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Ordinance # 2013-07

**AN ORDINANCE SETTING FORTH EMERGENCY PREDATOR-HUMAN INCIDENT PROTECTIVE MEASURES**

**WHEREAS**, the Apache County Board of Supervisors finds and determines that the increase of dangerous predators, including introduced, experimental and managed species, will result in an increase in human-predator encounters that can result in threats, attacks, injuries and death to humans, especially vulnerable, handicapped, elderly and children throughout the county; and,

**WHEREAS**, the Apache County Board of Supervisors finds and determines that predatory animals, including introduced, experimental and managed species, and predator-human encounters pose serious threats to human settlements, family households, expose children to health and safety risks, and threaten the economic well-being of families and businesses within the County; and,

**WHEREAS**, the Apache County Board of Supervisors has received numerous testimonials from those affected by predators, including introduced, experimental and managed species; and,

**WHEREAS**, disease and spread of disease by predators including introduced, experimental and managed species and rodents is not being addressed sufficiently/effectively by the agencies at hand; and,

**WHEREAS**, increasing pressure on livestock from predatory animals, including introduced, experimental and managed species, has shown to impact and have detrimental affects to yearling operations; and,

**WHEREAS**, increased pressure from predatory animals, including introduced, experimental and managed species, has led to drastic and negative impacts on big game animals throughout the western U.S.; and,

**WHEREAS**, psychological impacts and damages have been proven and testified to, by licensed mental health professionals, concerning the impacts of predators, including introduced, experimental and managed species such as the wolf, with no relief forthcoming; and,

**WHEREAS**, many experts on predators, including introduced, experimental and managed species, have legitimate concerns and suspicions about the genetic purity of introduced and/or protected/specially-protected species, deeming in the case of the Mexican Gray Wolf, a wolf-dog hybrid; and,

**WHEREAS**, Apache County questions the legality and viability of introduced and experimental species of questionable historic or genetic lineage; and,

**WHEREAS**, many experts on predators, including introduced, experimental and managed species to include wolves, demonstrate that habituated predators may cause danger to the citizens of Apache County because these predators may have lost their fear of humans; and,

**WHEREAS**, many of these experts have documented that the very practices indulged in by the United States Fish and Wildlife Service (USFWS) lead to habituation and fearlessness; and,

**WHEREAS**, the Board desires to increase its ability to protect humans, the general well being of humans, livestock and domesticated animals from predatory animals, including introduced, experimental and managed species; and,

**WHEREAS**, the 10<sup>th</sup> Amendment to the Constitution for the United States is clear when stating, "The powers not delegated to the United States by the Constitution, nor prohibited by it to the states, are reserved to the States respectively, or to the people."; and,

**WHEREAS**, the states and their political subdivisions, the counties, have derived specific and reserved powers from the 10<sup>th</sup> Amendment of the Constitution for the United States, referred to as Police Powers Of The State; and,

**WHEREAS**, the counties under these 10<sup>th</sup> Amendment and subsequent state powers has the duty to pass laws and regulations to protect the safety, health, welfare and morals for the benefit of their communities; and,

**WHEREAS**, the Board has a fiduciary responsibility under its statutory police powers to protect the health, safety and welfare of its residents; and, the County reserves the right to take whatever actions necessary to do so; and,

**WHEREAS**, pursuant to Arizona law, the Apache County Board of Supervisors has the authority to "Adopt provisions necessary to preserve the health of the county, and provide for the expenses thereof," and "Make and enforce all local, police, sanitary and other regulations not in conflict with general law" all according to A.R.S. § 11-251; and,

**WHEREAS**, pursuant to Arizona law, the Director of Agriculture "may also enter into cooperative agreements with other governmental agencies and counties of the state to promote the control and destruction of predatory wildlife, noxious rodents and related animals", which does not include big game animals as defined in section 17-101, except:

1. Bear and mountain lion taken pursuant to section 17-302.
2. To protect public health and safety, all according to ARS 3-2401; and,

**WHEREAS**, pursuant to Arizona law, the Director of Agriculture “may approve expenditures for equipment, materials, supplies, transportation and other expenses, including personal services, necessary to discharge the powers imposed by this article” all according to ARS 3-2402; and,

**WHEREAS**, pursuant to Arizona Law, “The boards of supervisors of the several counties may within their respective counties:

1. Control and destroy predatory wildlife, noxious rodents and related animals as defined by ARS Section 3-2401.
2. Enter into cooperative agreements with the department and the animal and plant health inspection service of the United States department of agriculture.
3. Make necessary expenditures from any special, contingent or general county fund available for the purposes specified in this section.” All according to ARS Section 3-2405; and,

**WHEREAS**, the cooperation and participation with the USFWS is not sufficient to address the needs of the County health, safety and welfare; and,

**WHEREAS**, multiple attempts have been made by Apache County to coordinate with Arizona Game and Fish Department (AZGFD) and the USFWS, to no avail; and,

**WHEREAS**, there has been a rise in political posturing and intimidation, including blackmail, surrounding predatory, introduced, experimental and managed species; and,

**WHEREAS**, there has been an increase of threatening rhetoric and conjecture concerning predatory, introduced, experimental and managed species; and,

**WHEREAS**, information critical to local governing bodies to fulfill their obligations to protect safety, health, welfare and morals has not been forthcoming from management agencies; and,

**WHEREAS**, the USFWS final rule implementing the introduction of the experimental wolf population allows Mexican Gray Wolves ("wolf") to be "taken" in certain instances. See 63 C.F.R. §§ 1752, 1759; This process is ineffective, protracted in time and to which the USFWS is non-responsive; and,

**WHEREAS**, the USFWS, Arizona Game and Fish Department, New Mexico Game and Fish Commission, USDA-Animal and Plant Health Inspection Service (APHIS), the U.S. Forest Service and others, in a document called *Mexican Wolf Encounter Safety Tips*, states that "if in imminent danger, do what is necessary to protect yourself, your family, or the lives of others"; and,

**WHEREAS**, on January 2, 2013, Arizona Game & Fish along with the U.S. Fish and Wildlife Service announced another Mexican Gray Wolf would be released into Apache County; and,

**WHEREAS**, previous documents prepared by U.S. Fish and Wildlife and Arizona Game and Fish Department show the intent to introduce more wolves into Apache County and surrounding areas, including the proposal of a "Southwestern Gray Wolf" management plan announced on December 18, 2012; and,

**WHEREAS**, the Apache County Board of Supervisors finds and determines that the USFWS actions to address Mexican Gray Wolf threats to human settlement's, households and residents of the County are not sufficient to reduce and eliminate these threats to human populations; and,

**WHEREAS**, the Board determines that measures used by other counties have provided some relief to predator-human encounters; the County realizes that as human incidents with wolves and other predations are increasing rather than decreasing; that the risk of wolf and other predator attacks on humans has become more likely as human/wolf incidents

increase, certain measures are necessary for the protection of the safety, health, welfare and morals of the residents and businesses in Apache County; and, these escalating incidents include human suffering, possible loss of life, loss of income, loss and damage to private property, and disruption of the normal functioning of government and communities in Apache County; and,

**WHEREAS**, the Board desires an emergency response/measures that is/are more effective, direct and immediate, when residents ask for assistance when the residents are threatened by predator encounters (including wolves), and the Board desires to establish expectations of law enforcement within the County when responding to such dangers, to include livestock predation;

**NOW THEREFORE, BE IT RESOLVED**, the Board of Supervisors of Apache County hereby adopts this Apache County Ordinance No. 2013-007: *An Ordinance Setting Forth Emergency Predator-Human Incident Protective Measures*. Procedures for implementing the emergency measures for this proclamation shall have the force and effect of law.

**BE IT FURTHER RESOLVED**, the purpose of this ordinance is to set forth and specify emergency response to resident requests for help to remove threatening predators (including wolves) in order to protect families and the lives of others. In implementing this ordinance, priority response will be to requests from disadvantaged or vulnerable individuals and families, including but not limited to children, elderly, mentally or physically handicapped, other impaired individuals as defined by the Americans with Disabilities Act.

**BE IT FURTHER RESOLVED**, Apache County predator protection management objectives are to:

1. Prevent human death and injury;
2. Assist County residents who encounter predators and fear for their lives;
3. Provide rapid response to residents who cannot safely protect themselves from predator encounters that present a

threat, as described above;

4. Prevent loss of livestock and any other property that may be damaged or destroyed by predators;
5. Reduce predator-human interactions; and,
6. Reduce habituated predators from human encounters.

**BE IT FURTHER RESOLVED**, impeding the Apache County Sheriff, any designated Apache County Deputy, any designated Officer or other designee or contractor of Apache County who is performing the task of protecting the safety, health, welfare and morals of humans from predatory animals is hereby designated a Class 2 Misdemeanor and punishable pursuant to Title 13 of the Arizona Revised Statutes.

**BE IT FURTHER RESOLVED**, it is illegal to translocate, introduce or allow to be introduced, any predatory, experimental, non-native, or any other species into Apache County, without either fully coordinating with the County prior to any planning efforts, or ensuring compliance with all applicable federal laws and regulations.

**BE IT FURTHER RESOLVED**, that this Ordinance be called immediately to the attention of Governor Jan Brewer, Arizona Game and Fish Department, United States Fish and Wildlife Service, Arizona Congressional Delegation and the Arizona Legislature, and meetings will, as needed, be coordinated as soon as possible.

**BE IT FURTHER RESOLVED**, the County will, as needed, enter into coordinated agreements with the Arizona Agricultural Department and Director.

**BE IT FURTHER RESOLVED**, the County will, as needed, enter into coordinated agreements with the Animal and Plant Health Inspection Service (APHIS) of the United States Department of Agriculture.

**BE IT FURTHER RESOLVED**, the Apache County Board of Supervisors may, as needed, contract with a qualified predator officer, from either another county or another agency, to provide an instructional course on predatory animal behavior, identification and familiarization for the Apache County Sheriff's Office's deputy first-responders.

**BE IT FURTHER RESOLVED**, since response time is critical, the County Sheriff or designee may issue a dispatch order, to lethally remove a predator(s), when there's an imminent threat of serious bodily injury to members of the effected household(s).

**BE IT FURTHER RESOLVED**, the Board specifies the following procedures in responding to immediate assistance from requests by county residents, as described above.

### **SECTION 1:**

Procedures are hereby established for responding to complaints or need for immediate assistance to remove predators that are threats or danger to humans, including children or other defenseless persons, domestic animals and/or livestock. The County responding sheriff deputy will quickly respond to any of the following predator-related activities:

- 1.1 Frequently approaching people or domestic animals and/or livestock;
- 1.2 Frequently entering human developments;
- 1.3 Behavior indicating habituation to humans and human food items;
- 1.4 Acquiring human foods on more than one occasion;
- 1.5 Attacking, injuring or showing aggressive behavior towards a human;
- 1.6 Where and when residents are unable or disadvantaged to protect themselves from predators, the County may intervene as a third party to assist said residents in removing threatening predators.

### **SECTION 2:**



The Investigating Office of the Sheriff's Department shall assume the following actions:

2.1 Upon receiving a request for assistance, the designated Deputy of the Sheriff's Department will make the determination to respond to the request;

2.2 The designated Deputy of the Sheriff's Department will immediately respond to the scene of the threat and check the resident(s), and make an initial observation for obvious physical effects and/or danger to humans, livestock or domestic animals.

### **SECTION 3:**

The Investigating Officer of the Sheriff's Department will assume the following actions:

3.1 Confirm the threatening incident;

3.2 Identify and document the presence of predator(s) and determine if such presence is causing an imminent threat of physical or bodily danger or harm;

3.3 If there is an imminent threat of serious bodily harm to any human, the Sheriff's Deputy may act in defense of others to alleviate the threat if such actions are reasonably necessary to protect such person from death or serious bodily injury. Further, Lethal take of a predator is only appropriate if the officer determines that (1) there is an apparent, danger of death or bodily harm to others, (2) the apparent danger would have caused a reasonable person to act the same way in the same circumstances;

3.4 Provide comfort and apply first aid, if necessary.

3.5 Contact EMS and County Sheriff to treat and investigate as necessary;

3.6 Complete investigation;

3.7 Document incident;

3.8 Notify Apache County Board of Supervisors and County Sheriff;

3.9 In the case of a lethal take of a predator that is not threatened or endangered, as can be reasonably determined by the designated Deputy with available resources according to the Endangered Species Act, the designated Deputy will contact the Arizona Fish and Game Department within 24 hours;

3.10 In the case of a lethal take of a confirmed or perceived predator listed as threatened or endangered, according to the Endangered Species Act, the designated Deputy will preserve the site with the minimum of disturbance and call the USFWS as soon as possible, but in all cases within 24 hours;

3.11 Inspect and document physical effects;

3.12 Photograph all scenes where physical effects occurred;

3.13 Measure canine spread in millimeters;

3.14 Prepare incident report including all non-confidential information described above and transmit to the Apache County Board of Supervisors, FWS and US Wildlife Service and Arizona Fish and Game Department within seven (7) days.

## **SECTION 4:**

Definitions:

**Habituated Predator:** A predator that more than once approaches people and/or repeatedly visits human use areas in the presence of people without displaying an avoidance response; an habituated predator that stands, looks at people in a fearless manner, cannot be scared off by yelling, clapping hands, waving arms, throwing objects and/or discharging a firearm. Habituation is a decreasing response to a repeated, non-consequential stimulus; the loss of a fear response to people, which arises from frequent non-consequential encounters.

**Problem Predator:** A predator that:

- (1) Has depredated lawfully present livestock; or any other domestic animal;
- (2) As some predators, can be a member of a group or pack (including adults, yearlings, and young-of-the-year) that were directly involved in livestock depredations;
- (3) Was fed by or are dependent upon adults involved with livestock or domestic animal depredations (because young animals will likely acquire the pack's livestock or domestic animal depredation habits);
- (4) Has depredated domestic animals other than livestock on private or tribal lands, two times in an area within one year; or,
- (5) Is habituated to humans, human residences, or other related or similar facilities.

**Predation:** Orientation towards the prey followed by: stalking, chasing, catching, biting, shaking the prey, carrying or dragging off. The predator may not show prior threat display or vocalization; it may continue attack on targeted prey, even with interference. Children are particularly susceptible to predation.

**Predator:** Any animal including but not limited to mountain lions, black and Grizzly bears, jaguars, wolves and coyotes, that live by preying on other animals, to include introduced, experimental and managed species, as well as those defined by ARS 3-2401.

**Predator-Human Interaction:** Any incident in which the behavior of a predator has a direct physical or mental effect upon a human.

**Threat:** Any predator-related circumstance or event with the potential for adverse physical or psychological impact upon a human. A predator is considered to be a threat to a human any time the predator demonstrates menacing or fearless behavior while in proximity to a human

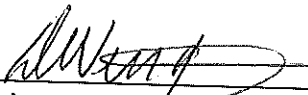
**Wild Predator:** A predator with wild characteristics; not tame or domesticated. A wild predator is free ranging exclusively in the wild and has an avoidance response to humans and human use areas.

**PASSED, APPROVED AND ADOPTED** this 21<sup>st</sup> day of May 2013.



Tom M. White, Jr., Chairman  
BOARD OF SUPERVISORS  
APACHE COUNTY, ARIZONA

ATTEST:



Delwin Wengert  
Clerk of the Board