

Report to Congress  
Regarding  
**The Wild Horse and Burro Program**  
**The Bureau of Land Management**  
U.S. Department of the Interior

**REFUTING FY2011 BUDGET JUSTIFICATIONS**  
**And**  
**REQUEST TO DEFUND ROUNDUPS AND REMOVALS**  
**THROUGH APPROPRIATIONS FOR FY2011 AND FY2012**



Photo taken at South Steens HMA by L. Peeples © November 2010

Written and compiled by C. Bowers, L. Peeples and C.R. MacDonald  
On behalf of America's Wild Horses and Burros  
and the American Taxpayer  
November 2010

In conjunction with America's Wild Horse Advocates, Animal Law Coalition, Equine Welfare Alliance, Grassrootshorse, Respect4Horses and their thousands of supporters

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The purpose of this Report to Congress is to illustrate in detail the serious failings of the Wild Horse and Burro (WH&B) Program, to firmly challenge the Program's FY2011 Budget Justifications and to give recommendations to jump start immediate reform through the appropriations process.

The lack of credibility and integrity of the Program are the basis for the request to immediately defund the roundups through the appropriations process. This suspension is essential at least until the NAS has completed its two-year review of the Program. If the roundups are not halted now, the NAS Study and any reforms to the Program will be pointless, as very few wild horses and burros will be left on the range to study or roam free as "components of the public lands" and to "enrich the lives of the American people" as mandated by the 1971 Act. Substantiation against the Program includes:

- The BLM states in their 2011 Budget Justification "Total High Appropriate Management Level (AML) means the population level where the wild horses and burros are in ecological balance with their occupied habitat" and declares the number in balance to be **26,600**. The BLM is now using funding to roundup, apply immunocontraception, and permanently sterilize and remove "**non-excess**" wild horses and burros to **18,600** or lower. This is an internal strategy developed in 2004 without Congressional approval or oversight and is a clear violation of the 1971 Wild Free-Roaming Horses and Burros Act.
- **The Appropriate Management Levels (AMLs) of wild horses and burros are set too low** for the herds' genetic viability. Their long-term survival is in jeopardy putting them on a path towards extinction.
- Inadequate and inequitable forage and land acreage are allocated to America's herds for long-term sustainability.
- The **numbers and data that BLM reports are egregious, inconsistent, and not credible**, notably the total number of horses and burros the BLM "estimates" are on the range.
- Millions of taxpayer dollars are being wasted in these economically depressed times to fund a Program that is literally causing the spiraling, out-of-control costs and irreversible damage to our legally-protected wild horse and burro populations and their future viability.

**The fundamental flaw of the Program is that estimates used by the BLM to support funding are not based on the best scientific, peer-reviewed data or state-of-the-art technology.** The BLM's data has proven to be continually inaccurate and unreliable as there is no oversight, checks and balances or accountability. Inconsistencies are clearly seen in charts and graphs included in the Green Book FY 2011 Budget Justifications and other BLM publications. At this time, all outside authorities, including Congress, rely solely on the data the BLM provides, although its accuracy cannot be verified or substantiated. These gross inadequacies negatively influence all aspects of the Program.

The current strategy of roundup, removal and warehousing of America's wild horses and burros by the BLM creates an alarming cost to the Program, over three-fourths of the total budget. In FY 2011, roundup, removal and holding costs for the projected **10,746** animals will be about **\$31M**. The BLM has requested an additional **\$12M** for FY2011 over FY2010 to roundup and stockpile what will be **45,955** wild horses and burros. In FY2011 and FY2012, the BLM intends to roundup 28,000 animals at a total cost of almost **\$223M** over the life of these animals.

An additional \$42.5M was requested in FY2011 for land acquisition for a “preserve” in the Midwest or East, adding to unnecessary increased expenditures. This idea was introduced through the proposed “Salazar Initiative” in Fall 2009. The “Initiative” has received massive opposition. Despite extensive public comments to improve the Program, the BLM has completely ignored the public and Congress by charging full steam ahead with massive removal plans. Additional BLM funds have been expended this past year to implement portions of the proposed “Salazar Initiative” without Congressional approval.

Any funding previously budgeted for roundups should be used to:

- Obtain an accurate census of populations on the range and in holding facilities,
- Accumulate credible, verifiable scientific data and thorough on-the-range monitoring
- For the NAS study,
- For additional supplemental reviews about the Program,
- Develop strategies for transferring stewardship to an alternative agency or the creation of new entity whose sole mission is focused on wild horse and burro management, preservation and protection
- Most importantly, to identify and restore lands back to the herds as required by the 1971 Act.

Wild horses and burros have been removed permanently from more than 21 million acres of their original homelands at great expense. Most of those lands retain livestock grazing (another program sustained at tremendous taxpayer expense). Returning wild horses and burros from expensive short and long-term holding facilities, to some of the 150-plus zeroed-out Herd Areas (HAs) or Herd Management Areas, or to other land or sanctuaries in the West, would dramatically reduce Program costs.

For too long now, Congress has sanctioned the BLM’s questionable Wild Horse and Burro Program activities by doing nothing but throw money at a failed Program. If allowed to continue, the destruction of America’s wild horses and burros will not only be the legacy that the BLM leaves in the minds and hearts of Americans for generations to come, but will be the legacy of this Congress as well. Now is the opportunity for Congress to change that course.

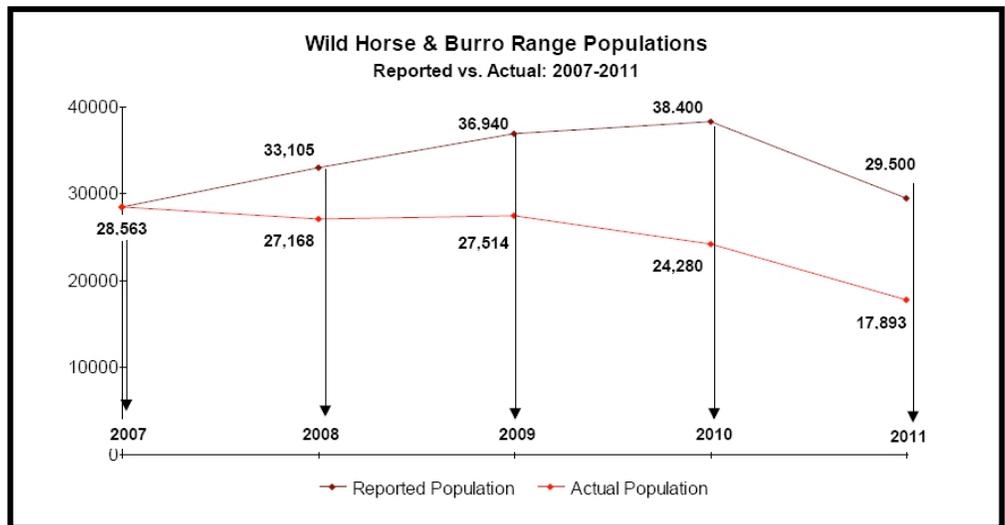
**The BLM is requesting funding to remove animals that are not “excess” populations, violating the 1971 Act.** Despite BLM’s stated goal for reducing national wild horse and burro populations to 26,600<sup>[1]</sup>, populations are being lowered far below that stated goal. The BLM has been using funds to reduce on-the-range populations *to the midpoint of Appropriate Management Level (AML) or lower*, an internal strategy developed in 2004<sup>[2]</sup> without Congressional oversight or approval, without general public knowledge or input and without addressing the deleterious effects on the remaining wild horse and burro herds.

In 2000, BLM convinced Congress to fund the goal of reducing wild horse and burro populations to achieve national AMLs, but BLM has progressively continued to lower the AML numbers. **BLM now requests funding to further reduce populations by maintaining wild horses and burros at a “midpoint” of 18,600 animals or lower<sup>[3]</sup>, not 26,600.** Both numbers are genetically non-viable for long-term survival.

Based on BLM’s own reported removals since 2007, using their 20% reproduction rate, only **17,900** wild horses and burros will remain on the range as of February 2011, **almost 8,700 animals less than the target national AML of 26,600** (see Table 1). The removal of these 8,700 non-excess animals is estimated to cost taxpayers a minimum of \$18.6M and \$55M over the life of the animals<sup>[4]</sup>.

In the Pilot Mountain HMA, NV, BLM is removing 53 horses to achieve “low” AML<sup>[9]</sup>, **despite wild horse populations not being in “excess” for at least 3 more years.** This is one of dozens of proposals to remove non-excess animals to the stated “low” range of AML, expending funds inappropriately.

In the 2008 Ely RMP, NV, the BLM stated the former AML that they had set of 85 wild horses in the Delamar HMA was not genetically viable<sup>[10]</sup> and they removed 99 horses<sup>[11]</sup>, zeroing out the HMA, revoking the HMA status to HA and resetting the AML to 0. 464 cattle continue to graze this HMA year round<sup>[12]</sup>. So what is the future for herds with AMLs set at 35, 10 or 3?



“Reported” are BLM annual reported populations. “Actual” based on BLM removal numbers. See Table 1.

- The BLM projects almost 28,000<sup>[5]</sup> wild horses and burros will be rounded up and/or removed in fiscal years 2011 and 2012. **The minimum estimated cost for round up and removal is \$57M with a long-term cost of almost \$223M over the life of the animals<sup>[6]</sup>.**
- In at least four of the 2010 roundups, **BLM failed to find the populations of horses and burros that they estimated on the range**, concluding the roundups with fewer animals than they had expected to capture, demonstrating that BLM’s population estimates do not reflect actual population numbers on the range.
- In 2007, the GAO found that the BLM came the closest to meeting AML at 27,200 animals since AMLs were first developed<sup>[7]</sup>. Despite this, the BLM reported the 2007 wild horse population about 1,300 animals higher at 28,560<sup>[8]</sup>. **It appears the BLM is padding population numbers for increased appropriation of funds.**

In the Calico Complex, NV, BLM reported wild horses were five times over established AMLs. Yet on 5/13/09, BLM WH&B Specialist Glenna Eckle stated in court testimony that, *“the monitoring data was meeting management objectives we had identified.”*<sup>[18]</sup> Horses were five times over “high” AML with no range damage<sup>[19]</sup>.

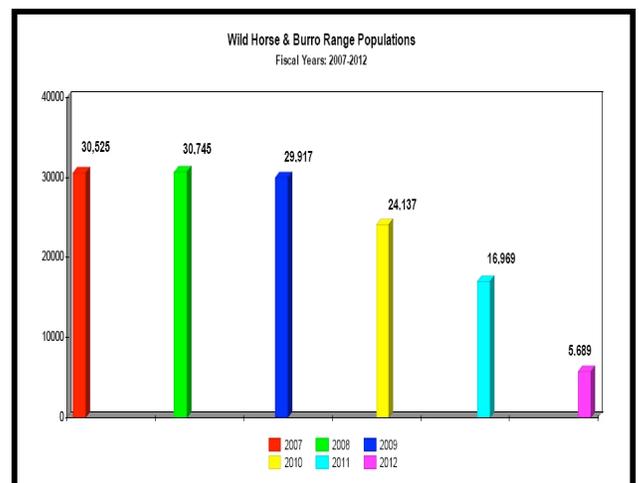
Statistical modeling of BLM wild horse and burro populations reports from 1971-2009 determined, *“The model’s long range forecast and the best fitting trend in its predicted population predicts rapid extinction in 11 years.”*<sup>[20]</sup>

Dr. Caroline Betts,  
Assoc. Professor of Economics  
University of So.CA

Bighorn sheep are a “species of concern” at a national population of just under 70,000<sup>[21]</sup>. It follows that **wild horses managed at a range of 9,500 to 23,600 are a species of grave concern, and wild burro numbers are critical at a range of 1,200 to 2,915**<sup>[22]</sup> and do not support long-term survival.

- **The BLM utilizes less than 3% of the Program budget for range monitoring to set AMLs and determine excess populations**<sup>[13]</sup>. Therefore, BLM cannot know the true range conditions. If indeed there are more horses on the range as BLM claims, AML is set well below what the range can support to remain in a thriving natural ecological balance. The evidence repeatedly suggests that AMLs are arbitrary and non-scientifically based.
- The DOI OIG issued a report in April 2010 entitled “Interior Lacks a Scientific Integrity Policy” confirming BLM’s lack of scientific protocols, oversight and checks and balances. GAO recommended developing standards for determining AML, citing the BLMs **“current informal practice of setting AMLs”**<sup>[14]</sup>, which has been in use since AMLs were developed. The WH&B Management Handbook was released July 2010 and NO AMLs have yet been set using these new standardized protocols.
- The BLM’s stated AML goals are to manage 41% of the wild horse herds at fewer than 50 horses, and 54% of the herds at fewer than 100 horses<sup>[15]</sup>. This strategy is a sure path to extinction of America’s herds and is not supported by current scientific research. Presently, over two-thirds of America’s herds are below genetic viability for long-term survival.
- Based on DNA analysis, **the minimum herd size for genetic viability is 150 animals.** Of the 150, only 50 would actually contribute their genes to the next generation<sup>[16]</sup>. BLM Manager, Sandra S. Brooks, regarding the Pryor Mountain herd, said that, “Preliminary evidence suggests that the herd has been managed at dangerously minimum levels over the past 25 years and an increase in established appropriate management levels will need to be considered in order to preserve the genetic viability of the herd.”<sup>[17]</sup> The herd was at 173 animals at that time; **AML is now 90-120.**

**If BLM receives funding to obtain their 2012 long-term plan, remaining populations on the range will be less than 5,700 animals. If all roundups stopped on 3/1/11, with the widespread use of infertility drugs and sterilization now being initiated, populations would not exceed the national AML until 2014.**



**The deception is that the BLM is requesting funding for a dangerous and costly strategy of removing wild horses and burros well below their publicized numbers of 26,600.** Not only is this an unnecessary expenditure but America’s wild horses and burros will not recover. Choosing to perpetuate this course betrays the public trust in the U.S. government to uphold the law, which was meant to preserve and protect America’s wild horses and burros in perpetuity.

Based on applying BLMs 20% annual reproduction rates to reported national populations as of February 28, 2007, and subtracting BLMs reported summer and winter removals as per National Gather Schedules and projected removals for FY2011 and FY2012. Fiscal Year is 10/1 through 9/30. Winter removals months: 10/01 thru 2/28. Summer removal months: 3/01 thru 9/30. (Note: BLM removes *only burros* between March 1 and June 30 of each fiscal year.)

**Table 1  
 Wild Horse and Burro  
 Populations & Estimates  
 2007-2012**

Fiscal Year	Winter Removals*	Pop as of 2/28	20% Foal Increase	Pop as of 7/01	Summer Removals*	Pop as of 9/30
2007	N/A	28,563 [1]	+5,712	34,275	-3,750	30,525
2008	-3,357	27,168	+5,433	32,601	-1,856	30,745
2009	-3,231	27,514	+5,502	33,016	-3,099	29,917
2010	-5,637	24,280	+4,856	29,136	-4,999	24,137
2011**	-6,244	<b>17,893</b>	+3,578	21,471	-4,502	16,969
2012***	-7,860	9,109	+1,820	10,929	-5,240	<b>5,689</b>

All projected population increases assume a 20% annual reproduction rate.

[1] Population as of 2/28/07 reported by BLM for Herd Area (HA) and Herd Management Area (HMA) Data, Fiscal Year 2007, available at: [http://www.blm.gov/wois/en/prog/wild\\_horse\\_and\\_burro/wh\\_b\\_information\\_center/statistics\\_and\\_maps/ha\\_and\\_hma\\_data.html](http://www.blm.gov/wois/en/prog/wild_horse_and_burro/wh_b_information_center/statistics_and_maps/ha_and_hma_data.html)

\* Winter/Summer removal numbers provided by BLM National Program Office Final Gather Schedule Fiscal Years 2007 through 2010.

\*\* 2011 removals extracted from projected removals via BLM National Program Office Fiscal Year 2011 Preliminary Gather Schedule.

\*\*\*2012 Removals extracted from BLMs 2011 Budget Justification, Wild Horse and Burro Management Performance Overview, pg. IV-82. Long-term Target 2012: 13,100 removals. Winter/Summer projections based on BLMs historical trends of removing 60% of total populations during Winter Gatherings and 40% of total populations during Summer Gatherings.

C.R. MacDonald 11/20/10

*“The 20% hypothesis is nonsense...Quite possibly, a minor recalibration of the BLM’s population growth model could significantly reduce projected horse feed bills.” [6]*

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In a recent study between USGS and BLM of Wyoming’s largest wild horse herds, USGS needed to develop a simple population model to project reproduction/mortality rates[7] because BLM failed to have any data - after forty years.

In the New Pass/Ravenswood HMA, NV, where horses had not been manipulated for six years, wild horse age class data (how many were born and survived each year) over the six-year period ranged from 3.1% to 13%, averaging a 7.6% annual population increase, an example of more natural survival rates in wild horses. [8]

- **Overestimated reproduction and population numbers result in inflated budget requirements and unnecessary spending.**
- The BLM states that they base their estimates of population numbers on a 20% per annum reproduction rate. Yet BLM’s own numbers shows no correlation with a 20% annual increase or even a perceivable pattern for reproduction rates for the period from 2000-2010 (see Table 2).
- For 2005 & 2007, BLM’s reported reproductive rates yielded an annual increase of 50.5% and 58.9% respectively, which are biologically not possible. Ranging from 13.5% to 58.5% between the years 2000-2009, (Table 2), these rates are generally inconsistent with all research on reproductive rates and demonstrate BLM’s wildly fluctuating information and inaccuracies. Even the average annual estimate of 32.88% per year defies credibility.
- In 1982, the National Academy of Sciences (NAS) said, “*Statements have been made that horse and burro populations typically increase at rates ranging from 16 to 22 percent per year*”[1]. However, several biases were explored and the NAS study “*concluded annual rates of increase of 10 percent or less*”. Yet BLM has continued to promote and apply the same biased higher rates exposed decades ago by independent authorities.
- In the Clan Alpine, Nut Mountain and Pilot Mountain HMAs, NV, BLM recently published a 10% annual increase for all three areas[2]. However, when BLM used a generic population modeling program - now a standard used as a substitute to determine reproduction rates in every herd — it generated over a 19% annual increase instead[3].
- Accurate annual populations can only be formulated by including both birth rates and death rates. In 2009, wild horses in the Bald Mountain HMA, NV, were rounded up for the first time since 1981. This was one of the last herds to evade manipulation by BLM’s primary management tool of roundups and removal. Surviving wild horse age classes ranged from 1.3% to 15.9% **with an average annual population increase of merely 3.6% spanning the 28-year period**[4]. This data completely negates BLMs claims that wild horses have virtually no natural predators or that mortality rates are insignificant and shows biological rules are in play.
- A BLM aerial count of the Gold Butte HMA, NV, in 2007 found 80 adult burros and 3 foals[5], a 3.75% reproductive rate. Yet BLM applies the same 20% reproduction rate to estimate wild burro populations.
- BLM’s over-inflated reproductive rates used for estimating populations clearly illustrate that there are far less wild horses and burros on the range presently than BLM claims. Population estimates appear to be skewed so as to maximize populations without taking any losses into consideration.

**Allocating funds to capture and warehouse wild horses and burros based on unsubstantiated population increases is most certainly fiscally irresponsible. There is strong evidence that the reproduction numbers the BLM applies are fraudulent.**

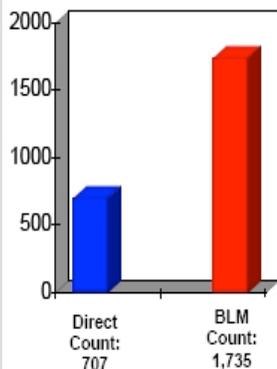


*“DOD satellite imagery could substitute for helicopter surveys. Considerable cost savings could occur as could reduction in safety hazards to BLM personnel, if this imagery could be made available[13].”*

Strategic Research Plan,  
BLM/USGS/APHIS, revised  
March 2005.

In addition to these benefits, a greater degree of accuracy and reliability would also come from incorporating this method.

2010 Tri-State Survey  
Wild Horse Populations  
4 California HMAs



Based on past and present gross discrepancies, the BLM’s inventory and census has no credibility. Integrity will not be restored until qualified scientists independent of Federal and state agencies become an integral part of this process as required per Section 1333(a).

- In 2009, the BLM spent 0.9% of their budget, **or less than \$500,000 dollars to actually count wild horse and burro populations on the range**[1]. Despite this, the BLM reported the need to reprogram \$9.3 million dollars due to population increases that could not have possibly been verified through credible census data[2].
- Between 2004 and 2009, the BLM reported fifty-five different HMAs as having extreme population increases, some by as much as 400% in one year[3]; 27% of these occurred in 2009 alone[4].
- In June 2010, an aerial census of wild horse populations was conducted over three states, spanning 2M acres called the Tri-State Survey[5]. Using a new count method the BLM/USGS is now promoting as more accurate than historical methods, only a 2.3% margin of error was projected between the direct count and what they believe were missed[6]. **The census directly counted 707 wild horses** in four HMAs in CA: Fox Hog, High Rock, Wall Canyon, and Massacre Lakes. **One month later, the BLM budgeted for the removal of 1,735 wild horses**, over 1,000 more than were directly counted[7].
- Independent review of the USGS/BLM 3-year study used to develop the new census methods the BLM is now promoting found: a) the combined methods used between the two agency’s increased directly counted horse populations by as much as 86%; b) the horse populations reported to the public by the BLM never matched USGS populations one time throughout the entire three-year study; and, c) in 2003, the BLM reported a total of 1,947 wild horses were removed in three separate roundups while USGS reported 2,350 horses were removed in one August roundup alone[8].
- Two independent aerial counts of areas the BLM recently conducted roundups in **found significantly less animals on the range than the BLM reported**. In the Calico Complex, NV the BLM reported 1,277 wild horses remained[9] while independent surveyors found less than 50[10].
- In the Twin Peaks HMA, CA, the BLM reported 793 horses and 160 burros remained post-roundup[11] while independent surveyors only found 7 horses and 0 burros. Based on an aerial sampling of 102.86 transect miles, only 139 wild horses and 0 burros are projected to remain[12]. Additional analysis using BLM’s own historical population data, reproduction rates and survey results showed the independent projected count of 139 to be more accurate and within the 84-265 wild horses and burros estimated to remain on the 798,000-acre Twin Peaks HMA. This is far below the BLM’s low range of AML by 183 animals and proves the BLM estimates are not accurate (see Table 3 and complete Report in Appendix II).
- **The BLM’s census is deceptive and defies even the most basic mathematical principles.** Until credible numbers are verified, appropriations for roundups and removals are not justified.

**Table 3**

**TWIN PEAKS HERD MANAGEMENT AREA  
 INDEPENDENT CENSUS ESTIMATE**

The table below estimates the remaining wild horse population in the Twin Peaks HMA.

Twin Peaks: BLM Wild Horse Population DATA					
Year	2006 <sup>1</sup>	2007	2008	2009 <sup>2,4</sup>	2010 <sup>2,5</sup>
Inventory	1706 <sup>1</sup>	836	1003	(1599 <sup>2,4</sup> ) 1204	(2303 <sup>1,5</sup> ) 1445
20% increase	included	167	(596 <sup>4</sup> ) 201	(704 <sup>5</sup> ) 241	289
Subtotal	1706	1003	1204	1445	1734
Removed	870 <sup>1</sup>	0	0	0	-1639
Returned/Deaths	0	0	0	0	+58/-14
Remaining	836	1003	(1599 <sup>2,4</sup> ) 1204	(2303 <sup>1,5</sup> ) 1445	139

**Note:** BLM reports 793<sup>3</sup> wild horses remain in the Twin Peaks HMA. This is contradictory to the historic population data and viable reproductive rates.

References:

1. Twin Peaks EA 2010: Environmental Assessment DOI-BLM-CA-N050-2010-05-EA (pg. 4, 36 and 38 )

[http://www.blm.gov/pgdata/etc/medialib/blm/ca/pdf/eaglelake/whb.Par.77852.File.dat/TwinPeaksGather\\_EA\\_5-17-10.pdf](http://www.blm.gov/pgdata/etc/medialib/blm/ca/pdf/eaglelake/whb.Par.77852.File.dat/TwinPeaksGather_EA_5-17-10.pdf)

2. BLM Herd Area Statistics

[http://www.blm.gov/pgdata/etc/medialib/blm/wo/Planning\\_and\\_Renewable\\_Resources/wild\\_horses\\_ha\\_hma\\_final.Par.6745.File.dat/2009HAHMA2009statsnoAMFinalLaphalist.pdf](http://www.blm.gov/pgdata/etc/medialib/blm/wo/Planning_and_Renewable_Resources/wild_horses_ha_hma_final.Par.6745.File.dat/2009HAHMA2009statsnoAMFinalLaphalist.pdf)

3. BLM Post Roundup Survey News Release No. NC-11-03

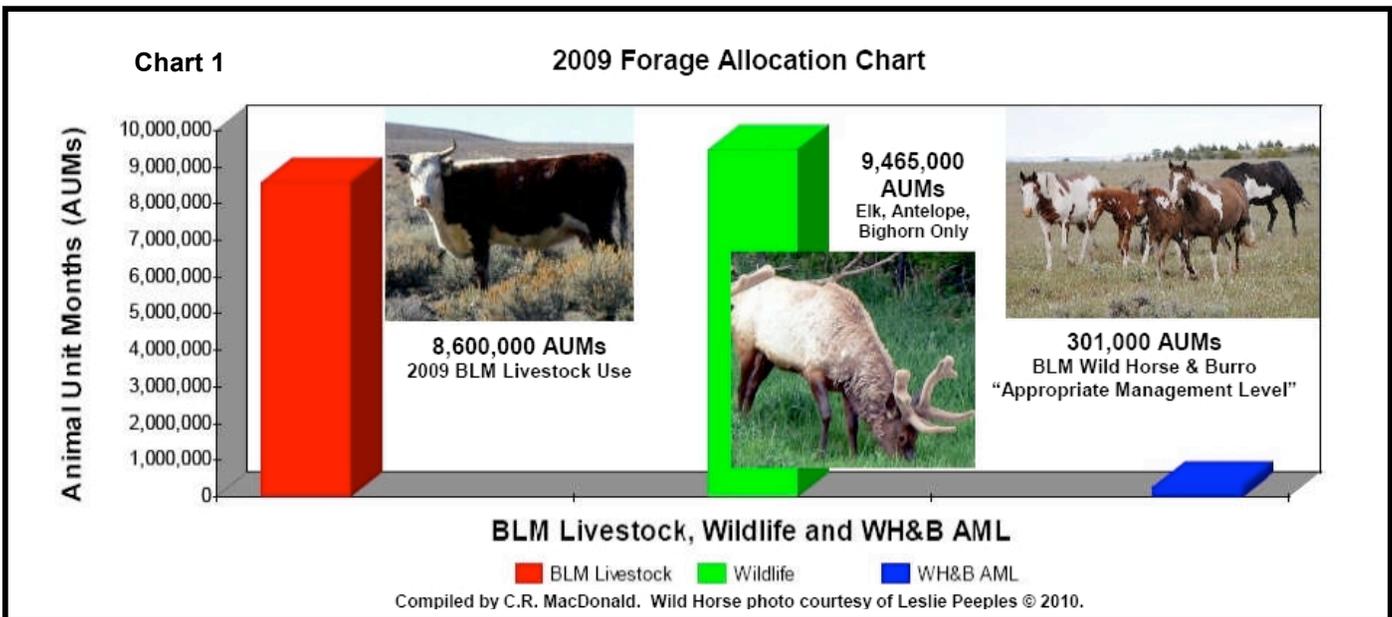
[http://www.blm.gov/ca/st/en/info/newsroom/2010/october/NC\\_1103\\_tpsurvey.html](http://www.blm.gov/ca/st/en/info/newsroom/2010/october/NC_1103_tpsurvey.html)

4. BLM assumed population increase of 37%.

5. BLM assumed population increase of 31%

The 1971 Act provided protection for all wild horses and burros on federal lands and provided guidance for their management as a "wildland species".[3]  
 Strategic Research Plan  
 BLM/USGS/APHIS  
 Revised March 2005

- BLM's wild horse and burro overpopulation claims are invalid. The following 2009 Forage Allocations Chart reflects millions of livestock and big game wildlife as compared to the target "high" of merely 26,600 wild horses and burros on public lands. It has already been established that this is a dangerously low number of wild horses and burros for long-term survival on the range. **Compared to livestock and big game use of public lands, even 50,000 or 70,000 wild horses and burros would be minimal numbers on the range.** All currently warehoused animals could be returned to their homelands saving millions of wasted funding.



In 1990, the GAO[4] reported BLM was making its removal decisions on the basis of an interest in reaching perceived historic population levels or the recommendations of advisory groups largely composed of livestock permittees. And nothing has changed as this continues today.

- Forage needs for one wild horse are about 240 acres/year in semi-arid lands[1]. That equates to only 7.2M acres for 30,000 wild horses and only 12M acres for the genetically-viable number of 50,000 wild horses. The forage needs of 50,000 horses are well below the actual amount of land available to them. Wild burros required half the forage as wild horses, so 10,000 wild burros, a species of grave concern at this number, would need only 1.2M acres. **Indisputably, land use planning can be equitable for America's wild horses and burros in keeping with multiple-use guidelines. The Interior Secretary, who was charged with their preservation and protection by the 1971 Act, has this authority.**
- While commercial interests maintain millions of grazing animals on public lands, the BLM has unjustly decided that minimal numbers of wild horse and burro herds are the problem and so, must be removed. These interests include some of the most powerful corporations and the most politically well-connected individuals. Sixteen percent of those grazing livestock on BLM lands control 76.2% of the AUMs (animal unit months of forage) available[2].

By their own admission, the BLM is a land management agency, not a horse and burro management agency – and it shows.

*BLM claims 1 horse requires 240 acres per year on the most meager ranges. The following shows some of the flagrant abuse of AMLs:*

*Chicago Valley HMA, NV, 12 horses on 258,000 Acres =*

***21,500 acres/horse.***

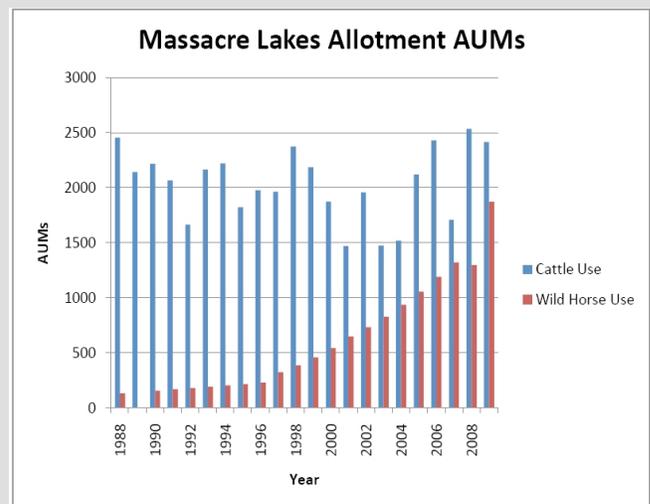
*Paymaster HMA, NV, 38 horses on 99,000 Acres=***2605 acres/horse.****

*Tobin Range HMA, NV, 42 horses on 187,000 Acres=***4,452 acres/horse, & the list goes on***<sup>[11]</sup>.*

BLM claims the cost of the WH&B Program has become "unmanageable" at \$64M for FY09. They share no similar concerns for the costs of livestock grazing at a \$123M/year loss<sup>[12]</sup> or for over a century of critical destruction of Western ranges by livestock.

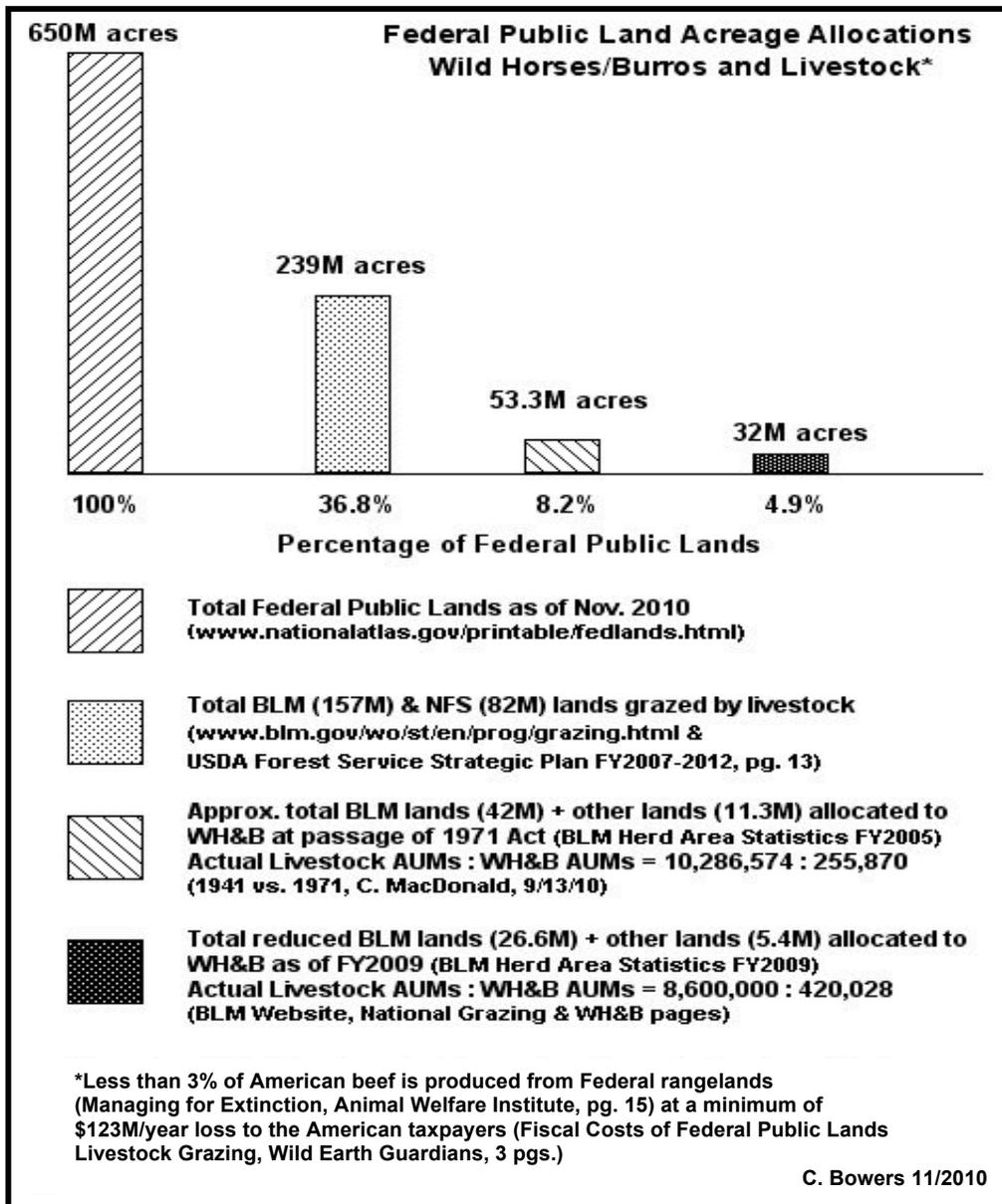
- **The deck is stacked against the wild horses and burros as they are up against big corporate interests, such as energy, mining, and big game hunting, all of which benefit the state economies.** These interests are welcomed with open arms and shown preferential treatment in land use decisions. Once again, America's wild horses and burros lose their lands, their families and their freedom, creating the spiraling, out-of-control holding facility costs. If money is what matters, then America's wild horses and burros should be kept on their legal Western lands for developing and promoting ecotourism. Wild Horse Safari Adventures and lucrative wildlife viewing, a \$47B national industry<sup>[5]</sup>, would benefit local economies and offset some of the costs of the Program.
- In Nevada, "Livestock grazing is authorized on about 48 million acres of public land, while wild horse and burro use is limited to about 14.7 million acres where the animals were found in 1971". The BLM states regarding these Nevada HMAs that, "Moreover, much of the 14.7 million acres is too steep or too far from water to be used by wild horses and burros"<sup>[6]</sup>. While a convenient statement to justify low AMLs or removals - **if BLMs claims were true, how then were they found there in 1971?**
- The lack of scientific integrity and age-old entrenched mindsets drive BLMs land use planning. Wild horses and burros are continually scapegoated for range degradation. The GAO stated that determining what type of animal is responsible for rangeland damage is an important task to properly manage an HMA. Specifically, their report concluded that BLM's decisions on the number of wild horses and burros to remove were made without adequate information about range carrying capacity or the impact of the animals on range conditions. The BLM authorizes removals by merely citing that wild horses and burros are contributing to range degradation while producing no data or evidence of what percentage their impacts "contribute" - **just their presence can justify their removal.** The BLM has removed thousands of animals without the land condition data that would enable it to determine how many animals the land could support<sup>[7]</sup>, once again needlessly expending millions of taxpayer dollars and putting wild horses and burros at risk of extinction.

The BLM reduced the Massacre Lakes HMA, CA, by 34,000 acres<sup>[8]</sup>, and in anticipation of setting AML, conspired to create a situation where they could justify setting a low AML for wild horses in the HMA. The BLM allowed the highest number of livestock since 1988 to graze for two consecutive years on range that was suppose to be rested every other year<sup>[9]</sup>. Wild horses were then cited as the primary cause of rangeland degradation. Wild horses were also accused of riparian damage because the BLM limited them to only three of twelve water sources, two of which were fenced off<sup>[10]</sup>. The AML is now set at 35 wild horses for 37,000 acres<sup>[11]</sup>, yet BLM says that they only reside in the 7,600-acre Juniper pasture.



The following chart entitled “Federal Public Land Allocations” displays the minute amount of BLM and other lands allocated to wild horses and burros as compared to total Federal public lands and lands allocated to livestock. Currently, all public lands comprise 650M acres with 239M acres managed for grazing while wild horses and burros are restricted to 32M BLM managed acres or less. Clearly, there is ample Federal public land to restore wild horse and burro populations that have been systematically removed and displaced over many decades. **Certainly, no additional “preserve” lands need to be acquired at even more taxpayer expense.**

**Chart 2**



BLM land statistics in 2005 reported 53.3M acres of BLM and other lands as legal Herd Areas (HAs) for wild horses and burros at the passage of the 1971 Act. Now, only 32M acres of BLM and other lands are being managed for their use, a 39% reduction. **Removing land from wild horse and burro use creates the very situation the BLM is asking for money to resolve.**

It is clear that when an agency chooses to “manage” land according to a grazing model, its determinations will be very different from those of an agency following a wildlife model<sup>[15]</sup>.

The BLM has not created legal land descriptions of either HAs or HMAs after almost 40 years of managing the Program.

When wild horses and burros lose their lands, it costs the American taxpayer. When they occupy their home-lands, it costs nothing. Without habitat, there are no herds. Setting land aside for their preservation was the promise of the Act and BLM has broken Congress’s promise to the American people.

- Between the years 2008 and 2009, over 2.2M HA acres have been eliminated from wild horse and burro use by the BLM. This includes 1.8M exclusive BLM acres that were supposed to be permanent HA acres. These lands fall under the provisions of the 1971 Act and their removal from the record is unlawful. In those same years, BLM revoked the Herd Management Area status of almost 2.5M acres, meaning herds were “zeroed out” and have either been permanently eliminated or are slated for their final removal. **In total, over 4.7 million acres disappeared from wild horse and burro use with no regard for the provisions or responsibilities as mandated by the 1971 Act.**
- Out of the original 339 HAs identified in 1971 where wild horses and burros were found, only 180 HMAs remain<sup>[13]</sup>. This equates to wild herds being completely removed (zeroed out) from 159 designated HAs, with some HAs reconfigured into HMA complexes. With the possible illegal reduction of wild horse and burro land acreage and zeroing-out of herds, the genetics of these particular herds have been forever lost. **Over two-thirds of the remaining herds are below genetically-sustainable numbers for long-term survival** (150 minimum breeding-age animals/herd)<sup>[14]</sup>. This careless, deliberate strategy pushes wild horses and burros down the path to sure extinction.
- The chart below is a small sample of the 159 zeroed-out HA’s no longer managed for America’s herds. These equate to the 21M acres slowly but methodically whittled away from their use.

HERD AREA NAME	Herd Code	HERD AREA		Estimated Horse Pop	Estimated Burro Pop	Last Gather Mo/Year
		BLM Acres	Other Acres			
ALVORD TULE SPRINGS	OR0005	0	0	0	0	
ATTURBURY	OR0028	7,837	1,777	0	0	
BASQUE	OR0025	8,555	824	0	0	
CHERRY CREEK	OR0021	35,473	103,538	0	0	
COTTONWOOD BASIN	OR0026	7,782	261	0	0	
COTTONWOOD CREEK	OR0027	24,282	467	0	0	
DIAMOND CRATERS	OR0031	41,025	13,492	0	0	
EAST KIGER	OR0020					
EAST WAGONTIRE	OR0034	111,725	84,229	0	0	
HEATH CREEK-SHEEPSHEAD (in OR0016)	OR0004	0	0	0	0	
LAKERIDGE	OR0023	3,978	377	0	0	
MIDDLE FORK	OR0032	37,339	5,943	0	0	

It appears BLM’s stealth strategy is to set AMLs to below genetically-viable numbers, remove herds down to that level, wait a few years and then claim the herds are not self-sustaining. At this point, the herds are completely zeroed out and more of their legal lands are freed up for other for-profit uses.

**BLM’s mantra that wild horses and burros are overpopulated is a fabrication meant to marginalize and negate their existence and to benefit private-for-profit users of our public lands.** There is ample forage and land to support America’s herds at self-sustaining numbers well over the precariously inadequate AML. A new paradigm is long overdue to equitably share America’s public land resources with our national herds. Specific “ranges” should be designated “principally” by the Interior Secretary for their true preservation and protection in the West. That strategy, along with quality on-the-range management, is the most fiscally responsible path. This saves American taxpayers over \$40M/year rather than the needless, costly stockpiling of wild horses and burros in holding facilities.

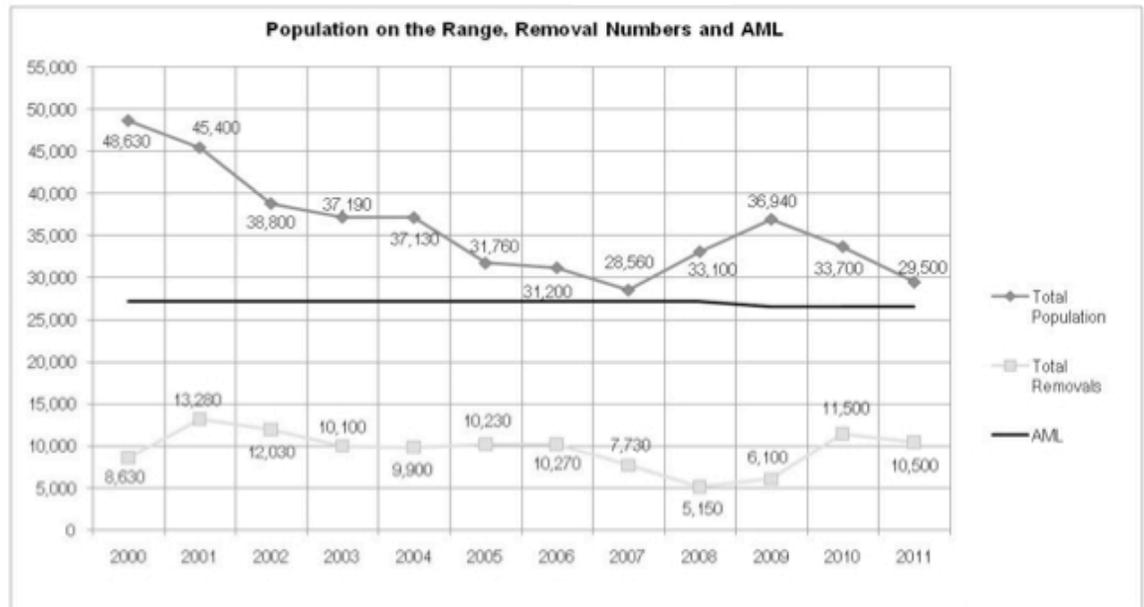
For decades, widespread inconsistencies and inaccurate data have plagued the BLM WH&B Program and have frustrated all parties attempting to decipher the truth. **Data differs from one document to another even when reflecting the same parameters for the same time frame.** One prime example is the inconsistent numbers for adoptions, removals, and total populations contained in one very important document: the Green Book 2011 Budget Justifications, BLM Wild Horse and Burro Program, presented to Congress in February 2010. Discrepancies can be clearly seen by comparing Chart 1 (pp. IV-76) versus Chart 2 (pp IV-79) below.

**Chart 1**

**2005**

Chart 1 shows range populations reported at 31,760 animals.

Chart 2 shows range populations reported at 32,700 – a 940 animal discrepancy.



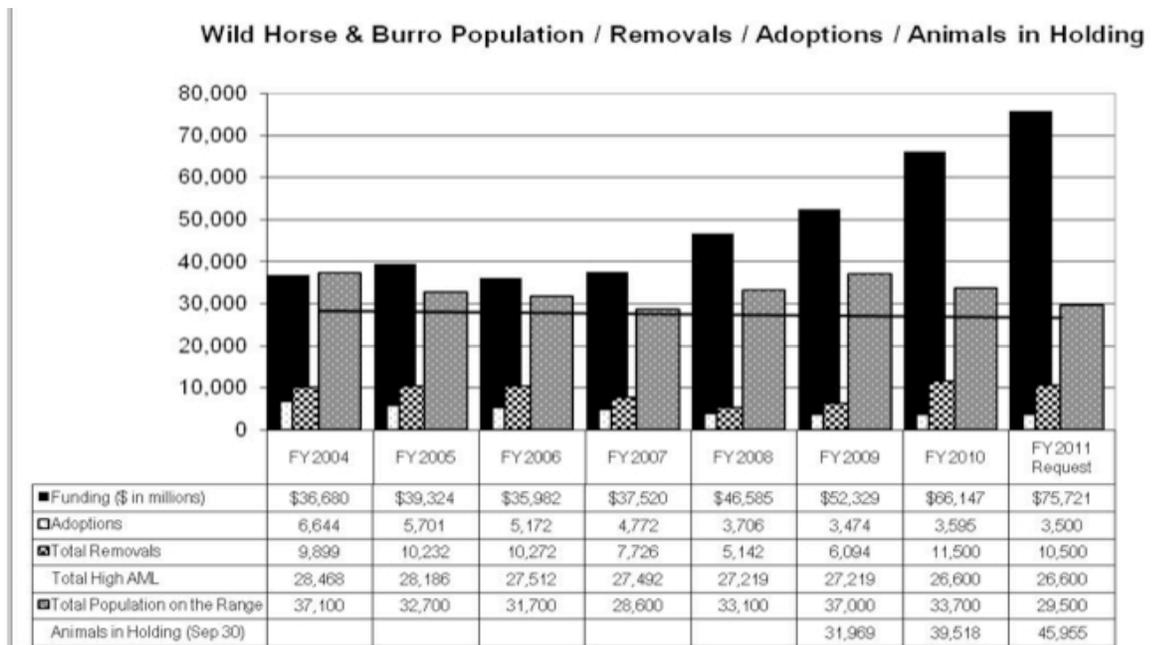
Note: The total population numbers are a result from the February census conducted annually.

**Chart 2**

**2006**

Chart 1 shows range populations reported at 31,200 animals.

Chart 2 shows range populations reported at 31,700 animals – a 500 animal discrepancy.



Note: Funding levels include appropriated funds, reimbursable funds, benefiting subactivities (prior years), and reprogrammings. Total High AML means the population level where the wild horses and burros are in ecological balance with their occupied habitat. Total Population on the Range is the number of animals after the annual census is conducted in February.

**Chart 3**

WILD HORSE AND BURRO MANAGEMENT Performance Overview									
Measure	2006 Actual	2007 Actual	2008 Actual	2009 Plan	2009 Actual	2010 Plan	2011 Plan	Change from 2010 Plan to 2011	Long-term Target 2012
Wild Horse and Burro Management Areas: Cumulative percent of number of Herd Management Areas achieving appropriate management levels. (Bur)	72% 145/ 201	66% 131/ 199	55% 109/ 199	43% 85/ 199	44% 78/ 180	66% 119/ 180	71% 128/180	+5%	85% 153/ 180
Total Actual/Projected Cost (\$000)	\$44,543	\$47,797	\$50,660	\$52,452	\$57,406	\$78,980	\$91,325	+\$12,345	\$91,325
Actual/Projected Cost per Herd Management Area (in dollars)	\$307,195	\$364,861	\$464,771	\$538,654	\$736	\$724,587	\$652,321	-\$72,266	\$596,895
Comment:	In 2011, this measure includes an increase of \$12,000,000 which will result in a 5% improvement, or an additional 9 Herd Management Areas achieving appropriate management levels. The 2011 increase allows the Wild Horse & Burro program to gather and hold additional horses, and continue adoption events. In 2010, this measure includes an increase of \$26,528,000 which allows the Wild Horse & Burro program to gather and hold 11,500 additional horses which will result in a 22% improvement in Herd Management Areas meeting objectives of FY 2009. In 2010, the BLM received \$63.9 million in direct appropriations for the WH&B program. The actual performance measure cost includes: direct and indirect appropriated funds; work done by reimbursable agreement, and available receipts. The Herd Management Area number has been reduced from 199 to 180. Smaller Herd Management Areas have been combined to facilitate efficiencies in management.  <b>Note:</b> FY 2010 Budget Justifications state that smaller HMAs in BLM Nevada was combined to form larger complexes, and this change would reduce the denominator from 199 to 188 in 2009. The planned change of 188 was actually reduced to 180 HMAs in 2009.								
Adopt Wild Horses and Burros (number).	5,790	4,920	3,739	3,325	3,398	3,595	3,500	-95	3,000
Long Term Hold Wild Horses and Burros (number feed days).	new in 2008	new in 2008	7,887,182	8,322,000	7,079,142	8,966,500	10,251,500	+1,285,000	10,610,700
Prepare/Hold Wild Horses and Burros (short term holding-number feed days).	9,566,927	10,416,712	3,332,207	3,681,050	3,710,077	3,710,435	5,601,230	+1,890,795	75,347,735
Comments:	In 2008, holding for Wild Horses and Burros is split into two separate targets, long term and short term holding.								
Gather/Remove Wild Horses and Burros (number)	9,310	6,420	5,221	5,500	5,603	11,500	10,500	-1,000	13,100

When compared to the previous two charts, Chart 3 (above) yields yet several more variations of discrepancies between reported Program statistics.

**Green Book – 2011 Budget Justifications  
 BLM Wild Horse and Burro Program  
 Comparison of Chart 2 (pp. IV-79) versus Chart 3 (pp. IV-82)**

	Year	Chart 2	Chart 3	+/- Change
Removals	2006	10,232	9,310	962 animals
	2007	7,726	6,420	1,306 animals
	2008	5,142	5,221	79 animals
Adoptions	2006	5,172	5,790	618 animals
	2007	4,772	4,920	148 animals
	2008	3,706	3,739	33 animals
	2009	3,474	3,396	76 animals

**Green Book – 2011 Budget Justifications  
 BLM Wild Horse and Burro Program  
 Comparison of Chart 1 (pp. IV-76) versus Chart 3 (pp. IV-82)**

	Year	Chart 1	Chart 3	+/- Change
Removals	2006	10,270	9,310	960 animals
	2007	7,730	6,420	1,310 animals
	2008	5,150	5,221	71 animals
	2009	6,100	5,603	497 animals

Several of the chart/graph numbers submitted by BLM in their 2011 Budget Justifications also do not correspond with another key publication: the BLM's own Public Land Statistics charts for the same years and categories. By repeatedly not accounting for wild horses and burros accurately over the years, skepticism, criticism and suspicion pervades public sentiment about the BLM.

Another recent, blatant error in data reporting is the obvious discrepancy of the 2/28/10 total population of **33,700** wild horses and burros as found in the Green Book on page IV-76 and IV-79 vs. a total population for the same date of **38,400** as found on the BLM website Quick Facts page dated 10/22/10 and elsewhere. Incongruous reporting is common, deceptive and causes distrust in all aspects of the Program.

Twice in 2010, errors were discovered in the BLM's Long-Term Holding Statistics, once in the 2/15/10 Facility Report, where over **1,700 animals disappeared** and again in the 6/1/10 Facility Report, where **2,282 animals disappeared** from the records[1]. The public demands independent verification and accurate accounting of these horses.

Since 2004, BLM reported a wild horse population in the Toano Herd Area, NV[6]. In the summer of 2010, the BLM funded the removal of these horses, claiming they were domestic strays [7]. **After six years, BLM stated their inclusion in national wild horse population estimates was an error.**

According to the Pilot Mtn. HMA, NV, EA, acreage is listed as 255,040[8]. However, BLM's National FY 2009 Herd Statistics reports the Pilot Mt. HMA is 477,136 acres [9]. Federally protected habitat totaling 222,096 acres was missing from this roundup proposal.

- When BLM first posted their Final National Gather Schedule of animals removed for fiscal year 2009 on the WH&B Program website, they failed to include removal data between October through January totaling at least 2,900 wild horses and burros unaccounted for.
- In February 2005, the BLM reported in the Sand Wash HMA, CO, wild horse population was 313 animals[2]. In November 2005, the BLM rounded up and removed 145 wild horses, leaving 168[3]. In 2008, BLM published an environmental assessment (EA) to round up wild horses again, reporting an increase to 392 in 3 years[4]. However, within the 2008 EA, the BLM reported no decline in wild horse populations or forage consumption as a result of the 2005 round up (see chart below).

Actual use by wild horses

Actual use by wild horses in the Sand Wash HMA, based on census flights and estimates:

Year	Number of Horses	AUMs
2001	163	1,956
2002	199	2,388
2003	243	2,952
2004	296	3,552
2005	311	3,732
2006	373 <sup>1</sup>	4,476
2007	386 <sup>2</sup>	4,632

1 - This figure is an estimate, based on a 20% increase in the population from the year prior.  
 2 - This figure is based on actual numbers of horses counted in the HMA in the Fall of 2007.

Source: BLM Little Snake Field Office. CO, EA# CO-100-2008-050, Sand Wash HMA Population Management Action, Appendix I, pp. 38.



### Wild Horse and Burro Research

Research Task: 3210AKF.5  
 Task Manager: [Butch Roelle](#)

Wild horse populations often increase at high rates on U.S. western rangelands, creating a management challenge. **The BLM is responsible for the management of 178 wild horse and 51 wild burro populations located across more than 88 million acres of public lands in the West.** Almost every management issue concerning wild horses depends on accurate herd counts. Reliable, science-based population estimates are needed for maintaining everything from herd health to habitat carrying capacity to genetic diversity. This study provides essential data related primarily to horse fertility control, genetic conservation, habitat assessments and setting population goals, and health and handling issues. Study information has been used to develop a long-range strategic research plan for wild horse management. Fertility-control field trials are underway. In addition, scientists are testing population estimation techniques to generate more accurate herd counts.

Questions arise as to exactly how many acres wild horses and burros were found on in 1971. The BLM stated **53.3M acres** in their 2005 HA Statistics, then 51.3M acres in their 2009 Statistics. Yet a USGS webpage (left) **credited 88M acres to the BLM Wild Horse and Burro Program instead.** This posting was mysteriously removed twice and finally, the webpage can no longer be found at all. When USGS was recently questioned as to where this reference went, their sole response was to contact BLM about the numbers[5]. Why would USGS refer questions to BLM when it was USGS who posted the reported acreage? More importantly, the 88M may well be the original lands where wild horses and burros were found in 1971.

In the Beatys Butte HMA, OR, the BLM reported no roundups had occurred in 2008<sup>[21]</sup>, but they still reported a reduction in the number of wild horses in the HMA by 55 animals between 2008 and 2009<sup>[22]</sup>.

In July 2009, a roundup EA published that 455 wild horses were counted in an aerial census of the Beatys Butte HMA, combined with the USFWS-managed Hart Mountain Wildlife Refuge<sup>[23]</sup>.

**Yet just two months later, BLM reported that the July census found 534 wild horses in the Beatys Butte HMA alone<sup>[24]</sup>.**

In 2008, the BLM reported the following mortality rates to the GAO<sup>[25]</sup>:

Roundups..... 1.2%  
STH.....5%  
LTH: Average\*...8%  
(\*5-14% range)

However, with respect to roundup mortality rates, 40% of the BLM Field Offices failed to provide the GAO with the requested information<sup>[26]</sup>.

- In 2004, BLM approved an increase in Herd Area acreage of the Nevada Wild Horse Range by 700,000 acres<sup>[10]</sup>. This increase was based on the fact that BLM failed to inventory the range at the passage of the Act and they were now remedying this one failure after almost forty years.
- In the Pryor Mountain Wild Horse Range, MT, extensive historical evidence had been provided to both BLM and USFS testifying to wild horse presence on the adjacent Custer National Forest prior to 1971 and at the passage of the Act<sup>[11]</sup>. To date, both agencies refuse to remedy this error to expand what should have been a legal wild horse range.
- The BLM stated in the 1997 Tonopah Resource Management Plan (RMP), NV, that due to an oversight, they failed to allocate the wild burros any AUM's in the Montezuma Peak/Paymaster HMAs<sup>[12]</sup>. By failing to allocate forage for existing burros, the public can only wonder how often this happens and about the credibility of forage allocations in the same HMAs which resulted in a non-viable AML of 3 horses and 10 burros in the Montezuma Peak HMA and 38 horses in the adjoining Paymaster HMA<sup>[13]</sup>.
- The Interior Board of Land Appeals (IBLA) defines thriving ecological balance as: "*The goal of wild horse and burro management should be to maintain a thriving ecological balance between wild horse and burro populations, wildlife, livestock, and vegetation, and to protect the range from the deterioration associated with overpopulation of wild horses and burros.*"<sup>[14]</sup> **The statement ending is patently biased falsification. IBLA's definition should state, "deterioration from all sources".** IBLA's definition provides ample evidence that wild horses and burros were singled out by elevating their impacts above all other impacts instead of considering all uses in balance as the law requires. The IBLA has repeatedly issued non-objective and prejudicial rulings in the BLM's favor. The IBLA cannot be trusted to be fair to wild horses and burros when they publish such utterly slanted definitions regarding range management.
- The BLM frequently fails to report accurate information for on-the-range, roundup and holding mortality rates. The BLM reported in The Green Book that mortality rates in long-term holding (LTH) were 3%<sup>[15]</sup>. Yet the 2008 GAO report stated the mortality rates in LTH averaged 8% and ranged between 5%-14%<sup>[16]</sup>. **Why then is BLM reporting a 3% mortality rate for long-term holding to Congress?**
- While the GAO reported BLMs mortality rates during roundups were 1.2%<sup>[17]</sup>, the BLM reports a 0.5% mortality rate instead<sup>[18]</sup>. The 2010 Calico roundup had a 6% mortality rate in STH at Broken Arrow through 9/4/10, and if aborted foals were included, which they should be, the mortality caused by the Calico roundup was 8.1%<sup>[19]</sup>. In the November 2010 Warm Springs roundup, BLM had a 3.2% mortality rate<sup>[20]</sup>. The BLM's claimed 0.5% mortality rate is a gross underestimation of deaths caused by roundups. No deaths are acceptable for Federally-protected wild horses and burros.

Accounting for foals is inconsistent. They're counted at times, and sometimes they are not. For example, over **350** foals were born in captivity after the Calico Complex, NV, roundup at the Broken Arrow holding facility [36]. The roundup totaled 1,922 animals[37] (as posted on the BLM website). The population numbers have never been increased with the addition of foal births. There is clear evidence that Federally-protected wild horses and burros have slipped through the cracks to slaughter. So, this raises grave concerns over the numbers and fate of hundreds of America's wild horses. What happens to these unaccounted-for horses?

Due to increased public scrutiny of BLM Program statistics, BLM deferred the release of 2010 HMA statistics for almost a year past the regular reporting date[38], delaying any public oversight.

- There is no accurate tracking of wild horses and burros from one place to the next, no records of each animal, where they are, where they go and when and just how many there are. These are America's wild horses and burros and **appropriate records and accountability for every single one should be paramount, including each and every foal.**
- In 2007, American Horse Defense Fund submitted an extensive FOIA request to obtain information concerning the status of all captured and warehoused wild horses and burros. The BLM was only willing to publicly release partial information as to the disposition of captured animals, and limited the release to a nine-month period in 2006/2007. Despite the limited data, by cross-referencing this report with BLM National Gather Schedules, numerous discrepancies were found in the HMAs analyzed regarding reported removals. The disposition of captured animals in whole is still unknown and must be released to the public. (See Chart below)

Herd Management Area (HMA)	National Gather Schedule Reported Removals	FOIA # of Animals Found Capture Status Report	+/- Change
Twin Peaks	906 (FY06)	866	-40
Jackson Mts	990 (FY07)	945	-45
Wilson Creek	646 (FY07)	622	-24
Jakes Wash	97 (FY07)	79	-18
Dry Lake	136 (FY07)	117	-19
Gold Butte	132 (FY06)	152	+20
Deer Lodge Canyon	106 (FY07)	125	+19
Warm Springs	214 (FY06)	237	+23
Divided Basin	1,059 (FY06/07)	1,107	+48
Mt. Elinor	25 (FY07)	0	-25

- One constant BLM excuse for horse removals is saving them from starvation. Yet, consistently, horses come off the range in excellent body condition with Henneke scores[27] of 4-5: 2010 Tuscarora HMA, NV, roundup--horses "in good body condition...with most scoring 4-5"[28]. Moriah HMA, NV-- "horses...look very healthy"[29] with scores of 4.5-5.5. This is the norm; horses are far from starving.
- In 2008, BLM reported administering PZP to mares, with capture and branding at \$500-\$1,000/mare[30]. In 2009/2010, \$1,307/mare[31]. In 2011, costs are projected to escalate to \$2,123/mare[32]; an increase of \$816/mare or \$1.6M[33] more than in 2010. The actual cost of a one-year dose of PZP is currently \$24[34] and \$290.00 for the two-year vaccine[35].

**Because of the rampant inconsistencies and inaccurate data and reporting within the WH&B Program, BLM's credibility, accountability, reliability and integrity is null and void. The ample evidence presented here is more than enough to support the halting of all roundups/removals and additional holding until the whole Program is reviewed and revamped or the management of the WH&B Program is transferred to a newly created entity that will truly preserve and protect America's wild horses and burros as the 1971 Act and the American people originally intended.**

The Wild Horse and Burro Program is in need of serious reform. However, it is impossible to develop long-term, effective solutions without reliable and accurate information. The BLM has been the primary source of information from which Congress and other agencies have historically drawn. Yet this same information is largely disreputable and riddled with potential conflicts of interest. Therefore, it has become critical to initiate independent reviews and alternate sources of information before attempting to move forward to achieve sincere reform.

Many current strategies now being presented for reform only serve as a distraction from the overall failings of the Program. By pushing solutions forward, accountability is left behind. This Report presents just a sampling of rampant inconsistencies throughout the Program, as well as providing ample substantiation to defund roundups through the appropriation process.

A temporary halt to roundups now is absolutely essential so that the NAS will have sufficient animals left to study and to provide a starting point for a comprehensive evaluation of the Program. During the NAS Study period, the following recommendations would provide additional information necessary to assist informed decision-making efforts in the near-term:

- An immediate accurate population census of all free-roaming herds on public lands by utilizing an independent firm(s) with flyover capabilities, which include satellite imagery, state-of-the-art forward-looking infrared and/or synthetic aperture radar sensing devices.
- A current accounting of all animals currently in long-term holding facilities by independent firm(s) in conjunction with law enforcement officials and interested members of the public utilizing similar methods as described above.
- A complete and detailed financial audit of the Wild Horse and Burro Program from 2007-2010, including evaluations of cost analysis and effectiveness of the For Sale Authority Program, success of the sales contract “intent clause” to protect animals from commercial exploitation and adoption strategies, expenditures and generated revenue.
- Develop and issue recommendations for humane, non-lethal and publicly acceptable parameters for handling and management procedures to address ongoing deficiencies inherent in current wild horse and burro management policies. Revamp roundup and removal protocols to keep family bands intact including lead stallions and mares, minimize band/herd fragmentation, remove only a portion of adoptable-age animals, and return balanced age classes to the range.
- Develop recommendations for transferring stewardship of the Program to another agency or create a new entity consisting of independent, qualified individuals who have equine degrees and training, in conjunction with those who have on-the-ground experience and/or history with wild horses and burros. The primary mission should be to emphasize long-term viability, restoring herd dynamics, humane on-the-range management at the “minimum feasible level”, accumulation of verifiable scientific data, current range monitoring, implementing true naturalness in a balanced ecosystem that includes predators, promotion of wild horse and burro ecotourism, development of public/private partnerships, increased transparency while incorporating viable methods to reduce Program costs.
- Feasibility studies of wild horse and burro ecotourism that include identifying potential sites for development and exploration of potential revenue generation that could be used to offset Program costs.

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## **FY 2011 Interior and Related Agencies Appropriations Act to Defund Roundup and Removal and to Prevent Euthanasia of Healthy Wild Horses**

SEC. XXX. None of the funds made available in this Act may be used to pay the salaries or expenses of federal agency personnel, or any state or non-governmental employee or contractor, or otherwise be used to—

- (1) roundup or gather any wild horses or burros and remove the animals from Herd Areas, Herd Management Areas or ranges as established pursuant to the Wild and Free-Roaming Horse and Burro Act (16 USC 1331 et seq.) or where they are otherwise free roaming, unless (a) the animal is deemed by a licensed equine veterinarian, veterinary technician or other qualified person, who is not in the employ of or under contract to, the Bureau or Forest Service, to be suffering irremediable pain; or has an acute or chronic illness, injury, physical condition or lameness that is life-threatening or causing irremediable suffering so as to require humane euthanasia; or (b) there is a legitimate emergency situation that will cause the imminent death of a substantial portion of the wild horse or burro population if no action is taken, as determined based on the most current, best scientific information, and only for a period not to exceed ninety days from the legitimate emergency situation and by which time the animals must be returned to a Herd Area, Herd Management Area or range;
- (2) sell or destroy wild horses or burros in the custody of the Bureau of Land Management, the U.S. Forest Service, or their designees which may include state or non-governmental employees or contractors, except that humane euthanasia may be used for any animal deemed by a licensed and equine veterinarian, veterinary technician or other qualified person, who is not in the employ of or under contract to, the Bureau or Forest Service, to be suffering irremediable pain; or has an acute or chronic illness, injury, physical condition or lameness that is life-threatening or causing irremediable suffering. “Humane euthanasia” means the humane destruction of a wild horse or burro that is done out of the sight and hearing of any other animal and that is accomplished by (a) lethal injection of sodium pentobarbital or a derivative, or an equivalent substance, that is performed by a licensed veterinarian, physician or a person who is trained and certified in the proper and humane use of this method of euthanasia, provided that intracardial injection by thoracic cavity penetration shall not be used; or (b) in the event of exigent circumstances where a licensed veterinarian or certified euthanasia technician is unavailable or humane euthanasia as described in (a) cannot be performed, an alternate method of humane euthanasia may be used as an act of mercy to end the animal's suffering as quickly and painlessly as possible. Anesthesia may be administered prior to euthanasia. Notwithstanding the foregoing, nothing in this Section shall prohibit adoption of wild horses or burros from the Bureau; or
- (3) implement immunoconceptive population management strategy or administer fertility control or sterilization to any free-roaming wild horse or burro; or
- (4) promulgate or implement a fee-for-service based scheme pursuant to which any entity other than the federal government would provide funds to carry out any of the activities described in this Section; or
- (5) establish a preserve or holding facility for wild horses and burros outside of the western states where wild horses and burros were known to exist when the original act was passed in 1971.

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Furthermore, an independent and thorough analysis of the National Wild Horse and Burro program shall be conducted by the National Academy of Sciences in consultation with and with input from independent wildlife ecologists with experience in the conservation and behavior of wild horses and burros, with a report provided to Congress no later than May 2012. This Analysis shall include:

(1) a review of all land use and management plans which govern areas of the public lands which wild horses and burros currently occupy and which wild horses and burros occupied at the time of the passage of the 1971 Wild Free-Roaming Horses and Burros Act and which review (i) identifies all areas of the public lands where wild horse and burro herds have been completely removed, are currently planned to be completely removed or where the acreage of habitat for wild horses or burros is less than that at the passage of the 1971 Act; (ii) identifies all areas of the public lands where wild horse and burro herds have been reduced to populations of less than 150 breeding adults; (iii) identifies areas of the public lands where wild horses and burros could be returned from long or short-term holding facilities where they are currently held; and (iv) identifies acreage or habitat to which wild horses and burros could be returned by adding contiguous lands to the area or, where this is not practicable, by locating comparable acreage with similar topography, climate and other features for repopulation with wild horses or burros.

(2) Identity of each herd area, wild horse territory, herd management area, or range for wild horses and burros since the enactment of the Wild Free-Roaming Horses and Burros Act, including a legal land description of the area, and the following information which is required to be current, and obtained using the best scientific, peer-reviewed data, methods or state-of-the-art technology available:

(i) a current description of the activities, prohibitions, practices and procedures recommended to achieve the goals set forth in subsection (1) and for managing and maintaining wild free-roaming horses and burros in each herd area, wild horse territory, herd management area, or range, at the minimal feasible level and to protect and preserve them with the goal of maintaining self-sustaining, genetically viable bands or herd(s);

(ii) recommendations for obtaining as current and accurate an inventory as possible of wild horses and burros employing state-of-the-art technology including the use of satellite imagery, fixed winged drones with multispectral infrared cameras in cooperative agreements with other Federal Agencies such as NASA or the Border Patrol that own these aircraft, and/or flyovers using forward-looking infrared or synthetic aperture radar sensors; and which inventory shall also include a description of the bands or herd(s) as follows: site specific collection and reporting of the number of wild horses and burros, band(s) and herd(s); band and herd specific reproduction rates, mortality rates and age class composition of wild horses and burros; gender ratios, results of genetic testing, migration patterns, and seasonal movements;

(iii) develop and issue recommendations for standards for determining Appropriate Management Levels for wild horses and burros and appropriate use levels for all other users such as livestock and other wildlife species that are based on current information obtained with the best scientific, peer-reviewed methods about forage, forage and water production, water availability and carrying capacity, with the goals of maintaining self-sustaining, genetically-viable herds and a minimal feasible level of management;

(iv) findings concerning methods of fertility control on stallions and mares and their effect on the health of the animals, herd behavior and other free-roaming behavior and recommendations for protocols for use of fertility control.

(v) findings concerning sex ratio alterations of stallions to mares and their effect on the health of the animals, herd behavior and dynamics and other free-roaming behavior and recommendations for protocols for use of sex ratio adjustment or alternatives.

(vi) findings concerning past and present removal protocols that fragment bands and herds and the effects on the health of the animals, herd behavior and other free-roaming behavior, including the effects on compensatory reproduction and density dependence, and recommendations for protocols for use of removals or alternatives.

(vii) recommendations for maintaining the genetic viability of herd(s) in areas where resources can support genetically viable herd(s) or for herd augmentation to achieve genetic viability in areas where resources cannot support self-sustaining herds;

(viii) identification of the need for or possibility of expanding herd areas or ranges used by wild horses and burros to include contiguous lands or other changes including adjustments in boundaries or provision of resources necessary to accomplish the expansion and a timetable for such expansion;

(ix) a current description of other wildlife including endangered or threatened species, habits, and behavior,

(x) a current description of any livestock populations, behavior, forage allocations, temporary grazing permits and any changes in authorized use within the last ten years,

(xi) a current description of natural resources including rangeland health, available forage, forage production, riparian zones, other water resources and water quality data,

(xii) information and analyses of other uses occurring within the area that are the subject of other land use or environmental plans, such as livestock grazing, mining, oil and gas exploration or development, solar and wind development, timber harvesting, wildfire damage and reclamation efforts, commercial development, recreation, construction of roads or ATV trails, and state the acreage, location, and resources impacted by each of these uses,

(xiii) recommendations for introduction or removal of any livestock or wildlife including wild horses and burros and the reasons, and resulting adjustment to forage and natural resource allocations for all users within the area;

(xiv) identity of assessments from other relevant agencies and statement of compliance with applicable laws and inclusion of all assessments and impact statements prepared pursuant to the National Environmental Policy Act, 42 U.S.C. §§ 4321, et seq. for each area by any government agency in the past 5 years where wild horses and burros are located; and

(xv) statement setting forth whether the herd area, wild horse territory, herd management area, or range, or any part thereof, may be eligible pursuant to the National Historic Preservation Act, 16 U.S.C. §470 for inclusion on the National Register, including a description of eligibility or ineligibility, and plan, if applicable, for obtaining inclusion on the National Register.

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**Section I: Erroneous Population Numbers and Untenable Appropriate Management Levels**

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- [2] Bureau of Land Management, "Effective Long-Term Options Needed to Manage Unadoptable Wild Horses", GAO-09-77 (October 2008), pp. 58.
- [3] Midpoint of 18,600 or lower. Midpoint was determined by applying the BLMs AML "range" formula to the 2009 national AML for wild horses and burros. AML range formula reduces "high" AML by 60% in order to allow populations to grow at an annual reproduction rate of 20% over a 4-5 year round up schedule to prevent undue harassment while preventing populations for exceeding "high" AML.
- |                       |        |
|-----------------------|--------|
| National "High" AML = | 26,600 |
| Minus 60% (15,960) -  | 15,960 |
| Equals Low Range =    | 13,330 |
| Midpoint AML =        | 18,620 |
- [4] See Appendix IV, Worksheets, pp. 38
- [5] Round up/Removal Number taken from:
- a) BLM FY2011 Preliminary Gather Schedule, 11/02/10, projecting 14,655 animals to be rounded up.
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- [6] See Appendix IV, Worksheets, pp. 39.
- [7] Bureau of Land Management, "Effective Long-Term Options Needed to Manage Unadoptable Wild Horses", Full Report, (October 2008), GAO-09-77, Letter, pp.1.
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- [9] Decision Record, Pilot Mountain Herd Management Horse Gather Plan in Mineral County, Nevada, Environmental Assessment, DOI-BLM-NV-C020-2010-0019-EA, Clan Alpine, Pilot Mountain and Pine Nut Herd Management Area Gather Plan.
- [10] Ely Proposed Resource Management Plan/Final Environmental Impact Statement, Vol. I, (Chapters 1,2, and 3), November 2007, Table 3.8-2, pp. 3.8-6.
- [11] BLM 2010 Final National Gather Schedule, released 11/02/10.
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**Section I: Erroneous Population Numbers and Untenable Appropriate Management Levels  
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- [13] Bureau of Land Management, "Reforming the Wild Horse and Burro Program", 2011 Budget Justifications, Comparison of Wild Horse and Burro Costs, 2002 and 2009, pp. IV-78.
- [14] Bureau of Land Management, "Effective Long-Term Options Needed to Manage Unadoptable Wild Horses", Full Report, (October 2008), GAO-09-77, pp.7.
- [15] Strategic Research Plan, Wild Horse and Burro Management, BLM, WH&B Program, Prepared in Collaboration with USGS, Biological and Resource Division October 2003, Revised (March 2005), pp. 19.
- [16] Genetic Variation and Its Management Applications in Eastern U.S. Feral Horses, Robin B Goodloe, Robert J. Warren, E. Gus Cothran, Susan P. Bratton and Kathryn A. Trembicki, *The Journal of Wildlife Management*, Vol. 55, No.3 (July 1991), pp.412-421.
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- [18] WWP v. BLM – Winnemucca, NV, 5/13/09, Witness – Glenna Eckel, pp. 66 (Pages 815 to 818), pp. 24 pdf excerpt, Appeal of Soldier Meadows Grazing Allotment Decision,
- [19] WWP v. BLM – Winnemucca, NV, 5/13/09, Witness – Glenna Eckel, pp. 61 (Pages 795 to 798), pp. 19 pdf excerpt), Appeal of Soldier Meadows Grazing Allotment Decision.
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- [2] Clan Alpine, Pilot Mountain and Pine Nut Herd Management Areas Gather Plan, DOI-BLM-NV-CO10-2010-0019-EA, (August 2010), pp. 20.
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- [4] BLM Callaghan & New Pass/Ravenswood Complex, Wild Horse Gather Plan, EA# DOI-BLM-NV-EA B010-2010-0087-EA, Appendix B, Table 3, pp. 77.

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Also see Appendix III, Cost Analysis Key, pp. 36.
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b) BLM Herd Area (HA) and Herd Management Area (HMA) Data, Fiscal Year 2009.  
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**Section V: Non-Credible and Inconsistent Data (continued)**

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[30] BLM Wild Horse and Burro Program: Draft Alternative Management Options", pp. 13 (October 2008).

[31] See Appendix IV, Worksheets, pp. 42.

[32] Same as above.

[33] \$816.00 x 1,990 mares = \$1,623,840.00

[34] The Science and Conservation Center, ZooMontana, Kimberly Frank (pers. comm. 11/23/10).

[35] National Wild Horse and Burro Advisory Board Meeting, Washington, DC, Meeting Minutes, 9/28/09, pp. 10.

[36] Calico foal counts at Broken Arrow Facility, Fallon, NV. Conversation between Dean Bolstad and Carla Bowers at Broken Arrow Facility on May 23, 2010.

[37] Calico Roundup total from Narrative Report.  
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**Twin Peaks HMA**  
**Post Roundup Survey**  
**9/24/10**

*Observer & Author*  
*Craig C. Downer, Wildlife Ecologist*

Wednesday October 13th, 2010

## Report on Twin Peaks Wild Horse Herd Management Area: Overflight completed on Friday September 24, 2010.

Observer and author of this report: Craig C. Downer, Wildlife Ecologist, P.O. Box 456, Minden, NV 89423-0456, [ccdowner@yahoo.com](mailto:ccdowner@yahoo.com)

Pilot of two-seater plane arranged through Lighthawk organization.

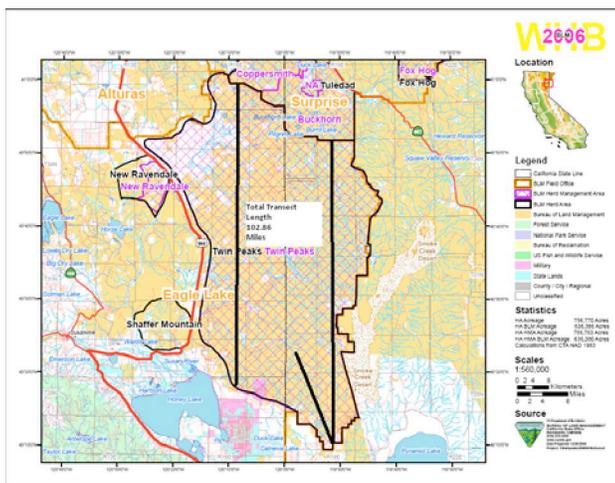
Leave Truckee Airport, California, ca. 10 AM. Return ca. 2 PM. Temperature 40's to 80's F. Clear no clouds. Little wind.

**Method:** Straight Line Transect for estimating density of wild horses. Photography with digital Nikon D8 camera. Digital recording of observations (Folder D, file 1). Average height of plane above ground: 550 feet. Bands of observation employed in transects: A: 0-50 meters, B: 50-100 m; C: 100-200 m; D: 200-400 m; estimated perpendicular transect distances.

**Results:** Total of 133.3 miles flown over or very near Twin Peaks wild horse herd management area between 10:54 AM and 12:23 PM (1 hour and 29 minutes duration). The observation area included 400 meters to the West and to the East perpendicularly to the line of flight. As measured from plotted GPS points on map, west side transect was 42.29 miles long, and east side transect was 46.86 miles long, and a north west transect of 13.71 miles: totaling 102.86 transect miles.

Only seven (7) wild horses and zero (0) burros were observed along all transects. I constantly observed while recording my observations on a digital recorder. The pilot was also observing for wild horses and other germane details of the investigation such as springs, livestock, other wildlife.

### Transect Map



**Calculation and analysis of wild horse density and population in Twin Peaks** completed by Jessica Johnston, Environmental Scientist. The calculation of wild horse density includes Band (A) of the aerial survey of the Twin Peaks Aerial Population Estimate completed 9/24/2010.

Twin Peaks Post Roundup Census: Aerial Line Transect Population Estimate Completed

*Data*

Length of Transects:	L=102.86 mi
Width Band A:	$w_a = 183.3$ m (adjusted for offset)
Height AGL:	550 ft (height above ground level)
HTa=	550 ft (height actual)
HTn=	550 ft (height nominal)
n =	5 horses detected in Band A

*Area of the Strip =  $a_s$*

$$a_s = L * w_a * (HTa/HTn) * 2 \text{ (both sides of transect line)}$$

$$a_s = L * (183.3\text{m} * 1\text{mi}/1609\text{m}) * (550/550) * 2$$

$$a_s = (102.86 \text{ mi}) * (0.113 \text{ mi}) * (1) * (2)$$

$$a_s = 23.25 \text{ mi}^2$$

*Density:  $d$*

$$d = n/a_s$$

$$n = 5 \text{ horses in Band A}$$

$$5 / 23.25 \text{ mi}^2$$

$$d = .215 \text{ horses / mi}^2$$

*Population:*

$$N = A * d$$

$$A = \text{herd area}$$

$$A = 789,852 \text{ acres or } 1,234.14 \text{ mi}^2$$

$$1,234.14 \text{ mi}^2 * 0.215 \text{ horses/mi}^2$$

$$N = 265.34 \text{ horses or } \sim 265 \text{ horses remaining in the Twin Peaks HMA}$$

**Conclusion:** The line transects population survey estimates only 265 wild horses remain in the Twin Peaks HMA. The population of wild horses should be restored to the low Appropriate Management Level (AML) of 448 wild horses. In addition, no burros were detected in the survey the population could be dangerously low. BLM plans to maintain 72 burros at low AML leading to inbreeding and mal-adaptation.

**Recommendation:** Return 187 horses and 159 burros to the Twin Peaks HMA. All burros should be returned to ensure a minimal genetically viable population.

**Supporting Population DATA:**

The table below estimates the remaining wild horse population in the Twin Peaks HMA.

Twin Peaks: BLM Wild Horse Population DATA					
Year	2006 <sup>1</sup>	2007	2008	2009 <sup>2,4</sup>	2010 <sup>2,5</sup>
Inventory	1706 <sup>1</sup>	836	1003	(1599 <sup>2,4</sup> ) 1204	(2303 <sup>1,5</sup> ) 1445
20% increase	included	167	(596 <sup>4</sup> ) 201	(704 <sup>5</sup> ) 241	289
Subtotal	1706	1003	1204	1445	1734
Removed	870 <sup>1</sup>	0	0	0	-1639
Returned/Deaths	0	0	0	0	+58/-14
Remaining	836	1003	(1599 <sup>2,4</sup> ) 1204	(2303 <sup>1,5</sup> ) 1445	139

**Note:** BLM reports 793<sup>3</sup> wild horses remain in the Twin Peaks HMA. This is contradictory to the historic population data and viable reproductive rates.

## References:

1. Twin Peaks EA 2010: Environmental Assessment DOI-BLM-CA-N050-2010-05-EA (pg. 4, 36 and 38 )

[http://www.blm.gov/pgdata/etc/medialib/blm/ca/pdf/eaglelake/whb.Par.77852.File.dat/TwinPeaksGather\\_EA\\_5-17-10.pdf](http://www.blm.gov/pgdata/etc/medialib/blm/ca/pdf/eaglelake/whb.Par.77852.File.dat/TwinPeaksGather_EA_5-17-10.pdf)

2. BLM Herd Area Statistics

[http://www.blm.gov/pgdata/etc/medialib/blm/wo/Planning\\_and\\_Renewable\\_Resources/wild\\_horses\\_ha\\_hma\\_final.Par.6745.File.dat/2009HAHMA2009statsnoAMFinalLaphalist.pdf](http://www.blm.gov/pgdata/etc/medialib/blm/wo/Planning_and_Renewable_Resources/wild_horses_ha_hma_final.Par.6745.File.dat/2009HAHMA2009statsnoAMFinalLaphalist.pdf)

3. BLM Post Roundup Survey News Release No. NC-11-03

[http://www.blm.gov/ca/st/en/info/newsroom/2010/october/NC\\_1103\\_tpsurvey.html](http://www.blm.gov/ca/st/en/info/newsroom/2010/october/NC_1103_tpsurvey.html)

4. BLM assumed population increase of 37%.

5. BLM assumed population increase of 31%

**Number of Cattle Observed in Twin Peaks HMA:** All totaled, 186 cattle were observed within the transect bands, mainly around water sources in the HMA during the flight. If 7 horses represent a density of 0.068 individuals per square mile, then by extrapolation 186 cattle represent a density that is  $186/7$ , or ca. 27 times that of the wild horse. Since the cattle were largely pulled in around the in-holdings around the springs and streams and their meadows during the time of the flight, during their seasons of permitted grazing in other wetter seasons of the year, this number would be much higher. Indeed, 82% of the forage allocation within the Twin Peaks HMA is assigned to livestock by the BLM officials of the Eagle Lake Field Office out of the Susanville BLM District in NE California. This is in spite of the fact that the wild horses are accorded by law "principal" status within their legal herd areas. It is unjust that these officials often ignore many thousands of protests and requests from the general public to grant higher, fairer wild horse numbers and greater forage allocations within their legal HMA's, and this has certainly been the case here in the Twin Peaks HMA.

**Wild Horse Description and Ecological Conditions Encountered** during Twin Peaks Fly-over: The California side of the HMA was less dry than the Nevada side, though still quite dry. In general, on both the west and the east sides, I could see that the water sources were being appropriated by the ranchers operating in and around the HMA and that their piping off of these sources was having a very serious drying effect upon the soils and the vegetation growing upon them. The cutting of large ditches in some areas and the excavation of large reservoirs have the effect of draining surface water and greatly impoverishing the vegetation. In some areas, alkali crystals covered significant portions of the land. On the east side of the HMA, I observed two bands of wild horses, one male-female pair and another group of five composed of a stallion, 3 mares, and a colt. They were located near rocky cliffs and had been grazing on grassy mesas in the higher reaches of the HMA. They seemed to cling to these remote, rugged redoubts, which perhaps had permitted them to escape the helicopters that had so decimated their numbers.

It should be noted that many of the golden, grassy swards we overflow and for which wild horses and burros, as post-gastric digesters, are pre-adapted to graze without over-expending metabolic energy, would now be more prone to fire. Many such fires are caused by lightning strikes that accompany thunder storms, especially prevalent during summer months in the Great Basin.

**Recommendation:** A much better wild horse habitat could be allowed in this vast HMA if the water tables were to be restored and a much fairer allocation of forage were to go for the wild horses. I would recommend at least 50% for the wild horses in the area and a restoration of at least 1,000 horses at least 200 burros here. Many of those just gathered should be set back reproductively intact.

**A Further Observation:** This concerns the location of the Twin Peaks HMA itself. To have been located in such dry and barren areas indicates an initial unfairness toward the wild horses, and I wonder whether “where found in 1971” used to establish the herd areas was initially honestly applied. That these resourceful animals still manage to survive here in spite of this is a testimony to their ingenuity, their suitability to desert habitat, and their tenacity. This is something to be admired rather than despised. Indeed, the wild horses and the burros of Twin Peaks HMA are a great asset to the region. They enhance the diversity of species by contributing to soils and seeding many plants, by serving as a prey and a scavenged species, plus they are remarkably beautiful and spirited presences, inspiring to artists, writers, photographers, naturalists and even musicians, both locally and nationally, even world-wide. But whether we capture their images or sounds, just to witness them, some would say just to know they're there safe and sound in some of the vast and scenic regions of the West gives a sense that “God is in Heaven and all is well with the world.” In other words, it is essential there remain places where such magnificent creatures are still free to roam, to pursue their age-old course and to perfect themselves over time, according to the Higher Plan, that includes us all.

*BLM WILD HORSE AND BURRO PROGRAM*  
**BASIC FINANCIAL COST ESTIMATE**

Capture Cost: \$911.00 p/animal [1]

Processing Cost: \$1,023 p/animal [2]

Short Term Holding Cost: \$5.08 p/day [3]

Average Time in Short Term Holding: 210 days [4]

Long Term Holding Cost: \$1.30 p/day [5]

Long Term Cost Over Life of the Animal: \$12,000 [6]

Adoption Rate: 32% [7]

Sales Rate: 15% [8]

**BLM 2009 Budget Breakdown\***  
**TOTAL 2009 ACTUAL COSTS: \$52.4 million**  
(1% = \$524,000.00)

Plan for Herd Management (0.3%)	\$157,200.00
Census (0.9%)	\$471,600.00
Compliance Inspections (1.6%)	\$838,400.00
Monitor Herd Management Areas (2.4%)	\$1,257,600.00
Gather/Remove (10.6%)	\$5,554,400.00
Adoption Program (16.2%)	\$8,488,800.00
Total Holding Costs (67.9%)	\$35,579,600.00
<b>TOTAL</b>	<b>\$52,347,600.00</b>

Total Feed Days: 10,789,219	\$28,050,075.00
Short Term Holding: 3,710,077 (34.4%) x 5.08 p/day	\$18,847,191.00
Long Term Holding 7,079,142 (65.6%) x 1.30 p/day	\$9,202,884.00

\*Source: BLM 2011 Budget Justification, (pg. IV-78, pg. IV-82)

**[1] Capture Cost: \$911.00 per animal**

Total Costs of Program in FY09: \$52.4 million  
% of Budget for Removals: 10.6%  
Removal Costs: \$5,554,400.00  
# of animals removed: 6,094<sup>[1]</sup>  
Cost of removal per animal: \$911.00

1% of 52.4 million dollars is 524,000 x 10.6% = \$ 5,554,400.00  
\$5,554,400.00 divided by 6,094 animals = \$911.00 p/animal.

[1] Number of Animals Removed: 6,094\* taken from BLM 2011 Budget Justification, Wild Horse & Burro Population/Removals/Adoptions/Animals in Holding, pg. IV-79. Note: While BLM reports 6,094 in the referenced table used to calculate removal costs, on pg. IV-82, Wild Horse and Burro Management Performance Overview, BLM reports actual removals for 2009 totaled 5,603.

**[2] Processing Costs: \$1,023.00**

From personal communication, Don Glenn, 2/05/09  
"Cost is over \$3,000/animal to be rounded up/processed and adopted".  
Total Cost \$3,000.00  
Capture Costs - \$911.00  
Short Term Holding: 210 days x \$5.08 per day - \$1,066.00  
Cost of animal to prep for holding **\$1,023.00**

**[3] Short Term Holding Cost: \$5.08 p/day**

Bureau of Land Management, "Effective Long-Term Options Needed to Manage Unadoptable Wild Horses", Full Report, (October 2008), GAO-09-77, pg. 43.

**[4] Average Time in Short Term Holding: 210 days**

Bureau of Land Management, "Effective Long-Term Options Needed to Manage Unadoptable Wild Horses", Full Report, (October 2008), GAO-09-77, pg. 43.

**[5] Long Term Holding Cost: \$1.30 p/day**

"BLM Wild Horse and Burro Program: Draft Alternative Management Options", pg. 2, (October 2008).

**[6] Long Term Cost Over Life of the Animal: \$12,000**

"BLM Wild Horse and Burro Program: Draft Alternative Management Options", pg. 4, (October 2008).

**[7] Adoption Rate: 32%**

Adoption rate based on BLM 2011 adoption rate projections for 2011 of 3,500 animals\*. BLM FY2011 Preliminary Gather Schedule projects 10,746 removals during FY11 equating to a 32.5% adoption rate of the rounded up animals.

\* "Reforming the Wild Horse and Burro Program", Bureau of Land Management, 2011 Budget Justifications, Wild Horse and Burro Management Performance Overview, 2011 Plan, Adopt Wild Horses and Burros (number), pg. IV-82.

**[8] Sales Rate: 15%**

"BLM Wild Horse and Burro Program: Draft Alternative Management Options", Table 1, pg. 26, (October 2008).

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**Section I: Erroneous Population Numbers and Untenable Appropriate Management Levels**

**[4] Estimated Cost of Round Up and Removal of 8,700 Wild Horses and Burros**

Based on BLMs reported removals since March 1, 2007, and applying a 20% annual reproduction rate, remaining wild horse and burro populations on the range totaled 24,280 animals as of February 28, 2010. Based on BLMs reported 2010 summer removals and projected winter removal numbers for fiscal year 2011, remaining populations are projected to total 17,893 by February 28, 2011, approximately 11,600 less than BLM reports in their 2011 Budget Justifications report.

As of February 28, 2010, BLM had removed 2,298 more animals than was necessary to achieve national AML. Based on BLMs reported 2010 Summer removals and projected fiscal year 2011 Winter removals, by February 28, 2011, BLM will have removed 8,685 more animals than was necessary to achieve national AML.

Cost of Removing 8,685 "Non-Excess" Animals: \$18,626,820.00

Capture<sup>[1]</sup>: \$7,912,035.00

Processing<sup>[2]</sup>: \$4,175,886.00

Short Term Holding<sup>[3]</sup>: \$4,354,776.00

Long Term Holding<sup>[4]</sup>: \$2,184,123.00

Total Costs: \$18,626,820.00

Long Term Costs Over the Life of the Animal<sup>[5]</sup>: \$55,236,000.00

**[1] Capture Cost**

8,685 animals x \$911.00 = \$7,912,035.00

**[2] Processing Cost**

32% Adoption Rate = 2,779 Adopted

15% Sales Rate = 1,302 Sold

Total Processing Costs Applied = 4,082 animals

4,082 animals x \$1,023.00 = \$4,175,886.00

**[3] Short Term Holding: 4,082 animals**

4,082 animals x 5.08 p/day = \$20,736.56 p/day x 210 days = \$4,354,776.00

**[4] Long Term Holding: 4,603 animals**

4,603 animals x \$1.30 p/day = \$5,984.00 p/day x 365 = \$2,184,123.00

**[5] Long Term Costs**

4,603 animals x \$12,000 = \$55,236,000.00

**Section I: Erroneous Population Numbers and Untenable Appropriate Management Levels  
(continued)**

[6] Round Up Costs 2011/2012:

**2011/2012 SUMMARY (Combined Costs)**

**Round Up/Removal Costs: \$57,001,131.00**  
**Long Term Costs Over The Life of Animal: \$165,828,000.00**  
**Total Costs: \$222,829,131.00**

I. 2011 Round Up/Removal Cost Estimate

**2011 SUMMARY**

**Round Up/Removal Cost: \$30,810,118.00**  
**Long Term Costs Over the Life of Animal: \$68,364,000.00**

a) Round Up Costs

14,655 animals x \$911.00 p/animal = \$13,330,705.00

b) Removal Costs: 10,746 animals

Processing<sup>[1]</sup>: \$5,165,127.00  
Short Term Holding<sup>[2]</sup>: \$5,386,290.000  
Long Term Holding<sup>[3]</sup>: \$2,703,226.00  
Fertility Vaccines<sup>[4]</sup>: \$4,224,770.00  
Total Costs: \$17,479,413.00

[1] Processing

Of the 10,746 animals removed:  
32% Adoption Rate = 3,438 Adopted  
15% Sales Rate = 1,611 Sold  
Total Processing Costs Applied = 5,049 animals  
5,049 x \$1,023.00 p/animal = \$5,165,127.00

[2] Short Term Holding\*: 5,049 animals

5,049 animals x 5.08 p/day = \$25,649.00 p/day x 210 days = \$5,386,290.000

\*BLM projected an adoption rate for 2011 of 3,500 animals or 32% but omitted projected sales figures of approximately 15%, which would most likely be sold directly from STH as BLM rarely pulls out animals for sale once placed in LTH facilities. Therefore, both sales and adoption numbers have been combined in STH statistics.

[3] Long Term Holding: 5,697\* (balance of removals)

5,697 animals x \$1.30 p/day = \$7,406.00 x 365 days = \$2,703,226.00

\*No separate figures are available for processing costs such as coggins test, gelding, blood work, etc. that omit adoption costs. Though a certain amount of costs would also be applicable to each animal shipped to long term holding, no processing costs have been applied, only feed days.

[4] Fertility Vaccines: 1,990 Mares\*

1,990 mares x \$2,123.00 = \$4,224,770.00

\*Bureau of Land Management, "Reforming the Wild Horse and Burro Program", 2011 Budget Justifications, Number of Mares Treated with Fertility Control, pp. IV-73.

**Section I: Erroneous Population Numbers and Untenable Appropriate Management Levels  
(continued)**

Round Up Costs 2011/2012 (continued)

I. 2011 Round Up/Removal Cost Estimate (continued)

(c) 2011 Costs of Long Term Holding Over Life of Animal  
5,697 animals x \$12,000 = \$68,364,000.00

II. 2012 Round Up/Removal Estimated Cost

**2012 SUMMARY**

**Round Up/Removal Cost: \$26,191,013.00**

**Long Term Costs Over Life of Animal: \$97,464,000.00**

FY2012 Projected Removals: 13,100  
Round Up: \$11,934,100.00  
Remove: \$14,256,913.00  
Total: \$26,191,013.00

a) Round Up:  
13,100 animals x \$911.00 = \$11,934,100.00

b) Remove 13,100 animals  
Processing<sup>[1]</sup>: \$5,092,494.00  
Short Term Holding<sup>[2]</sup>: \$5,310,530.00  
Long Term Holding<sup>[3]</sup>: \$3,853,889.00  
Fertility Vaccines<sup>[4]</sup>: \$N/A  
Total Costs: \$14,256,913.00

[1] Processing  
Of the 13,100 animals removed:  
23% Adoption Rate\* = 3,013 Adopted  
15% Sales Rate = 1,965 Sold  
Total Processing Costs Applied = 4,978 animals  
4,978 x \$1,023.00 p/animal = \$5,092,494.00

\*BLM projected an adoption rate for 2011 32% but 2012 adoption projections were adjusted downward to 3,000 animals<sup>[1]</sup>. Projected removals are 13,100 equaling a 22.9% projected adoption rate for removed animals. BLM also has omitted projected sales figures of approximately 15%, which would most likely be sold directly from STH as BLM rarely pulls out animals for sale once placed in LTH facilities. Therefore, both sales and adoption numbers have been combined in STH statistics.

[1] Bureau of Land Management, "Reforming the Wild Horse and Burro Program", 2011 Budget Justifications, Wild Horse and Burro Management Performance Overview, 2012 Long-term Target, P, Adopt Wild Horses and Burros (number), pp. IV-82.

[2] Short Term Holding\*: 4,978 animals  
4,978 animals x 5.08 p/day = \$25,288.00 p/day x 210 days = \$5,310,530.000

**Section I: Erroneous Population Numbers and Untenable Appropriate Management Levels  
(continued)**

[6] Round Up Costs 2011/2012 (continued)  
II. 2012 Round Up/Removal Estimated Cost (continued)

[3] Long Term Holding: 8,122\* (balance of removals)  
8,122 animals x \$1.30 p/day = \$10,558.00 x 365 days = \$3,853,889.00

\*No separate figures are available for processing costs such as coggins test, gelding, blood work, etc. that omit adoption costs. Though a certain amount of costs would also be applicable to each animal shipped to long term holding, no processing costs have been applied, only feed days.

(c) 2012 Costs of Long Term Holding Over Life of Animal  
8,122 animals x \$12,000 = \$97,464,000.00

[22] a) Population range based on recent decisions by BLM to declare wild horse and burro populations exceeding the "low" range of AML as "excess"[1].

b) Wild Horse management AML low range calculated by applying a 60% reduction to BLM national wild horse AML "high" of 23,663[2].

National "High" AML = 23,663  
Minus 60% (14,179) - 14,179  
Equals Low Range = 9,484  
Midpoint AML = 16,564

c) Wild Burro management AML low range calculated by applying a 60% reduction to BLM national wild burro AML "high" of 2,915[2].

National "High" AML = 2,915  
Minus 60% (1,749) - 1,749  
Equals Low Range = 1,166  
Midpoint AML = 2,040

[1] BLM Begins More Horse Round Ups, Lahontan Valley News And Falcon Eagle Standard, Tuesday, 11/16/10, downloaded 11/18/10.  
<http://www.lahontanvalleynews.com/article/20101116/NEWS/101119917/1055&ParentProfile=1045>

[2] BLM Herd Area (HA) and Herd Management Area (HMA) Data, Fiscal Year 2009, downloaded 11/18/10.  
[http://www.blm.gov/pgdata/etc/medialib/blm/wo/Planning\\_and\\_Renewable\\_Resources/wild\\_horses\\_and\\_burros/statistics\\_and\\_maps/fy\\_2009\\_ha\\_hma\\_final.Par.6745.File.dat/2009HAHMA2009statsnoAMFinalLaphalist.pdf](http://www.blm.gov/pgdata/etc/medialib/blm/wo/Planning_and_Renewable_Resources/wild_horses_and_burros/statistics_and_maps/fy_2009_ha_hma_final.Par.6745.File.dat/2009HAHMA2009statsnoAMFinalLaphalist.pdf)

**Section III. Faulty Inventory/Census**

[1] 2009 Census Cost  
1% of BLMs 2009 Budget \$524,000.00  
1% of \$524,000 = \$5,240.00  
\$5,240.00 x 90% = \$471,600.00

**Section V: Non-Credible and Inconsistent Data**

[31] Cost of Administering Fertility Control to Mares

Appropriations: Fertility Control  
BLM 2011 Budget Justifications, Chart: Number of Mares Treated with Fertility Control, pg. IV-73.

FY2009  
588 mares treated  
Reported Cost: \$769,000.000  
Cost p/mare: \$1,307.00

FY2010  
750 mares treated  
Reported Cost: \$981,000.00  
\$1,308 per mare.

FY2011  
1,990 mares treated  
Estimated Cost: \$4,224,000.00  
\$2,123.00 per mare