February 22, 2021

Dear Secretary-designate Haaland:

We congratulate you on your historic nomination for United States Secretary of the Interior and look forward to your much-needed leadership at a time when so much is at stake for our public lands and the wild animals that inhabit them. As you work to improve the Bureau of Land Management’s (BLM) Wild Horse and Burro Program, we are writing to ask that you move to protect natural, wild horse behaviors by opposing and taking action to withdraw the BLM’s Decision Record (DOI-BLM-UT-W020-2018-015-EA) authorizing the agency to employ a controversial surgical sterilization procedure on federally protected horses in the Confusion Herd Management Area (HMA). This is the agency’s fifth attempt to utilize an invasive and risky procedure – known as ovariectomy via colpotomy – despite opposition from federal lawmakers, the American public, veterinarians, and the National Academy of Sciences (NAS).

We are especially grateful to you for strongly objecting to the BLM’s attempts to ovariectomize wild horses along with a bipartisan coalition of lawmakers in Congress (see June 2019 and November 2020 letters to Secretary Bernhardt), and for your efforts to ensure that the BLM utilizes proven and humane fertility control methods – namely the Porcine Zona Pellucida (PZP) vaccine through the House-passed Fiscal Year 2021 Interior appropriations amendment that you co-authored. We greatly appreciate your vision for the safe, humane, and on-range management of our nation’s iconic wild horses.

Specifically, we ask that the new administration abandon plans to perform ovariectomies because these efforts:

- Contravene the recommendations of the NAS, which advised against ovariectomies because of the risks of prolonged bleeding and infection.
- Are opposed by numerous veterinarians who have criticized the procedure given the risks of pain to the horses, the need for lengthy and careful post-operative monitoring, the possibility of severing other organs due to the blind nature of the colpotomy insertion, and the subsequent risks of infection, trauma, or death.
- Have drawn significant criticism from Members of Congress who have called for an end to the BLM’s controversial plans to surgically sterilize federally protected wild horses and for the agency to instead pursue humane and scientifically supported immunocontraceptive vaccines.
- Are opposed by all of the major animal protection and wild horse advocacy groups, including signatories of the Unified Statement of Principles, which was endorsed by over 100 organizations with expertise in wild horse and burro issues.
We respectfully ask that, as Secretary of the Interior, you instruct the BLM to pursue the broad implementation of immunocontraceptive vaccines as a humane and scientifically supported approach to managing wild populations on the range. As you know, in recent years, the agency has spent less than one percent of its WHB program budget on fertility control; conversely, the BLM expends an estimated $60 million each year rounding up wild horses and keeping them in long-term holding facilities for the rest of their lives – a shortsighted approach that has failed to successfully manage populations on the range and which comes at enormous taxpayer expense. PZP has been used successfully for decades to manage wild horses; as organizations with experience in wild horse and burro issues, we would welcome the opportunity to discuss with you, or even show you in person, how the BLM could implement PZP effectively in HMAs under its authority.

Once again, we deeply appreciate your strong and ongoing leadership when it comes to the humane treatment of wild horses and look forward to working with you as the next Secretary of the Interior.

Thank you for your attention to this matter.

Sincerely,

Animal Welfare Institute
American Wild Horse Campaign
The Cloud Foundation
Alaqua Animal Refuge
America's Wild Horse Advocates
Auction Horses Rescue
Center for Animal Protection and Education
Central Oregon Wild Horse Coalition
Chilly Pepper Miracle Mustang Equine Rescue
Corolla Wild Horse Fund
Diablo Horse Haven
Disappointment Valley Mustang Sanctuary
Engler Canyon Ranch Wild Horse Sanctuary
Equine Collaborative International, Inc.
Equine Welfare Alliance
Evanescent Mustang Rescue and Sanctuary
Freedom Reigns Equine Sanctuary
Front Range Equine Rescue
Habitat for Horses
Hanaeleh Horse Rescue
Hidden Valley Wild Horse Protection Fund
Horses for Life Foundation
In Defense of Animals
Institute of Range and the American Mustang
Jicarilla Mustang Heritage Alliance
LBL Equine Rescue
Least Resistance Training Concepts
Let 'em Run Foundation
Lifesavers Wild Horse Rescue
Montgomery Creek Ranch
Pine Nut Wild Horse Advocates
Placitas Wild Horses
Safe Food Safe Horses
Salt River Wild Horse Management Group
Salvation Wild Mustang Sanctuary Corp
Serengeti Foundation
Skydog Ranch Sanctuary
Steadfast Steeds Mustang Sanctuary
Sand Wash Advocate Team
The Gentle Barn
US Horse Welfare and Rescue
Virginia Wild Horse Rescue
Vista Caballo
Virginia Range Wildlife Protection Association
Wild Equid League of Colorado
Wild Horse Preservation League
Wild Horses in Need
Wildhorse Ranch Rescue
Wyoming Mustang Institute

Enclosures
The Honorable David Bernhardt  
Secretary, U.S. Department of the Interior  
1849 C Street, N.W.  
Washington, DC 20240  

Dear Secretary Bernhardt,

We are writing to express our concerns with the Bureau of Land Management’s (BLM) latest plan to employ controversial surgical sterilization methods on federally protected horses in the Confusion Herd Management Area (HMA) in Utah (DOI-BLM-UT-W020-2018-015-EA). The Environmental Assessment (EA) for this HMA, which encompasses more than 235,000 acres and is home to approximately 551 wild horses, marks the agency’s fifth attempt to ovariectomize wild horses despite significant opposition and concerns from federal lawmakers, the American public, veterinarians, and the National Academy of Sciences (NAS).

The primary surgical procedure in question – ovariectomy via colpotomy – involves the manual insertion of a metal rod to blindly locate and sever the ovaries of wild mares. In general, ovariectomies via colpotomy are infrequently performed on horses as the risks can be serious – e.g., evisceration, hemorrhaging, infection, and even death. Other forms of ovariectomy have been employed on domestic horses and may be safer under certain controlled conditions, but performing these often complicated and invasive procedures on ungentled, wild horses poses significant welfare risk. From a broader perspective, the BLM’s insistence on ovariectomizing wild horses seems futile at best given that such surgeries cannot practicably or safely be widely implemented on the range in what would likely be non-sterile conditions.

As you are aware, two major academic institutions, Oregon State University and Colorado State University, withdrew their support from the BLM’s prior efforts to assess the outcomes of performing ovariectomies on horses in the Warm Springs HMA in Oregon.\(^1\) In November of 2018, a federal court enjoined the BLM from proceeding with its plan to ovariectomize mares, citing concerns about the lack of independent observation and the lack of inquiry into whether the sterilization procedure was “socially acceptable”, a factor the agency previously identified as integral to its efforts.\(^2\)

In the NAS’s “Using Science to Improve the BLM Wild Horse and Burro Program”, the comprehensive report on management strategies commissioned by the BLM, experts directly...

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\(^1\) As the July 17, 2019 letter signed by eight Senators noted, “[T]he rather troubling and unusual history of the ovariectomy experiments raises serious questions about the validity and merit of pursuing this project... Once OSU and CSU dropped out, rather than seek another research institution with experts in equine behavior and veterinary care, the BLM unilaterally decided to proceed alone, essentially asking the public to take the agency’s word for it that it would provide an unbiased assessment of the outcome.”

advised against employing ovariectomies. As the NAS noted, “the possibility that ovariectomy may be followed by prolonged bleeding or Peritoneal infection makes it inadvisable for field application.” Indeed, numerous equine veterinarians have criticized the procedure given the risks of pain to the horses subjected to these ovariectomies, the need for lengthy and careful post-operative monitoring, the possibility of severing other organs due to the blind nature of the colpotomy insertion, and the subsequent risks of infection, trauma, or death.³

With the proposed Warm Springs experiments, the BLM had sought to quantify the rate of mortality and morbidity from conducting these surgeries on wild horses, an apparent recognition of the significant welfare risks to these federally protected animals. While the BLM previously deemed a research study essential to its efforts to employ ovariectomies more broadly (i.e., in order to gauge the safety, efficacy, and complications of a procedure that has never been studied on wild horses), the agency is evidently abandoning the experimental route altogether – without explanation – in order to integrate ovariectomies directly into its management plans.

As indicated above, we, along with many of our colleagues in both the House and Senate, previously weighed in on this issue, urging the BLM to abandon its plans to ovariectomize mares and instead pursue scientifically supported fertility control projects, namely the use of humane immunocontraceptive vaccines.⁴ Similarly, the Fiscal Year 2020 Senate Interior Appropriations report delineated that “any population growth suppression strategies” employed by the BLM “must be proven, safe, and humane” (S. Rept. 116-123). Ovariectomizing wild mares would almost certainly fail to meet that bar. For Fiscal Year 2021, the House of Representatives overwhelmingly passed an amendment to the appropriations package directing the BLM to spend a significant portion of its funding on the safe and proven Porcine Zona Pellucida (PZP) vaccine which has been used successfully for decades to manage herds, but which the BLM to date has not implemented widely.

With respect to the Confusion HMA management plan, the EA specifically notes that “as the surgery would be conducted at a private facility, public observation of the surgical procedure would not be allowed.” A federal court previously found that the BLM’s restrictions on public observation of the procedures likely violated the plaintiffs’ First Amendment rights. While the BLM evidently might grant one non-BLM affiliated veterinarian the opportunity to observe the ovariectomies, questions remain as to whether observations will actually be allowed and if so, how the single observer would be selected. As such, the BLM’s plan again impedes meaningful independent observation given that the BLM is unambiguously seeking to carry out surgical sterilizations away from public view.

The Confusion HMA management plan also appears to constitute a decision to proceed with this surgical procedure in disregard of the fact that the public, including many equine veterinarians, consider it to be inhumane. The BLM has received thousands of comments opposing the surgical sterilizations – many of which have called for the agency to implement fertility control options that enjoy broad support, such as PZP. Moreover, polling shows that an overwhelming majority

³ October 28, 2019 letter to the Department of Interior signed by eighty veterinarians, and November 13, 2019 letter signed by 27 veterinarians to the House and Senate Appropriations Committees.
⁴ June 21, 2019 letter to the Department of the Interior signed by thirty Representatives and July 17, 2019 letter signed by eight Senators.
of Americans, nearly eighty percent, oppose the use of ovariectomies to “manage” wild horses.\(^5\) In 2018, a federal court found that the BLM’s proposal to experiment on this procedure without any effort to consider whether it is “socially acceptable” was likely unlawful, given that the BLM previously stressed this was a critical inquiry. The BLM’s current plan again disregards this inquiry, claiming, without explanation, that the agency is not required to consider “social acceptability.”

Wild horses are protected under the landmark Wild Free-Roaming Horses and Burros Act and the BLM must take seriously its charge to protect these icons from “harassment or death.” That the agency would attempt to expend taxpayer dollars to push through highly controversial and unsafe surgeries that could result in injuries and infections to, or even the death of, horses under its authority may ultimately contravene its mandate under the law.

We urge the BLM to drop this controversial plan and instead actively pursue humane and scientifically supported immunocontraceptive vaccines, which enjoy broad support and pose significantly less risk of harm to the welfare of federally protected wild horses.

Thank you for your prompt attention to this matter and we look forward to your response.

Sincerely,

Dina Titus  
Member of Congress

Cory A. Booker  
United States Senator

s/ Donald S. Beyer Jr.  s/ Earl Blumenauer  s/ Thomas R. Carper  
Member of Congress Member of Congress United States Senator

s/ Julia Brownley  s/ Vern Buchanan  s/ Christopher A. Coons  
Member of Congress Member of Congress United States Senator

s/ David N. Cicilline  s/ Steve Cohen  s/ Dianne Feinstein  
Member of Congress Member of Congress United States Senator

s/ Gerald E. Connolly  s/ J. Luis Correa  s/ Edward J. Markey  
Member of Congress Member of Congress United States Senator

\(^5\) An October 2019 national survey conducted by The Harris Poll found that seventy-seven percent of Americans were opposed to the BLM’s proposed ovariectomy experiments. An October 2019 Public Policy Polling survey found that seventy-nine percent of Americans oppose the surgical sterilization of wild mares via procedures to remove their ovaries.
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s/ Adam Smith  
Member of Congress

s/ Thomas R. Suozzi  
Member of Congress

s/ Norma J. Torres  
Member of Congress

s/ Nydia M. Velázquez  
Member of Congress

s/ Bonnie Watson Coleman  
Member of Congress

s/ Susan Wild  
Member of Congress

s/ Derek Kilmer  
Member of Congress

s/ Catherine Cortez Masto  
United States Senator
The Honorable David Bernhardt  
Secretary  
U.S. Department of the Interior  
1849 C Street, NW  
Washington, D.C. 20240  

Dear Secretary Bernhardt:

We write today to express our concern with the Bureau of Land Management’s (BLM) proposed surgical sterilization experiment to be conducted on wild horses in the Warm Springs Herd Management Area in Oregon (DOI-BLM-ORWA-B-050-2019-0013-EA (Spay Feasibility and On-Range Outcomes Environmental Assessment)).

While we understand the BLM’s need to manage populations of wild horses, we are concerned about the rationale behind the decision to employ the “ovariectomy via colpotomy” method as a means of mass sterilization and are seeking clarification as to whether the agency has taken into account some of the unusual circumstances and disconcerting factors surrounding this project. In light of the November 2018 federal court ruling against the BLM, effectively blocking the agency from conducting the prior iteration of these experiments due to concerns over potential First Amendment public observation rights violations and because certain changes to the experimental protocol appeared arbitrary and capricious[1], we would urge the BLM to abandon plans to pursue these experiments.

In its comprehensive 2013 report outlining strategies for improving wild horse management in the United States, the National Academy of Sciences (NAS) explicitly warned against employing ovariectomy via colpotomy on wild horses, noting that the “possibility that ovariectomy may be followed by prolonged bleeding or peritoneal infection makes it inadvisable for field application.”[2] In 2015, a NAS panel charged with considering various research proposals recommended against funding an ovariectomy via colpotomy project, noting that the procedure did not warrant further research, while also indicating that complication rates may be higher than expected.

It is our understanding the current proposal is substantially similar to, and indeed attempts to revive portions of, the discarded 2016 (DOI-BLM-OR-B000-2015-0055-EA) and 2018 (DOI-
BLM-ORWA-B050-2018-0016-EA) proposals on which the BLM sought to partner first with Oregon State University (OSU) and then with Colorado State University (CSU) in conducting and overseeing surgical sterilization experiments on wild horses.

In 2016, OSU withdrew from this project, leading the BLM to find a new academic institution – Colorado State University – to partner with for the 2018 proposal. CSU’s experts were slated to monitor the procedure and provide follow-up welfare assessments of the horses that underwent the surgery. However, on August 8, 2018, CSU terminated its partnership with the BLM in conducting the ovariectomy research study such that the university would no longer be involved in any capacity. On August 22, 2018, the BLM announced it would move forward with the project regardless, dropping plans to partner with an academic institution to help oversee and carry out the experiment and issuing a revised Environmental Assessment without the CSU components. On November 13, 2018, a U.S. District Court granted a preliminary injunction halting the project for the aforementioned reasons, and later that month the Interior Board of Land Appeals formally vacated the Decision Record authorizing the experiments. Indeed, in a positive turn of events, the BLM announced in February of 2019 that it planned to return some of the rounded-up horses to the range and administer scientifically-proven immunocontraceptive vaccines to stabilize population growth.

We ask that you shed light on the BLM’s reversal and new decision to push forward with the ovariectomy project – after three failed attempts to undertake the surgical sterilization experiments – as well as the decision to forgo working closely with an academic institution for the purposes of conducting this type of research study. At what stage did the BLM decide that identifying an academic partner that would provide expertise in equine veterinary medicine and welfare was no longer necessary to the project?

It is especially perplexing that in the new 2019 EA, as well as in the 2018 revised EA, the BLM continues to rely on CSU’s Institutional Animal Care and Use Committee (IACUC) approval as a justification for continuing the project, despite CSU’s withdrawal. The IACUC’s approval was premised on CSU’s participation and ability to provide oversight; the proposed experiment fundamentally changed at the point where CSU removed itself (and its team of veterinary and behavioral experts) from the project – most notably, through the absence of the welfare observations, which formed a crux of the proposal published on June 29, 2018, but are no longer a component of the project the BLM is attempting to yet again undertake.

The BLM received thousands of comments in opposition to the experiment. However, the current and previous proposals do not appear to incorporate any substantive revisions based on public input. Again, we would ask that the agency refrain from implementing this controversial mass surgical sterilization project given the agency’s statutory mandate to uphold the welfare of these animals and the serious constitutional concerns that have been raised.

The BLM is charged with protecting wild horses under the landmark 1971 Wild and Free-Roaming Horses and Burros Act.[3] From a welfare perspective, the “spay” experiment raises serious concerns. Ovariectomy via colpotomy (where a rod and chain is inserted blindly in order to sever the ovaries) carries risks of infection, trauma, hemorrhage, evisceration, and even death. Indeed, part of the stated experimental goal is to quantify morbidity and mortality (the 2018 EA
also considered factors such as the incidence of aborted foals resulting from ovariectionizing pregnant mares). It seems that the agency understands the risky nature of the procedure but is nevertheless aiming to quantify precisely how dangerous it is using federally-protected animals. This is especially disconcerting given the BLM’s pronouncement that no post-operative antibiotics will be administered and that no veterinary interventions will be undertaken for any recovering horses returned to the range. The risk of infection or other complications is exacerbated by the fact that, by the agency’s own admission, the surgeries will be conducted in an operating space that “may not be entirely sterile”.[4]

At an absolute minimum, independent veterinary and welfare oversight (not unlike what we presume the BLM was hoping to achieve through partnerships with CSU and, before that, OSU) is necessary if a project of this type is to move forward in any respect. From a broader perspective, we would urge the BLM to drop this controversial plan and instead actively pursue humane and scientifically-supported fertility control projects (e.g., the Porcine Zona Pellucida vaccine) that enjoy broad support among key stakeholders and the public at large and that pose fewer harms to the welfare of federally protected wild horses.

Thank you for your consideration.

Sincerely,

[Signatures]

Earl Blumenauer
Member of Congress

Ro Khanna
Member of Congress

Andy Levin
Member of Congress

Ann McLane Kuster
Member of Congress


John Yarmuth  
Member of Congress

Ted Lieu  
Member of Congress

James P. McGovern  
Member of Congress

Mark DeSaulnier  
Member of Congress

J. Luis Correa  
Member of Congress

Katie Porter  
Member of Congress

Donald S. Beyer  
Member of Congress

Deb Haaland  
Member of Congress

Julia Brownley  
Member of Congress

Gerald E. Connolly  
Member of Congress

Joe Neguse  
Member of Congress

Raul M. Grijalva  
Member of Congress

Grace F. Napolitano  
Member of Congress

Matt Gaetz  
Member of Congress
July 17, 2019

The Honorable David Bernhardt
Secretary, U.S. Department of the Interior
1849 C Street, N.W.
Washington, D.C. 20240

Dear Secretary Bernhardt:

We are writing to express our concern with the Bureau of Land Management’s current proposal to test a controversial surgical sterilization method known as “ovariectomy via colpotomy” on federally protected horses in the Warm Springs Herd Management Area (DOI-BLM-ORWA-B 050-2019-0013-EA).

The proposal, which was released earlier this summer, marks the agency’s fourth attempt to proceed with these surgical sterilization experiments, despite two major academic institutions withdrawing their support from previous iterations of the project, significant public opposition to implementing this plan, and a federal court ruling enjoining the BLM from conducting the experiments.¹

The specific surgical procedure in question involves the manual insertion of a metal rod to blindly locate and sever the ovaries of wild mares. The surgeries – with as many as 25 being performed per day – would be performed at a holding facility and corral, which by the BLM’s own admission may not provide aseptic operating conditions (thus further exacerbating the potential for complications to arise). Horses would remain conscious during the procedure and would receive minimal post-operative care.

In the National Academy of Sciences’ “Using Science to Improve the BLM Wild Horse and Burro Program” – the comprehensive report on management strategies commissioned by the BLM – experts directly advise against employing the “ovariectomy via colpotomy” method. As the NAS noted, “the possibility that ovariectomy may be followed by prolonged bleeding or Peritoneal infection makes it inadvisable for field application.” Indeed, numerous equine veterinarians have criticized the procedure given the risks of pain to the horses subjected to these ovariectomies, the need for lengthy and careful post-operative monitoring, the possibility of severing other organs due to the blind nature of the insertion, and the subsequent risks of infection, trauma, or death.

To this last point, the BLM’s stated experimental goal is to quantify the rate of mortality and morbidity from conducting these surgeries on wild horses – an apparent recognition of the significant welfare risks to these federally protected animals. The 2018 iteration of the

experiments – which a federal court blocked from proceeding – also sought to quantify the incidence of aborted foals after performing ovariectomies on pregnant mares.

From a broader perspective, the rather troubling and usual history of the ovariectomy experiments raises serious questions about the validity and merit of pursuing this project. Both Oregon State University and Colorado State University terminated partnerships with the BLM in helping to conduct and oversee the experiments, thereby removing any outside and independent veterinary oversight. A federal court ruled against the BLM in the 2018 proposal in part because of the lack of meaningful independent observation. Once OSU and CSU dropped out, rather than seek another research institution with experts in equine behavior and veterinary care, the BLM unilaterally decided to proceed alone, essentially asking the public to take the agency’s word for it that it would provide an unbiased assessment of the outcome.

The BLM has received thousands of comments opposing the surgical sterilization experiments – many of which have called for the agency to implement fertility control options that enjoy broad support. As recently as February of 2019, the BLM announced that it would implement an immunocontraceptive vaccine program to manage the Warm Springs HMA horses – an encouraging development given the scientific consensus that such vaccines are safe, appropriate, and practical. We would ask the BLM to explain its decision to backtrack on this decision to implement a far more widely supported and humane fertility control strategy.

Wild horses are of course protected under the landmark Wild and Free-Roaming Horses and Burros Act and the BLM must take seriously its charge to protect these icons from “harassment or death.” That the agency would attempt to expend taxpayer dollars pushing through a highly controversial project that could result in injuries and infections to, or even the death of, horses under its authority may ultimately contravene its mandate under the law.

We urge the BLM to drop this controversial plan and instead actively pursue humane and scientifically-supported fertility control projects, such as the Porcine Zona Pellucida vaccine, that enjoy broad support and pose significantly less risk of harm to the welfare of federally protected wild horses. At a minimum, independent veterinary and welfare oversight is necessary if this project is to move forward.

Thank you for your prompt attention to this matter and we look forward to your response.

Sincerely,

[Signature]

Cory A. Booker
United States Senator

[Signature]

Tom Udall
United States Senator
Kamala D. Harris
United States Senator

Edward J. Markey
United States Senator

Richard Blumenthal
United States Senator

Robert Menendez
United States Senator

Christopher A. Coons
United States Senator

Dianne Feinstein
United States Senator