to the team by September 10<sup>th</sup>.

The team will be working on their projects. (The next call will be September 23, 2008). The call number is: [REDACTED]  
[REDACTED] pass-code is [REDACTED]

b2

Participants are asked to forward any corrections or additions to the above notes to Lili Thomas as soon as possible. Thanks to everyone for your help and input.

Implementation Team Conference Call  
September 23, 2008

**Attendance:** Jim Johnson, Joe Stratton, Rob Jeffers, Al Kane, John Neil, Alan Shepherd, and Lili Thomas.

**Team Members:** Lili Thomas (Note taker/Team Lead), Joe Stratton, John Neil, Rob Jeffers, Jim Johnson, Alan Shepherd, Gus Warr and Al Kane.

**Decisions:**

- All correspondence that is generated by this team will be for in-house consumption and not for the public. Once the report is finalized, it will be available to the public.
- The goal of this team is to produce an implementation plan that would address long term and short term ideas to reduce the number of horses removed from herd management areas and in our holding facilities.

**Team Objectives:**

1. Develop an implementation plan for each of the two alternatives outlined below, with options in detail.
2. Determine the cost and identify the expected implementation timeframe(s), as well as the pros and cons associated with each option. Options will be under the alternatives.

**Following are additional notes from the conference call**

Example of the components to be used on each option:

Option	Pros	Cons	Cost	Timeframe	Benefit
The report will have the two alternatives with options. The options will address the pros and cons; the breakdown of how much it will cost; what is the timeframe from the beginning of the option to the end result; and the benefit the program will get from this option. The report will have all of the options, but will not have a team recommendation.					

Political ramifications, challenges should all be under cons. Public interest groups, effective groups, stakeholders, the team feels that if we need these than add them to the option report.

Status of Assignments:

Lili will get the age of horses in the different age categories in short term holding and long term holding for our upcoming meeting. Cost at the facilities and their age groups. How long they have been in those facilities.

All members have until end of business on September 24<sup>th</sup> to have their options to Lili. If they are unable to get the information to Lili by that date they will send an e-mail stating they will have their information at the meeting.

Each person on the team has their assignments for each option shown below. Lili Thomas will be sending out a format to be used on the options to the team by the end of this week. Each team member will try and get as much information on their option by September 24 to the team members. The team will be meeting in Boise Idaho on September 29<sup>th</sup> at 8:00 am.

**Alternative 1 Use euthanasia only: (Al Kane and Alan Shepherd)**

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The Team will meet in Boise Idaho traveling on Sunday 28<sup>th</sup> of September. Start of meeting at 8:00 am on Monday September 29<sup>th</sup>. Meeting will end on Thursday and traveling home from meeting on Friday October 3<sup>rd</sup>.

The team will be working on their projects. (The next call will be September 23, 2008). The call number is: [REDACTED] pass code is [REDACTED]

*bt*

Participants are asked to forward any corrections or additions to the above notes to Lili Thomas as soon as possible. Thanks to everyone for your help and input.

Implementation Team Conference Call

July 22, 2008

**Attendance:** Joe Stratton, Rob Jeffers, Al Kane, Dean Bolstad, John Neil, Lili Thomas.

**Team Members:** Lili Thomas (Notetaker/Team Lead), Joe Stratton, John Neil, Rob Jeffers, Jim Johnson and Al Kane.

**Decisions:**

- All correspondence that is generated by this team will be for in-house consumption and not for the public. Once the report is finalized, it will be available to the public.
- The goal of this team is to produce an implementation plan that would address long term and short term ideas to reduce the number of horses removed from herd management areas and in our holding facilities.

**Team Objectives:**

1. Develop an implementation plan for each of the three alternatives outlined below.
2. Determine the cost and identify the expected implementation timeframe(s), as well as the pros and cons associated with each alternative.

**Alternatives to be Considered:**

**Alternative 1. Use the following tools:**

**Field Changes**

- Sex ratio change in the HMA's gathered
- All gelding herds
- Remove only mares from HMA's
- Have non-reproductive herds on HA's, or other public lands
- Gather every 2 years to contracept mares with minimal or few removals of excess animals

**Adoption**

- What is considered an unadoptable animal?
- How long should an animal be available for adoption?
- What are the criteria for an animal being available to the public for adoption?

**Sell Without Limitation**

- What animals are available for sale?
- Are there any buyers for these animals?
- How will we implement the sale at the different holding facilities?

**Euthanasia**

- What is the protocol for euthanasia in different situations, gathers, short-term holding and long-term holding?
- What are the criteria for animals to be euthanized?

**Alternative 2. Use euthanasia only:**

- In the field
- At short term holding
- At long term holding

**Alternative 3. Use field changes only:**

- Sex ratio change in the HMA's gathered

4. Adjust sex ratios within Herd Management Area(s).
  - a. Do we have an obligation not to affect horse herd behavior?
  - b. Is there data saying what will happen to horse behavior if we change the sex ratio?
  - c. Do we geld the horses or just leave them stallions?
  - d. What happens to the herd in respect to how often the herd needs to be gathered?
  - e. The assumption we leave more stallions than mares after a gather could be wrong. If conducting a selective removal, you need to put back at least 50/50 males/females.

Dean Bolstad came up with one more idea for on ground herd management:

- Gather every 2 years to contracept mares with minimal or few removals of excess wild horses. How cost-effective would this option be compared to current gathers/removals?

Following our call, Jim Johnson agreed to be part of the team.

#### Assignments:

1. Dean Bolstad will send the draft solicitor opinion on finding an HMA in each state that could be a non-reproducing herd to Joe Stratton.
2. Joe Stratton will look over the solicitor's opinion and see if there are areas that we need to work on.
3. John Neil will call the following states to determine if they have at least one HMA that can be turned into a non-reproductive HMA. (OR, CA, CO, ID, NV, WY)
4. Rob Jeffers will explore how much it would cost BLM to buy at an allotment and if we would have water rights.
5. Al Kane will work up the modeling to evaluate the effects associated with changing the sex ratio on HMA's. He will also talk with the specialist in the field to see what their experiences have been when we have skewed the sex ratio. He will also explore if it is better to put geldings out or stallions.
6. Bea Wade is going to send out a data call to determine the rationale for why HAs were not designated as HMAs or why designated HMAs were returned to HA status.
7. Lili Thomas will call Tom Seley and Jeff Rawson to see what information they may have regarding use of grazing allotments for running wild horses.

The team will have weekly conference calls. They will be every Tuesday at 8:00 am PT. (The next call will be July 29, 2008). The call number is [REDACTED] class code is [REDACTED]

b2

The team plans to have one meeting; it is tentatively set for the week of September 22, 2008. At this time, there is no location yet proposed.

Participants are asked to forward any corrections or additions to the above notes to Lili Thomas as soon as possible. Thanks to everyone for your help and input.

- All gelding herds
- Remove only mares from HMA's
- Have non-reproductive herds on HA's, or other public lands
- Gather every 2 years to contracept mares with minimal or few removals of excess animals

Following are additional notes from the conference call. Assignments are listed below.

Field Change Alternative(s):

1. Pay livestock operators who allow non-reproducing wild horses to be maintained on their allotments.
  - a. Authorizing horses to graze on allotments within or adjacent to an HMA is not permitted (43 CFR 4710.5).
  - b. Could we run wild horses on existing allotments outside or not adjacent to HMAs? Base property issues (what are they?).
  - c. The law limits management of WH&B to areas where they were found in 1971 and does not provide for their relocation to areas where they were not found in 1971.
  - d. The permittee would be required to manage/maintain these horses within their allotment(s), i.e. assure they are not trespassing outside the allotment(s), and are not overgrazing, etc.

2. BLM (or others??? i.e. horse advocacy groups???) would buy livestock permits with the objective of managing the allotment(s) for a non-reproducing herd.
  - a. Would the water rights come with the permits? Who would be responsible for maintaining existing fences and water developments, etc?
  - b. What type of herd management plan would be needed? Richard Sewing has been using his permit to run horses - how is that done?
  - c. Need to ask Gus Warr if that permit runs up against HMA, and if he has wells that he turns off to allow horses to have seasonal use.
  - d. Buying out permits may be prohibited (what law, regulation or policy?)
  - e. Tom Seley or Jeff Rawson may have worked on this type of idea years ago - needs followup.

3. Find an HMA in each state which could be managed for a non-reproducing herd.
  - a. This alternative may require a change in regulation(s) based on 43 CFR 4700.0-6 (a) which states: "Wild horses and burros shall be managed as self-sustaining populations of healthy animals in balance with other uses and the productive capacity of their habitat." One could argue that a non-reproductive herd is not self-sustaining. Also refer to (c) which states: "Management activities affecting wild horses and burros shall be undertaken with the goal of maintaining free-roaming behavior." By managing for sterile animals we may be taking away their "free-roaming" behavior by altering the social interactions.

- b. There is a draft position from the Washington Office solicitor on this subject.