Testimony of
SHERIFF JAMES D. PERKINS JR.
Garfield County, Utah
before the U.S. House of Representatives
Committee on Natural Resources
Subcommittee on Public Lands and Environmental Regulation
Oversight Hearing on Threats, Intimidation, and Bullying by Federal Land Management Agencies, Part II
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Thank you Chairman Bishop, Ranking Member Grijalva, and members of the Subcommittee for this opportunity to testify in this oversight hearing. My name is James D. Perkins, Jr., Sheriff of Garfield County, Utah. I have worked in law enforcement for more than 27 years and have significant experience in working with many different federal law enforcement agencies. I would like to focus my testimony today on what I see as a system-wide failure by the Bureau of Land Management (BLM) law enforcement to accomplish its mission.

If we had the time, I could take all afternoon giving the Subcommittee example after example of problems that I have experienced with BLM law enforcement and its lack of coordination with local law enforcement. I've included several examples in this testimony that will give the Subcommittee an idea of some of the difficulties that BLM law enforcement has created for Garfield County — examples that affect not only the Sheriff's Office, but also our first responders, residents, and visitors.

Need and History of Local and Federal Law Enforcement Coordination in Garfield County

Before I begin, I would like to give you some background on Garfield County to explain why coordinating law enforcement activities with federal agencies is so critical. Garfield County is more than 85 times the size of the District of Columbia. Including me, the Sheriff's Office employs only six full-time deputies across the county to cover more than 3.3 million acres. Our law enforcement activities on public lands create a significant strain on our manpower and resources as we routinely are required to conduct emergency search and rescue operations and narcotic interdictions. We are often required to enlist the help of local volunteers, state police, and multi-county task force personnel.

Our law enforcement mission is made significantly more difficult because of the composition of the land ownership in our county and the number of people from home and around the world that come to see the beautiful landscape. About 93 percent of the area within Garfield County is managed by federal agencies. We are home to three national parks, the Glen Canyon National Recreational Area, Dixie National Forest, and the Grand Staircase-Escalante National Monument. Combined, these areas receive more than 1.5 million visitors each year. With this number of people and overlapping jurisdictions, coordinating with federal agencies is not optional.

Accordingly, we have a long record of working hand-in-hand with federal agencies like the Federal Bureau of Investigation (FBI), the Drug Enforcement Administration (DEA),

Immigration and Customs Enforcement (ICE), the Forest Service, and the National Park Service. I am proud of the many successful joint operations and investigations that we have done. I have battled the Mexican Cartel as they moved their illegal marijuana growing operations into my county. I have worked with the FBI on a kidnapping case where I arrested the suspect in my jurisdiction. I have worked alongside DEA and FBI Agents on an attempted assassination case where one of our local Adult Probation and Parole Officers was the target. While exercising a search warrant on this investigation, one of the suspects was shot. Because of the coordinated efforts of all the agencies involved, including federal agencies, no law enforcement officers were injured during this operation.

As these examples show, I absolutely recognize the critical role that federal law enforcement agencies play in my county. While we do not agree on everything, we are able to work together because our relationships are based on mutual respect. I respect the role of each of these agencies to enforce federal law within their jurisdictions, and they respect my role as sheriff and the chief state law enforcement officer of the county.

Notably absent from these examples is any joint work with law enforcement from the BLM. It's because there is none. And that is what I want to focus on today, because I see this lack of coordination — rather, their refusal to coordinate — as a system-wide failure that needs to urgently be addressed.

Lack of ***Coordination and Inappropriate Behaviors*** *of* ***BLM Law Enforcement***

BLM's attitude toward coordinating with local law enforcement is summed up best by a conversation I had with a BLM law enforcement officer while we were attending a drug task force meeting in Cedar City, Utah. He told me point blank that he really didn't care about any authority that I thought I had as the Garfield County Sheriff, and that he did not feel like he had to coordinate anything through my office. This statement left me speechless at the time, and, in my experience, it is representative of the lack of respect that BLM law enforcement has for local law enforcement. This lack of respect and choice to ignore the Garfield County Sheriff's Office makes my job significantly more difficult because the BLM is the largest land manager in Garfield County.

This refusal to coordinate, coupled with a lack of any meaningful oversight, has created a perfect environment where the abuse of federal law enforcement powers can occur. We have had complaints of BLM law enforcement stopping people under the pretext of enforcing state law, and they have refused to provide me with documentation of their authority or jurisdiction to do so. They have detained people completely outside of BLM's jurisdiction on land managed by the Forest Service, illegally closed roads, and interfered with county emergency medical technicians, wasting time and resources. Local residents and visitors who feel they have been wronged by BLM law enforcement have little recourse but to come talk to me. The following examples are from a cross-section of these complaints, and I can assure that they are not isolated incidents. They happen all the time, and not only in Garfield County. I would note that the first is from a complaint that I received, not from a visitor or resident, but rather from a local BLM field manager.

I received a complaint from a BLM field manager located in Escalante, Utah. On the night before the mule deer hunt was to open, a BLM Law Enforcement Officer posted road closed signs on roads that were actually open to the public The BLM field manager received complaints about the illegal road closures so he went to the area to investigate and remove the signs. The BLM law enforcement officer confronted the field manager as he was removing the signs and threatened to arrest him. The BLM Law Enforcement Officer stepped back and placed his hand on his duty weapon. The BLM Field Manager stated that he felt like his life was in danger.

- Several visitors to Garfield County told me that they would never return because of the way they were treated by BLM law enforcement. These tourists were visiting the Grand Staircase-Escalante National Monument and wanted to see a rock formation that was off the road. They parked their motorcycles off the roadway, within the county right-of-way, which is perfectly legal. When they returned, they were met by a BLM law enforcement officer, who threatened them with a citation and the impoundment of their bikes for not leaving them in the roadway.

- I have received complaints from citizens that live in Escalante, Utah. They reported that while they were on Forest Service property, a BLM law enforcement officer pulled them over for no apparent reason. The officer questioned them about what they were doing and they felt like they were being bullied. I contacted the District Forest Service Ranger in charge of the area and asked him if he had requested that the BLM law enforcement patrol on Forest Service property. He advised me that he had not and that he was also upset because he had received other complaints of similar activity. I contacted the BLM sergeant in law enforcement that is responsible for this area. This sergeant made excuses the BLM law enforcement officer's actions and stated that they would get back to me. The sergeant eventually got back with me and advised me that the alleged allegations had taken place prior to her attaining the rank of sergeant, therefore they would not investigate. This didn't make any sense to me but that was the answer they provided.

- Garfield County Emergency Medical Service Director, Tammy Barton, reported to me that on three different occasions, a BLM law enforcement officer showed up on the scene of medical and search and rescue emergencies. The BLM officer refused to check in or sign the sign in sheet at the Incident Command, as is normal protocol. He took it upon himself to walk through the scene where an airplane accident was located within a State of Utah right of way. On another occasion, it was required carry a patient out of a remote area to a landing zone where a medical helicopter could land to pick up this patient. The Incident Commander knew that carrying out the patient would take several hours. The BLM officer demanded that a helicopter be called immediately. Not only did the BLM officer again refuse to check in with the Incident Command, but he also took it upon himself to dispatch a helicopter to the scene after being told by the Incident Commander to wait until the patient could be carried out and was closer to the landing zone area. The medical helicopter arrived at the landing zone and sat there idling for approximately four hours. This resulted in the pilot having to return back to his station, get fuel, switch out

pilots, and then returns to the scene. This not only wasted time and money but further endangered the patient.

- I received reports from local ranchers that BLM law enforcement officers were seizing their empty protein supplement tubs as soon as the cattle had emptied them. The BLM law enforcement officer would take possession of the tubs and threaten the local ranchers with littering citations. I contacted the BLM's Special Agent in Charge and expressed my concern over the officer confiscating the tubs. I explained that the ranchers used these tubs for many different purposes after they were empty and certain types of tubs were returnable for a rebate when purchasing more of the protein. I told him that it was improper for the officer to remove these tubs and that the ranchers were not abandoning them. The Special Agent in Charge uncaringly laughed it off.

- It was reported to my office that additional roads had been illegally closed in the Spencer Flat area on the Grand Staircase-Escalante National Monument. I proceeded to this area and found a large pile of limbs, logs, and rocks blocking access to this road. I received a report that a BLM law enforcement officer was seen with limbs and logs in the back of his vehicle in the area. The Monument's manager was contacted and he advised me that this road had been illegally closed. I questioned the local BLM law enforcement officer that was implicated and he denied any involvement. However, to date there have been no other road closures of this nature.

These examples trouble me a great deal, especially where tourism is affected. Tourism is the lifeblood of Garfield County's economy. While we have received many similar reports from visitors, I have to wonder how many others have simply chosen to leave the county and not return.

Another area where a lack of coordination is very evident is in search and rescue operations on the Grand Staircase-Escalante National Monument. In recent history, we have had a number of fatalities for a lot of different reasons. I honestly cannot remember the number of people I have witnessed whose lives were nearly ended and then saved by Garfield County Sheriff's Office, Garfield County Search and Rescue, and use of the Utah Department of Public Safety (DPS) helicopter.

But these efforts are costly both in manpower and financial resources. From April 13, 2013 to March 11, 2014, I have spent a total of 469.75 hours of search and rescue time rescuing individuals. This does not count any training time for search and rescue — this is actual time spent on searches. From July 2, 2013 to April 29, 2014, I have 38.6 hours of use on the DPS helicopter. The helicopter's rate is $1,700.00 an hour, which means the cost during that period for the helicopter is $65,620.00.

Yet I have not received a single minute of help or assistance from any BLM officer, nor have I received one penny of assistance for search and rescue reimbursements from the BLM. Although search and rescue is primarily the sheriff's responsibility, the BLM does have an obligation to assist when requested. I think that it is time that the Bureau of Land Management stepped up and helped with these responsibilities. They also need to help with manpower and

financially for the individuals that visit the Grand Staircase-Escalante National Monument and other BLM grounds.

Although my dispatchers have attempted to contact BLM law enforcement for assistance in in search and rescue operations, there always seems to be an excuse for why they can't help. It has risen to the point where my dispatchers have become completely frustrated with BLM law enforcement. Recently, we received a call that a party was overdue and a search and rescue team needed to be sent. In these kinds of life and death emergencies, time is often of the essence, and we needed as much help as we could get to locate the vehicle to give us a starting point for the search. I asked one of my dispatchers to call the BLM law enforcement officer that is located in the middle of our county to help with the search. The frustrated dispatcher told me, "Sheriff, it's a waste of time! If he will answer his phone or we do get in touch with him, all he is going to tell us is that he is out of hours or he is off duty."

Resolving the Problem

I mentioned in the beginning that my office has excellent working relationships with other federal law enforcement agencies. This has not always been the case, but we have always been able to work through these issues so we can do our jobs effectively. For example, several years ago we had incidents, similar to those I've discussed above, happening with the Forest Service Law Enforcement from our area. Dave Ferrell, Director of Law Enforcement for the Forest Service, took the time to fly from Washington, D.C. to personally meet with me in Garfield County. Our discussions resulted in both a change of attitude and personnel, and the problems have resolved themselves. In fact, I am in the process of deputizing two Forest Service law enforcement officers, in addition to the three Bryce Canyon National Park Rangers I have deputized since I became sheriff in 2007.

I am confident that if we had the opportunity to engage with the BLM constructively, in a spirit of working together, we could resolve the problems. We are open to any opportunity to work toward resolution with the BLM, and would appreciate any help the Subcommittee could provide in our efforts. Oversight hearings like this give us a voice that is often overlooked, and the evidence that has been submitted to the Subcommittee without doubt provides sufficient justification for a change in the status quo.

Again, Mr. Chairman, I would like to thank the Subcommittee for this opportunity to testify before you, and would be happy to answer any questions.