

Arizona Criminal Justice Commission

Drug Control and System Improvement Publication

Our mission is to sustain and enhance the coordination, cohesiveness, productivity and effectiveness of the Criminal Justice System in Arizona



2004-2007 Strategy

Arizona Drug, Gang and Violent Crime Control

Edward Byrne Memorial State and Local Law
Enforcement Assistance Grant Program

2004

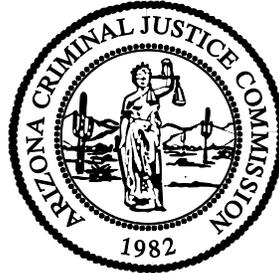
**EDWARD BYRNE MEMORIAL STATE AND LOCAL LAW
ENFORCEMENT ASSISTANCE FORMULA GRANT
PROGRAM**

2004-2007 Strategy

**Arizona Drug, Gang &
Violent Crime Control**

ARIZONA CRIMINAL JUSTICE COMMISSION

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Executive Summary

I. Executive Summary

Four major problems have been identified in Arizona, which is part of the four state Southwest Border High Intensity Drug Trafficking Area (HIDTA), and includes major population centers in Maricopa County (the Phoenix metropolitan area) and Pima County (the Tucson metropolitan area):

- direct influx of illicit drugs into Arizona from other countries;
- continuing drug gang activity and related violence;
- illicit drug demand and consumption within Arizona; and
- marijuana growing and methamphetamine production.

Arizona's southern boundary is part of the border between the United States and the Republic of Mexico. Marijuana, cocaine, methamphetamine, heroin, hallucinogens, club drugs and others are available throughout Arizona, with marijuana the most prevalent. Countermeasures have somewhat reduced violent crime associated with drug trafficking and use. Drug trafficking and abuse are heaviest within Arizona's eight HIDTA counties.

Resource Needs

Arizona critically needs support for the sixteen multi-jurisdictional, multi-agency task forces and their tandem supporting projects and for criminal justice records improvement. These are closely integrated with statewide homeland security efforts. Arizona's areas of greatest need lie within its eight HIDTA counties.

Priorities and the National Drug Control Strategy

Arizona's first priority is a statewide, system-wide, enhanced drug, gang and violent crime control effort maintained by multi-agency, multi-jurisdictional drug, gang and violent crime control task forces. The second is to support a criminal justice records improvement program that provides timely, accurate and complete records available to all criminal justice agencies. The third is to support forensic laboratories, drug and violent offender detention and court adjudication to ensure the system remains balanced. These priorities support the national strategy by disrupting the drug market and attacking the economic basis of the drug trade.

Selected Programs

Arizona will provide funding to the following approved authorized program purpose areas: 1) 02 Multi-jurisdictional, multi-agency task forces and their tandem prosecution projects; 2) 10 Adjudication; 3) 11 Detention; 4) 15a Forensic Laboratories; and 5) 15b Criminal Justice Records Improvement.

Coordination Efforts

Arizona continues to maintain close alliances with all federal, state and local agencies involved in drug, gang and violent crime prevention, treatment and enforcement statewide. The Arizona Criminal Justice Commission's members represent the full spectrum of the criminal justice community.

II.
Data and Analysis

Complex and insidious drug, gang and violent crime problems exist in Arizona. These three problems are interrelated. Only the four U.S. - Republic of Mexico border states face similar geographic, climatic, cultural and ethnic circumstances and conditions that contribute to the problem.

The drug, gang and related violence problems are outlined in four general descriptions:

- Arizona is the direct recipient of a flood of illicit drugs from international sources that are destined for consumers in Arizona and many other states;
- Arizona is experiencing expanding, increasingly violent drug gang activity and is a conduit for, and recipient of, illicit drugs transiting to and from major activities on the West Coast and the Southeast Coast of the United States;
- Arizona, like many other states, has its own serious illicit drug consumption by residents; and
- Arizona is a "producer" state with marijuana growing operations and numerous clandestine methamphetamine laboratories. These four principal elements of the drug problem are not distinctly separate and they complicate the overall problem.

Arizona's geographical southern border (370 miles) is contiguous to the Republic of Mexico. Favorable year-round climatic conditions provide an environment highly attractive to constant drug smuggling activity. The topography of this border area includes numerous mountain ranges lying in a north-south direction, creating natural smuggling routes across the border. Three principal ports of entry on this land border are crossing points for large scale legitimate international commerce and hordes of tourists from both countries. They are meccas for promoting international trade, tourism and goodwill. The population in port of entry communities is predominantly Hispanic, with kinfolk, business clientele and friends on both sides of the border, providing a usually unwitting, but nevertheless expedient, camouflage for drug smuggling. The land boundary between the ports of entry is barren desert, mountains, or steep canyons, all sparsely populated. Year round climatic conditions in Southern Arizona are such that overland or airborne travel is seldom impeded by weather conditions. The North American Free Trade Agreement (NAFTA) has significantly increased legitimate commerce, equally increasing opportunities for international smuggling of drugs, weapons, and other contraband.

Major drug smuggling organizations based in Mexico continue to dominate the movement of cocaine, marijuana and heroin and, more recently, methamphetamine, into and through

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Arizona from the Mexican states of Sonora and Sinaloa. Some of these organizations have existed since the late 1960's, have familial organization and management postures, and have substantial economic resources. Many of these same groups traffic in stolen vehicles and arms from the U.S. to Mexico. Other U.S. based drug trafficking groups, of endless variety, use Arizona as a domestic forward base for their drug smuggling activities. These groups range from the very well organized who import their own illicit drugs for profit to the amateur free-lancer. Many of these groups (both Mexican and U.S. based) establish temporary or semi-permanent operational elements in Arizona to further their activities.

The importation into Arizona of illicit drugs and drug trafficking is not limited to international activity. Arizona's sunbelt geographical location, the presence of many airports, interstate AMTRAK railway stations, and an interstate highway network, also make it a key transit area for drugs and drug profits moving to and from the West Coast and the Southeast Coast (Texas, Florida), both overland and by air and rail.

Within the last 10 years, drug trafficking elements of a particularly violent nature have either expanded from the Los Angeles and San Diego areas into Arizona or have relocated some of their principal clandestine activities. Phoenix and Tucson now have substantial crack cocaine and methamphetamine distribution activities with their attendant violence.

A rapidly increasing drug trafficking problem has been the establishment of clandestine laboratories and the increased production of methamphetamine in Arizona. Although some methamphetamine production has been a part of the drug problem for several years, a substantial increase in this activity, and the concurrent rise in availability and abuse, was fully recognized in 1992 and continues to expand. Intelligence indicates producers are operating clandestine laboratories in the Republic of Mexico and smuggling methamphetamine and other drugs back across the border into the United States, or obtaining the basic chemicals in Mexico for drug production in clandestine laboratories in Arizona and other states. Small, "Table top" laboratories, cheap and easy to set up, are becoming more commonplace throughout Arizona.

Law enforcement entities (federal, state and local) consistently report that cocaine is readily available throughout Arizona. Larger quantities are available in the metropolitan areas. Marijuana is available throughout the state. This availability has varied somewhat with the seasonal harvest periods in the past, but is becoming more readily available year round. Heroin is available in ounce or smaller quantities in the larger metropolitan areas and is generally less available elsewhere in the state. The importation of larger amounts of heroin from the Republic of Mexico is principally destined for the California market. Other destinations include Utah, New York and Colorado.

Federal, state and local enforcement authorities in the state estimate that substantially all of the cocaine consumed in Arizona enters from Mexico. Mexican drug trafficking

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organizations control the wholesale smuggling and distribution. The majority of marijuana consumed in Arizona is grown and enters Arizona from Mexico. Tucson is a major trans-shipment location for marijuana cargo destined for other regions throughout the United States. Most of the heroin used in Arizona enters from Mexico. Much of the methamphetamine used in Arizona is manufactured in the state. The balance is imported from California, Nevada and Mexico. Northern Arizona's Interstate route 40 is a primary trans-shipment corridor for the eastward journey of these drugs to other states. It is believed that LSD distributed and consumed in Arizona enters from California and the Northwest states. LSD is available in limited quantities and is mostly found in high schools and colleges.

An assessment of the availability, trafficking environment and role of organization by drug in the State of Arizona follows:

- ***Cocaine*** is readily available throughout Arizona with the largest quantities available in metropolitan areas. Crack cocaine is readily available in Arizona's urban inner-city areas and in some smaller communities as well. The "rocks", "slabs" or "cookies" are typically sold or passed loose at an average price of \$20 to \$50 per "rock". Cocaine prices average \$80 per gram. Consumption level purity ranges from 50% to 90%.

Cocaine importation into Arizona continues to be dominated by well established Mexican drug smuggling organizations. Most of these have group elements (usually familial) based in either Tucson or Phoenix. These Mexican organizations have Colombian sources for cocaine and the Colombian influence continues to increase both in Mexico and Arizona. Some traffickers are paying "backpackers" for carrying cocaine over the border by giving them a portion of the drugs in payment for their services. These small traffickers in turn sell the drugs on the streets of Arizona cities and towns in exchange for cash. Loosely organized criminal street gangs also contract with major traffickers to transport illicit drugs across the border.

Mexican drug trafficking organizations control the wholesale smuggling and distribution of cocaine. A constant threat is also posed by other U.S. and/or Arizona based entrepreneurs becoming involved in cocaine importation from Mexico or South America. These groups are usually amateurs looking for the high profits and cannot handle the ultra-large quantities of the Mexican and Colombian groups. At the retail level, distributors from all ethnic types and social levels are involved. There is no dominant or prevailing type.

Crack cocaine distribution continues to be the domain of the street gangs. The Crips and the Bloods have been in Arizona for over 17 years and continue to be preeminent in crack manufacture and distribution.

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- Mexican black tar ***heroin*** is readily available in ounce, or lesser quantities, in Arizona's metropolitan areas. Elsewhere in the state heroin is generally not available in significant quantities. Kilo prices range from \$32,000 to \$40,000 depending on purity level, quantity (multi-kilo) and business acumen. The purity level in Phoenix averages 42.3%. At the retail street level grams sell in a range from \$70 to \$100.

Wholesale heroin importation into the state is almost exclusively from Mexico. Most of the heroin smuggled into Arizona is body carried or in vehicles during rush hour when port of entries are inundated with workers crossing the border. Due to the geographical closeness to heroin sources in Mexico, some Phoenix and Tucson based heroin addicts make their own supply runs to Nogales and San Luis, Sonora, Mexico to obtain half-ounce and ounce quantities which, when cut, will last them for days at a time. Non-injectable heroin abuse among young people and Native Americans is on the rise in Arizona.

- ***Methamphetamine*** is increasingly more available throughout the state and growing numbers of methamphetamine labs are being encountered in many areas of Arizona. Methamphetamine sells for about \$50 per gram and \$14,500 per kilogram. In response to enforcement efforts and restrictions on the availability of ephedrine, hydriodic acid and other chemicals in the United States, traffickers are reportedly setting up clandestine laboratories in the Republic of Mexico and smuggling methamphetamine back into the United States, or the chemicals to manufacture it. Mexican methamphetamine in Phoenix ranges in purity from 20 to 40% while "ice" ranges in purity from 90 to 95%. Once the nearly exclusive realm of outlaw motorcycle gangs, methamphetamine is now being manufactured by many diverse groups and individuals in Arizona. Moreover, the well organized traditional drug manufacturing, smuggling and marketing groups in the Republic of Mexico have become heavily involved in methamphetamine as well as cocaine, heroin and marijuana. Methamphetamine continues to proliferate across Northern Arizona, where it is stashed and then shipped to Eastern States. Methamphetamine is available throughout most of the state. Seizures of methamphetamine by Arizona law enforcement agencies increased 99.97% in 2002 over the previous year.
- ***Marijuana*** is the illicit drug of choice for abuse by more Arizona residents than any other drug. It is available throughout the state. Seizures average 100 to 200 lbs. each and continue to be regularly intercepted at the border in "backpacks" brought across in areas between ports of entry, and concealed in vehicles crossing through the points of entry. The large, multi-ton loads seized in past years are rarely encountered. Marijuana prices at both the retail and wholesale levels remain stable. In the Metropolitan areas, common commercial grade marijuana prices range from \$500 to \$750 per pound. Law enforcement authorities estimate that 90% of the

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marijuana sold in Arizona is grown in Mexico. Smuggling has been constant year round; there has been no decline during the summer months as in the past.

The importation of marijuana into Arizona is dominated by Mexican traffickers including some very well established organizations of long standing. Both Mexican and Colombian marijuana is handled by these organizations on a very large scale. A major portion of the marijuana smuggled into Arizona from Mexico is destined for transport through Arizona for distribution in other parts of the United States. With the construction of stronger barrier walls in Nogales, Arizona there has been a marked shift of marijuana trafficking activities to remote border areas.

Marijuana trafficking in Arizona is not the sole domain of the larger organizations, but includes many varieties of lesser groups based in Arizona and other parts of the U.S. from sophisticated air smuggling operations handling several hundred kilos a trip to the amateur entrepreneur who handles a few kilos at a time, marijuana smuggling and trafficking in Arizona is a study in variety and opportunism. At the retail distribution level all ethnic and socioeconomic types are involved.

Cultivation of marijuana within the state has normally been limited to small plant plots in remote areas of rural counties in the central or northern part of the state. A very large growing operation (19,137 plants) was recently found in Gila County.

- ***Club Drugs*** are available in the Phoenix area. Wholesale MDMA prices range from \$5.50 to \$10.50 per tablet. These are then sold at retail for \$15 to \$30. PMA is reportedly being sold as ecstasy. GHB is available and sells for \$5 to \$10 per dose (one teaspoon) bulk quantities of twenty five pounds run \$425. A measurable abuse problem exists among Arizona's teenagers for ***Jimson Weed*** and ***LSD***, abuse of these two illicit drugs continues to show an upward trend. Very few seizures and/or arrests on LSD cases have been made by law enforcement authorities. The drugs are apparently readily available and inexpensive. Best available intelligence information indicates LSD is imported into Arizona from California. Commonly abused pharmaceuticals such as Vicodin, Lortab, Percocet, OxyContin, benzodiazepines and codeine products continue to occur. Sources indicate that 40 milligrams of OxyContin sell for \$20-\$25 per tablet, Vicodin sells for \$5 per tablet.

The link between drug trafficking and violent crime is readily apparent. The link between drug abuse and violent crime is not so clearly defined but the demand for drugs generates aberrant behaviors and activities that contribute directly to violent crime occurrences. This is also seen in acts of extreme violence committed by those who smuggle illegal aliens as well as illicit drugs.

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Illegal drug trafficking not only violates drug laws, but involves criminal offenses such as racketeering, conspiracy, corruption of public officials, homicide, crimes involving firearms, auto theft, tax evasion, child abuse, and property crimes. The proliferation of weapons that accompanies drug trafficking escalates violent crime. The 16 drug enforcement task forces funded by grants from the Arizona Criminal Justice Commission seized 6,504 firearms while making 48,413 arrests in the 15.25 years from April, 1988 to June, 2003.

In 2002 a total of 29,782 violent crimes were reported and 9,313 arrests were made for violent crimes in Arizona. Violent crimes accounted for 8.7% of the total crime index. Aggravated assault accounted for the largest incidence of violent crimes with 19,892 offenses, 7,310 arrests were made. In addition, 54,521 simple assaults were reported in 2002. Simple assault is differentiated from aggravated assault by the seriousness of the injury and weapon used. There were 7,920 robberies reported in Arizona in 2002 and 1,537 persons were arrested for robbery. Juveniles accounted for 21.88% of the robbery arrestees. Firearms were used in 3,746 (47.3%) of the robberies.

STATEWIDE DRUG AND VIOLENT CRIME DATA					
1998 - 2002					
	CY 1998	CY 1999	CY 2000	CY 2001	CY 2002
Drug Possession Arrest	23,565	23,891	25,632	25,172	24,883
Drug Sales Arrest	5,336	5,056	5,047	5,073	5,068
Violent Crime Arrest	8,734	8,061	9,022	9,069	9,313
Violent Crime Reported	26,281	25,835	27,187	28,373	29,782

Source: Uniform Crime Report (UCR)

Data Includes Juveniles. Violent Crime includes Murder, Forcible Rape, Robbery and Aggravated Assault.

CY=Calendar Year

Drug trafficking and abuse, gang and violent crime problems in the State are further defined with an analysis and description of the greatest problem areas.

The Phoenix metropolitan area

The Phoenix metropolitan area has 63.38% (3,251,876) of the state's total population. This metropolitan area is located within Maricopa County (9,226 square miles) in the central portion of the state. Within this metropolitan area the city of Phoenix, with a 2000 population of 1,321,045, is the urban hub. Principal suburban cities in the metropolitan area are Mesa (396,375), Tempe (158,625), Glendale (218,812) and Scottsdale (202,705).

This metropolitan area is located approximately 120 air miles from the U.S.-Mexico border and is the approximate mid-point in the state on Interstate Route 10.

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The Phoenix metropolitan area continues to be a fast growing Sunbelt area. Population of the area increased from 1.5 million in 1980 to over 3 million (100%) in 2000. This type of sustained growth places an intense burden on all public services, making it difficult to maintain quality performance, especially in the realm of law enforcement and its related criminal justice system components.

The area contains population groupings as diverse as the Sun City and Sun City West retirement communities (69,000+ population), Arizona State University (enrollment of 45,000+), the major resort attractions of Scottsdale, the small agriculture based communities on the edge of the metropolitan area, inner city depressed neighborhoods, and large, widely dispersed, rapidly growing suburban neighborhood areas such as Avondale (35,800+), Fountain Hills (20,000+) and Surprise (30, 800+).

PHOENIX METRO DRUG AND VIOLENT CRIME DATA					
1998 - 2002					
	CY 1998	CY 1999	CY 2000	CY 2001	CY 2002
Drug Possession Arrests	12,568	12,308	12,273	11,484	11,741
Drug Sales Arrest	3,311	3,139	3,012	2,792	3,133
Violent Crime Arrests	5,130	4,607	4,900	4,761	4,994
Violent Crime Reports	16,846	16,579	16,076	17,757	18,245

Source: Uniform Crime Report (UCR)

Data Includes Juveniles. Violent Crime includes Murder, Forcible Rape, Robbery and Aggravated Assault.

CY=Calendar Year

In 2002, 53.62% (4,994) of the 9,313 violent crime arrests and 49.66% (14,874) of the 29,951 drug violation arrests in the State of Arizona were in the greater Phoenix metropolitan area.

Illicit drug trafficking, drug abuse, gang and violent crime problems in the Phoenix metropolitan area identifies it as a high drug trafficking and violent crime area in the state.

The population and the arrest figures for gang related violent crime and drug violations clearly justify this assessment.

Drug availability and use in the Phoenix metropolitan area are both substantial. All law enforcement entities (federal, state, and local) report that cocaine, marijuana and methamphetamine are readily available in the area. Heroin availability in the state is greatest in this area. LSD is available in limited quantities. The availability of crack cocaine and methamphetamine has continued to grow.

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Wholesale cocaine and marijuana imports to the area, as well as trafficking, are dominated by Mexican ethnic organizations with Mexico based sources, often with familial ties. The exception to this is the crack cocaine industry which is the domain of street gangs. The availability and abuse of crack cocaine and methamphetamine have increased within the city of Phoenix and surrounding communities.

The Tucson metropolitan area

The Tucson metropolitan area has an estimated 16.44% (843,746) of the total state population. This metropolitan area is located in Pima County in the southern part of the state. Rural Pima County includes a 120 mile stretch of the border between the U.S. and the Republic of Mexico. The Tucson metropolitan area, lying approximately 55 air miles directly north of the border, is located on U.S. Interstate Highway 10, running east and west, and U.S. Interstate 19, running from the U.S. - Mexico border. It is an extension of the principal west coast highway in Mexico which runs north to the U.S. The Tucson area is a significant commercial trade and tourism center for large numbers of visitors from Mexico and contains a busy international airport. All highways and principal roads from the U.S. border with Mexico, in southeast and south central Arizona, feed into the Tucson metropolitan area.

TUCSON METRO DRUG AND VIOLENT CRIME DATA					
1998 - 2002					
	CY 1998	CY 1999	CY 2000	CY 2001	CY 2002
Drug Possession Arrest	7,198	7,949	8,572	8,454	8,465
Drug Sales Arrest	1,028	1,064	981	1,020	977
Violent Crime Arrest	1,693	1,444	1,505	1,539	1,375
Violent Crime Reported	5,964	5,315	5,555	6,762	5,659

Source: Uniform Crime Report (UCR)

Data Includes Juveniles. Violent Crime includes Murder, Forcible Rape, Robbery and Aggravated Assault.

CY=Calendar Year

In 2002, 14.76% (1,375) of the 9,313 arrests for violent crime in Arizona occurred in the Tucson metropolitan area. This area accounted for 31.52% (9,442) of the 29,951 drug violator arrests in Arizona.

The Tucson area's portion of drug, gang and violent crime arrests for Arizona, its portion of the state population, and its location near the U.S. - Mexico border, fully justify its designation as a high priority problem area.

Drug availability and drug use in the Tucson metropolitan area are significant. All law

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enforcement entities (federal, state, and local) report the ready availability of both cocaine and marijuana. Heroin is available in Tucson and its nearness to the border makes heroin easily obtainable for users. Crack cocaine availability has increased significantly, as has the availability of methamphetamine in the past year. Illicit drug prices in this area are reported to be slightly lower than in the Phoenix area. Generally the price difference is insignificant.

The Tucson area is literally a staging area for large quantities of both cocaine and marijuana smuggled from Mexico at various points along the Arizona-Mexico border. Historically, and currently, drug smuggling organizations continue to maintain stash houses in the Tucson area to receive loads of smuggled drugs from Mexico.

They are subsequently disbursed throughout the U.S. by various means of transportation. Most of these smuggling organizations are managed by Mexico based heads with familial operational elements located in Tucson. The Tucson area is also attractive to other U.S. based drug trafficking groups which use the area as a domestic forward base for their smuggling operations from Mexico.

The Border area

Arizona has a contiguous land boundary of approximately 350 miles with the Republic of Mexico. Almost 200 miles of this boundary, in the southwest area of the State, is literally uninhabited except for a 50 mile stretch of the very sparsely populated Tohono O'odam Indian Reservation. The remaining 150 miles of the border, in the southeast part of the state, consists of mountain ranges and valleys lying north-south across the east-west border line. Three principal communities with major ports of entry and highway crossing points (Yuma area, Nogales and Douglas) are located on this border. In addition, several very small communities and secondary road border crossing points (Naco, Sasabe, Lukeville) are on the border in rural areas.

This international border creates an environment of international commerce, tourist traffic and opportunities (both licit and illicit) for commercial enterprise that are enhanced immeasurably by the strongly contrasting economic conditions in the U.S. and Mexico. The constant movement of thousands of illegal immigrants from Mexico to the U.S. across this border is historically documented and an important factor. The well documented demand for illicit drugs in the U.S. and the supply posture of Mexico are pivotal factors in creating the ongoing drug scenario of the Arizona border counties.

The far southwest corner of the state includes Yuma County and the city of Yuma metropolitan area (population 160,026), which is 25 road miles from the border crossing point of San Luis. This southwest corner also contains a 20 mile stretch of the Colorado River running north-south which is actually part of the border between the U.S. and Mexico. At the closest point Yuma is only 5 miles across the river from Mexico. The City of

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San Luis Rio Colorado, Sonora, Mexico is across the border at this point and has been a historically notorious staging area for large scale drug traffic enroute to Arizona or through Arizona to California.

The city of Nogales, Arizona, with a population of 20,878, is located on the border in Santa Cruz County, 61 road miles directly south of the Tucson metropolitan area on Interstate 19. This port of entry handles very large scale legitimate commercial activity between the U.S. and Mexico, as well as hordes of tourists from both countries on a year round basis. The international border separates the city from its much larger southern part, Nogales, Sonora, Mexico, with an estimated population of over 250,000.

Douglas, Arizona is located on the border in Cochise County, in the far southeast corner of the state, 121 miles from the Tucson metropolitan area. On the border 25 miles west of Douglas is the border crossing of Naco, Arizona. In the last few years this area of the Arizona-Mexico border has become a very hot spot for large scale cocaine and marijuana smuggling.

Pima County contains two border crossing points in the remote, sparsely populated southwestern part of the State. Paved two-lane highways cross the border at Sasabe (68 miles from Tucson) and at Lukeville (146 miles from Tucson and 120 miles from Phoenix). These remote border areas, with good highway access, have been active drug smuggling routes since the early 1970's.

BORDER AREA DRUG AND VIOLENT CRIME DATA					
1998 - 2002					
	CY 1998	CY 1999	CY 2000	CY 2001	CY 2002
Drug Possession Arrest	7,960	8,830	9,857	9,656	9,574
Drug Sales Arrest	1,232	1,229	744	1,293	1,183
Violent Crime Arrest	1,913	1,845	2,115	2,217	2,138
Violent Crime Reports	6,511	6,211	6,819	7,909	7,422

Source: Uniform Crime Report (UCR)

Data Includes Juveniles. Violent Crime includes Murder, Forcible Rape, Robbery and Aggravated Assault.

CY=Calendar Year

In 2002, 22.95% (2,138) of the 9,313 arrest for violent crime arrests and 35.91% (10,757) of the 29,951 drug violator arrests in Arizona occurred in the Border area. All of these border counties face similar circumstances in confronting the drug problem. The drug smuggling activities into the state, both large scale and smaller, are year round endeavors because good climatic conditions prevail. The smuggling generates local area criminal

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involvement and a variety of supporting mechanisms, including criminal street gangs. The local police and sheriffs' departments are relatively small units with continuous funding limitations. The easy access to illicit drugs generates local community drug abuse problems. The international drug smuggling activity that takes place in these border counties is very large scale and the drug loads are generally destined, through the counties, to Phoenix and Tucson and other points throughout the United States.

All of these factors make the border counties a high priority in the statewide drug strategy and one area of greatest need. This is also recognized by the Office of National Drug Control Policy having designated the area as part of the four-state Southwest Border High Intensity Drug Trafficking Area (HIDTA).

It is critical to closely watch drug smuggling in the border areas. The level of activity is an important component for measuring nation-wide demand for these drugs. As long as the demand remains high, funding support for local, multi-agency, multi-jurisdictional drug task forces, and their prosecution and other system support mechanisms, must be maintained as a significant component of the overall federal, state and local drug, gang and violent crime control effort.

Cases are frequently referred to local task forces and prosecutors by federal officers. Without enhanced funding support, local agencies will be unable to handle such cases, or to continue operation of enforcement activities anywhere except in their own jurisdictions, dealing only with the problems that primarily impact the local residents who must pay for their law enforcement services. The combined effects of the federally funded multi-agency, multi-jurisdictional drug, gang and violent crime task forces and their support prosecution projects allow them to much more effectively address both international & interstate drug trafficking and local drug, gang & violent crime problems as well. They are a major component of Arizona's state strategy, particularly in these border areas.

III.
Resource Needs

The Arizona Drug, Gang and Violent Crime Control Strategy was first conceived in 1987 to apply enhancements to all principal aspects of the criminal justice system in a balanced approach, with no key element overloaded by increased enforcement activities, and to fill gaps in necessary services. The Drug, Gang and Violent Crime Control Strategy is a refined, expanded continuation of previous drug control strategies that have followed an orderly progression, culminating in an enhanced statewide, system-wide drug, gang and violent crime control strategy that supports the National Drug Control Strategy, Justice Department Guidelines, and the programs and projects that best meet the needs of this state, including those that no longer qualify for federal funding.

Arizona has relied heavily on State Drug Enforcement Account funds generated from fines and surcharges levied against convicted drug law violations. These funds have been used to match federal monies and continue support for critical components of the state's balanced drug enforcement effort that have passed their 48-month federal funding limitation. These funds are limited, by statute, to enhancement of efforts to investigate, prosecute and punish drug law violators.

- **Law Enforcement**

The Commission has expanded the Edward Byrne Formula Grant Program to include a greater emphasis on criminal street gangs and related violence, while continuing to focus on the much needed drug abuse and trafficking control effort in Arizona, in those areas of critical need. If resources maintaining pressure in the drug enforcement and the supply reduction area should be suddenly withdrawn, it would create a tidal wave of incoming drugs from the Republic of Mexico that would quickly inundate the entire nation unless an effective national demand reduction effort has first been implemented. Arizona will continue to maximize its limited resources toward an effective statewide, system-wide effort.

The number of sworn law enforcement officers statewide in Arizona is below the national average, particularly in urban Maricopa and Pima Counties which are identified as top priority areas in the State Drug, Gang and Violent Crime Control Strategy. Statewide in Arizona, the officer to inhabitant ratio is 2.13 officers per 1,000 inhabitants, below the national average of 2.5 officers per 1,000. The Community Policing Hiring Program has helped to alleviate this problem in some communities; however, without corresponding support for the other critical components of the criminal justice system, such as courts, prosecution, public defenders, etc., such additions may have limited impact on the overall problem.

Resource Needs

- ***Adjudication***

Drug, gang and violent crime cases continue to be increasingly complex to prosecute. The need for more specialists in many areas is evident. These cases often require extensive commitments of time. Many prosecutors' offices are not sufficiently staffed or supported for existing caseloads, much less for the increase generated by enhanced drug and violent crime enforcement. The sheer volume of cases encourages plea bargains and higher charging thresholds in a vast majority of cases as expedient measures.

As caseload statistics demonstrate, Arizona courts face ever increasing burdens. In Maricopa County alone, there are 91 Superior Court Divisions. The "one judge per 30,000 population formula" in the Arizona State Constitution requires Maricopa County to have 102 Divisions. Enhanced drug, gang and violent crime enforcement and prosecution continue to have a major impact on this element of the system. The Arizona Drug, Gang and Violent Crime Control Strategy will continue to include enhanced resources for the adjudication element, funded entirely with state monies from the Drug Enforcement Account. The existing adjudication program is past its 48-month limit for federal formula grant funding.

- ***Corrections and Treatment***

Prison overcrowding is a highly visible issue, yet the present incarceration population is close to the level predicted twenty-two years ago. Funding for additional prison space and alternatives to incarceration are critical resource needs. A similar situation exists for Arizona's fifteen county jails. Enhancements to two Arizona Detention Program projects will continue to be funded with state monies from the Drug Enforcement Account.

Adult Drug Offense Arrests have increased from 13,246 in 1988 to 25,228 in 2002, an increase of 90.45%. Juvenile Drug Offense Arrests increased from 1,901 to 4,723 (148%) during this 14-year period. The relationships between alcohol and drug abuse, gangs and violent crime have clearly been shown in Arizona. The City of Phoenix is one of several Arrestee Drug Abuse Monitoring (ADAM) program sites in the United States. Data show consistent evidence of wide spread drug usage in both juvenile and adult arrestees, male and female.

Efforts have been initiated by several of Arizona County Sheriff's Offices, the Arizona Department of Juvenile Corrections and Arizona Department of Corrections to provide some form of anti-drug and alcohol abuse treatment. Most of Arizona's 15 counties have neither the funds nor the physical space to conduct in-depth treatment activities for jail inmates. Several county jails manage to hold periodic Alcoholics and/or Narcotics Anonymous meetings, and the 12-step type Christian-based Program, the program most frequently requested by inmates in the Coconino County Jail. Within Arizona's prison

Resource Needs

system; there are several residential treatment programs, but minimal resources for aftercare once an inmate is released from institutional custody.

The continuous growth in population and expanding problems of crime and drug and alcohol abuse have created intensive pressure on the infrastructures for processing and adjudicating criminal offenders in Arizona, leaving very few resources available for any kind of extensive interdiction to treatment programs for incarcerated, adjudicated drug and alcohol impacted criminal offenders in Arizona's prisons and jails, or for pretrial treatment of drug offenders through Drug Courts.

- ***Information Systems and Technological Improvements***

Most elements of Arizona's criminal justice system acknowledge the very real need to improve the collection, reposit and retrieval of criminal justice records in the state. Various efforts to improve record keeping and data management systems have been implemented in recent years, resulting in definite improvements. Much remains to be done, particularly in automation of record keeping and access systems. Law enforcement agencies and prosecutors, especially in the rural counties of the State, need additional assistance to improve the production, storing, and transmission of criminal history record information.

Priorities and the National Drug Control Strategy

IV. Priorities and the National Drug Control Strategy

- *Priority One*

Arizona is committed to the support of a statewide, system-wide, enhanced drug, gang and violent crime control effort maintained by multi-agency, multi-jurisdictional drug, gang and violent crime control task forces in all 15 Arizona counties, and their tandem prosecution projects in 13 counties plus the statewide prosecution effort of the office of the Arizona Attorney General. This supports the National Priorities by disrupting the market and attacking the economic basis of the drug trade.

From the initial development of the state enhanced enforcement strategy the Commission has monitored all available sources of drug, gang and related violent crime enforcement data (federal, state, local) to make determinations of the areas of greatest need. It logically follows that the properly identified greatest problem areas qualify in many respects as the areas of greatest need.

The criteria utilized by the Office of National Drug Control Policy in determining High Intensity Drug Trafficking Areas in 1990 is almost identical to the criteria utilized since 1987 by the Arizona Criminal Justice Commission to identify highest priority areas for enhanced drug enforcement funding. These criteria are:

- The extent to which the area is a major factor in illegal drug distribution or importation and secondarily a center for illegal drug production or manufacture.
- The extent to which drug related activities in the area have a harmful impact on other areas of the State and the country.
- The extent to which state and local law enforcement agencies have committed resources to respond to the drug trafficking problem in the area, thereby indicating a determination to respond aggressively to the problem.

Utilizing these criteria, the counties of Maricopa, Pima, Pinal, Cochise, Yuma, and Santa Cruz surfaced as the areas of greatest need for enforcement funding. Since the initiation of the enhanced drug enforcement strategy in 1988, county and municipal agencies in these jurisdictions have received over 60% of all drug control enhancement funds allocated and distributed by the Arizona Criminal Justice Commission.

One of the provisions of the Anti-Drug Abuse Act of 1988 which has had a significant impact in Arizona deals with High Intensity Drug Trafficking Areas (HIDTA). Section 1005 of the Act authorized the Director of the Office of National Drug Control Policy (ONDCP) to

Priorities and the National Drug Control Strategy

designate areas of the United States as HIDTA based on several criteria, including the extent to which:

- the area is a center of illegal drug production, manufacturing, importation, or distribution;
- state and local law enforcement agencies have committed resources to fight drugs;
- drug related activities in the area are having a harmful impact on other areas of the country;
- an increased allocation of Federal resources is necessary to respond adequately.

In the 1990 National Drug Control Strategy ONDCP designated five areas of the United States as HIDTA. Four of these areas, New York, Miami, Houston, and Los Angeles, were urban areas, with the fifth being the entire southwest border between Mexico and the U.S. The Southwest Border HIDTA (SWB HIDTA) consisted of 35 designated counties in the States of Texas, New Mexico, Arizona, and California. The Arizona counties designated as a part of the SWB HIDTA were Cochise, Santa Cruz, Pima, Yuma, Pinal, and Maricopa. La Paz and Mohave counties have since been added to the SWB HIDTA in Arizona, reflecting heavy drug trafficking problems along the Colorado River and Arizona's border with California. In declaring the nearly 2,000 miles of border as a HIDTA, the strategy stated, in part:

"The Southwest border is a principal corridor for moving drugs - especially marijuana, heroin, and cocaine - into the United States. Not only is Mexico itself a chief source of the marijuana and heroin consumed in the United States, it is also a transit country for these drugs and for cocaine smuggled from South America."

Since that time, methamphetamine and the chemicals used in its manufacture have also become part of this list.

Along with the designation of the HIDTA came additional federal resources for support of drug enforcement efforts in the Arizona HIDTA counties. The state has received state and local HIDTA funding for the past twelve years.

These grant awards were made to Arizona HIDTA agencies through the Arizona HIDTA Executive Committee according to annual allocation plans which had been approved by the Operation Alliance Joint Command Group, and other federal agencies.

Priorities and the National Drug Control Strategy

The number and variety of ***Multi-jurisdictional Multi-agency Drug Enforcement Task Forces*** funded with Edward Byrne Memorial State and Local Law Enforcement Assistance Formula grant funds must be summarized to provide a comprehensive picture of current efforts on drug, gang and violent crime control in Arizona. Two Drug Enforcement Administration State/Local Task Forces (Phoenix and Tucson) have existed for several years and target middle to upper level drug traffickers. A substantial portion of the manpower of these two units is contributed by the Arizona Department of Public Safety and supervision is shared. Both task forces also include municipal police investigators and one includes deputy sheriffs. These two task forces have established very credible success records.

The U.S. Immigration Customs Enforcement (ICE) and the Arizona Department of Public Safety have combined forces in an Air Smuggling Intelligence and Interdiction Unit. D.E.A. and the U.S. Border Patrol also participate in this activity. A number of these same agencies participate in a Special Interagency Asset Forfeiture Unit based in Phoenix.

Four formal drug task forces were developed in Arizona in 1987 that include federal, state, county and local officers. They have established themselves as high impact entities in their geographical areas of operation. These task forces are: the Border Alliance Group in Cochise County on the Arizona - Republic of Mexico border; the Southwest Border Alliance in Yuma County on the Arizona-Republic of Mexico border; the Northern Arizona Metro Task Force in Coconino County in the north central part of the state; and the MAGNET Task Force in Mohave County in the Northwestern part of the state. The two Alliance task forces target drug smuggling activities and border area local drug operations. The Metro task force is directed at drug trafficking groups and retail level distribution in the northern part of Arizona.

In July, 2003 the Arizona Criminal Justice Commission allocated grant funds (federal and state) to sixteen (16) drug task forces in the state. At the same time the Arizona Criminal Justice Commission allocated grant funds to 13 county attorneys, 1 city attorney and the Arizona Attorney General's Office for enhanced prosecution in concert with the enhanced drug, gang and violent crime investigations task forces.

The objectives of these task forces vary from an airport and commercial shipping interdiction unit to border operations, street level sales, immobilization of organized trafficking groups, and anti-gang violence. The objectives of the task forces were determined by the leaders of the participating agencies/departments involved, and approved by the Arizona Criminal Justice Commission as supporting the statewide strategy.

As Arizona focuses on both supply and demand and criminal street gang and violent crime reduction, these task forces will aggressively address crime problems consistent with program guidelines and the needs of this state. With a wider, more comprehensive

Priorities and the National Drug Control Strategy

approach that includes prevention, community policing components and a regional, multi-jurisdiction, multi-agency structure, coupled with innovative, service delivery level development of specialized strategies and tactics, many of these problems are being effectively addressed.

Drug, gang and violent crime case prosecutions accomplished by the tandem ***Prosecution Components of Arizona's Multi-jurisdictional Multi-agency Task Forces*** funded by the Edward Byrne Memorial State and Local Law Enforcement Assistance Formula Grant funds are carried out by four groups: the U.S. Attorney, the Arizona Attorney General, the County Attorneys, and some Municipal Prosecutors. The U.S. Attorney prosecutes violators of federal drug laws and pursues asset forfeiture actions related to federal drug violations. The Arizona Attorney General is more involved in civil forfeiture and money laundering cases resulting from drug cases than in criminal prosecution of drug violators. The county attorneys prosecute violations of state drug laws and pursue asset forfeiture actions related to drug violations. City prosecutors in some municipalities are involved in drug prosecutions at the misdemeanor level as a result of county attorney declination policies or decisions, and in asset forfeiture actions in Tucson.

As a result of the numerous interagency drug investigative task force operations many prosecutors are involved in jurisdiction decisions (federal and/or state) early in the investigations. These needs have generated an enhanced cooperative atmosphere in many respects. The Arizona Attorney General's Financial Remedies Unit is active in inter-jurisdictional asset forfeiture actions and supplies assistance and training to federal prosecutors, county attorneys and law enforcement agencies in Arizona and nationally.

Prior to 1987 only two county attorneys in Arizona had deputies assigned/dedicated full time to drug case prosecutions. As a result of the 1987 development of a statewide drug strategy and the allocation of special funds (federal drug grants and State Drug and Gang Enforcement Account funds) by the Criminal Justice Commission, thirteen (13) of the fifteen (15) county attorneys in Arizona had at least one full-time drug prosecutor in 2003. The increase in drug control efforts in Arizona from 1987 to 2003 is easily measured in the prosecution component. In 2003 there were forty-seven (47) full time drug prosecutors in the state at the county attorney or city attorney levels. Without the Edward Byrne Formula Grant program support, many of these positions would not exist.

As Arizona continues its support of the National Drug Abuse and Violent Crime Control Strategy, it is equally important to continue to provide enhanced funding support to the prosecution and adjudication of criminal offenders.

- ***Priority Two***

Arizona is committed to the support of strong functioning information systems, which

Priorities and the National Drug Control Strategy

provide timely, accurate, complete, functional criminal history and criminal justice records, available to all criminal justice agencies. The Commission is mandated under state law A.R.S. 41-2405A.2, to facilitate information and data exchange among criminal justice agencies. To do this effectively and efficiently, automated systems within the State must be integrated. Integration of the systems will be a priority in the Criminal Justice Records Improvement Plan for the next four years.

Arizona will continue to allocate at least 5 percent of its total Byrne Formula grant award for the Criminal Justice Records Improvement Program (CJRIP). This applies to FY 2004 and subsequent formula grant awards. Arizona has used the CJRIP funds for the purchase of Live Scan fingerprint units and records management systems for law enforcement agencies. Funds have been used for automation of prosecutor's offices and to improve other criminal justice records systems within the state. The State has leveraged the use of the CJRIP funds with National Criminal History Improvement Program (NCHIP) funds, the Arizona Sex Offender Registration (ASOR) funds, and the State Identification System (SIS) funds.

The State's Criminal Justice Records Improvement Plan for year 2004 will be submitted to the Bureau of Justice Assistance for review and approval.

- ***Priority Three***

Arizona is committed to supporting components of statewide, system-wide, enhanced drug, gang and violent crime control efforts required to ensure the system remains balanced throughout. This includes support for forensic laboratories, drug, gang and violent offender detention, and court adjudication for those so accused.

Forensic Laboratories support for drug prosecution in Arizona is provided by laboratories operated by the Department of Public Safety and the Phoenix and Tucson Police Departments. The majority of the forensic work is done in the three regional State laboratories. Each of these facilities has a users' committee consisting of representatives of the departments served by that laboratory. Enhancements to these projects are now totally funded from state monies. They are no longer eligible for federal formula grant assistance.

With the increased focus on criminal street gangs and violent crime, the forensics components for DNA testing and firearms identification have become much more active; however, the drug evidence analyses component remains a top priority due to the increased number and complexity of drug evidence analyses.

Enhanced ***Adjudication*** has been provided to the superior courts. The Superior Court consists of 160 judges sitting in 15 counties. The comprehensive 1987 drug legislation and

Priorities and the National Drug Control Strategy

the increased apprehension and prosecution of drug, gang and violent crime offenders under the enhanced drug enforcement program were projected to have a direct impact on this already burdened criminal justice system entity. The Arizona Drug, Gang & Violent Crime Control Strategy was developed as a system-wide enhancement, and the adjudication program has been provided with funds to enhance the courts' and related services' ability to handle the increased activity. The enhancements have provided for additional Superior Court Divisions, increased probation services, public defenders, and other related needs.

The judicial services enhancement program continues to be a vital component of the multi-year statewide strategy. Enhancements to these projects are now totally funded from state monies. They are no longer eligible for federal formula grant assistance.

Enhanced drug, gang and violent crime ***Detention*** grant assistance has been continuously provided to two county sheriff departments from 1988 through 1999. Eligibility for federal funding assistance has expired for these projects. They are now funded entirely with state monies. Detention efforts are a much needed part of the state's balanced, system-wide enhancement strategy.

Selected Programs

V. Selected Programs

Multi-jurisdictional Multi-agency Task Forces Apprehension and tandem Prosecution Program

- Approved 1988
- Ties to national priority 3. "Disrupting the Market"
- Purpose Area 02
- Task forces and tandem prosecution programs are comprised of several contiguous jurisdictions that share resources to successfully attack drug, violent crime and criminal street gang problems throughout Arizona.
- Performance Measures:
 1. The individual project statement of goals, objectives, and tactical activities.
 2. An analysis of arrests made including number and type (possession, sale, transports, violent offense, etc.) by drug category for apprehension projects. An analysis of number of prosecution opportunities, charges filed, declinations and dismissals by drug type for prosecution projects.
 3. An analysis of seizures made including number, size, and type (drugs, assets, vehicles, etc.) for apprehension projects. An analysis of case dispositions made (plea, jury, acquittals, dismissals, felonies, misdemeanor etc.) for prosecution projects.
 4. An analysis of productivity (arrests, seizures, forfeitures) compared to grant amount for costs/performance ratios.
 5. A comparison of the total and type of productivity with the project statement of goals and objectives.
 6. A comparison of productivity cost/performance ratios with other task forces by arrest and seizures categories for apprehension projects.
 7. Any other documented items of special considerations such as productive assistance to other drug and gang task forces or agencies on successful cases.
 8. Project's demonstrated ability to provide required reports in a timely thorough manner and to meet all other obligations of the grant contract.
 9. A staff assessment of the project's accomplishments and effectiveness related to the statewide drug, gang and violent crime strategy priorities and goals.
- An overall evaluation of this program will be conducted, using three representative sites. Evaluation completion is targeted for 2008.

Selected Programs

Adjudication Program

- Approved 1988
- Ties to national priority 3. "Disrupting the Market"
- Purpose Area 10.
- Programs that provide additional court divisions, judges and related essential staff for courts to assist in the expeditious processing and adjudication of drug law violators and violent crime enforcement efforts.
- Performance Measures:
 1. The program statement of goals, objectives and proposed activities. Program was submitted as a package of projects.
 2. The amount of the grant.
 3. The individual project goals and objectives.
 4. An analysis of the data reported.
 5. Program's (and projects within) ability to provide required reports in a timely manner and to meet all other obligations of the grant contract.
 6. A staff assessment of the project's accomplishments and effectiveness related to the statewide drug, gang and violent crime strategy priorities and goals.
- Arizona is requesting a waiver because this program is small in scope, and is currently supported with state funding.

Detention Program

- Approved 1988
- Ties to national priority 3. "Disrupting the Market"
- Purpose Area 11.
- Programs that help county jails enhance their inmate security and processing services by meeting the needs generated by enhanced drug and violent crime enforcement projects and the convictions these projects produce.
- Performance Measures:
 1. The individual project statement of goals, objectives and proposed activities.
 2. The amount of the grant.
- Arizona is requesting a waiver because this program is small in scope, and is currently supported with state funding.

Forensic Analysis Program

- Approved 1988
- Ties to national priority 3. "Disrupting the Market"
- Purpose Area 15a.
- Programs that allow crime laboratories to respond to the need for timely prosecution of violent crime and drug law violators by assisting investigators with timely analyses and presenting evidence in court.

Selected Programs

- Performance Measures:
 1. The individual project statement of goals, objectives and proposed activities.
 2. The amount of the grant.
 3. An analysis of the data reported.
 4. A comparison of the total and type of productivity with the project's statement of goals, objectives and proposed activity.
 5. Project's demonstrated ability to provide required reports in a timely and thorough manner and to meet all other obligations of the grant contract.
 6. A staff assessment of the project's accomplishments and effectiveness related to the statewide drug, gang and violent crime strategy priorities and goals.
- Arizona is requesting a waiver because this program is small in scope, and is currently supported with state funding.

Criminal Justice Records Improvement (CJRIP) Program

- Approved 1992
 - Ties to national priority 3. "Disrupting the Market"
 - Purpose Area 15b.
 - Programs that improve the quality, completeness and accessibility of Arizona's criminal justice records systems, with emphasis on criminal history information. Programs encourage automation and the establishment of uniform automated procedures for reporting arrests and/or disposition information to the criminal history records central repository.
- Performance Measures:
1. The individual project statement of goals, objectives and proposed activities.
 2. On-site review of program progress.
 3. A staff assessment of the project's activity in its relationship to the statewide criminal history records improvement project.
- An overall evaluation of this program will be conducted, using three representative sites. Evaluation completion is targeted for 2008.

Coordination Efforts

VI. *Coordination Efforts*

The Arizona Statewide Drug Strategy was first developed in 1987 to meet federal requirements for anti-drug formula block grant funds and as an important ingredient in the anti-drug campaign in Arizona. The statewide drug strategy is an ongoing strategy in Arizona. The Strategy will combine federal, state, and local assistance funds in an overall package for allocation and distribution by the Arizona Criminal Justice Commission in 5 authorized program purpose areas as plans are implemented and carried out, consistent with federal guidelines and the needs of the state.

When the Strategy was first developed in 1987, extensive input was obtained from local, state, and federal officials and agencies. Meetings were held in various parts of the state with members of the criminal justice system and related professional associations. A public hearing was held to obtain input from the general public. Most criminal justice agencies in the state submitted data summary forms. A computation of this data was used in the development of the strategy. Agencies also provided quantitative and opinion evidence in three areas: (1) drug control problems, (2) current resources devoted, and (3) resource needs. These collection efforts were paralleled by the review of related information from previous federal, state, and local reports on drug enforcement issues. The draft document was reviewed by the U.S. Attorney's Law Enforcement Coordinating Committee and then adopted by the Arizona Criminal Justice Commission, pursuant to a recommendation from the Drug and Gang Enforcement Task Force. The Commission conducted similar activities in developing the current strategy.

Five (5) public hearings were held in September, 2003 in the cities of Flagstaff, Globe, Phoenix, Tucson and Yuma, to obtain public input on the Edward Byrne Memorial State and Local Law Enforcement Assistance Formula Grant Program, and to determine and prioritize the needs of the state in relation to the 29 authorized program purpose areas.

These hearings were well attended and numerous members of the criminal justice community and the public testified in general support of the state's continuation of the current strategy for Drug, Gang and Violent Crime Control. The consensus was that the strategy should maintain a strong, continuing focus on projects supporting enforcement and prosecution of drug abuse and trafficking violations.

The Arizona Criminal Justice Commission is a body of 19 members representing state, county, and local law enforcement, prosecution, court, corrections, and probation systems, and county and local governing bodies in Arizona. The Law Enforcement Coordinating Committee of the U.S. Attorney is a very active organization in Arizona with numerous active sub-committees that foster and promote interagency partnerships, and generate enthusiastic support and participation. Most of the members of the Commission, their

Coordination Efforts

subordinates and peers, participate in the Law Enforcement Coordinating Committee (LECC) activities. The cross-pollination is extensive and assures input from all elements in developing and carrying out the statewide drug, gang and violent crime control strategy.

The allocation and distribution of \$10 million in federal and state grant monies in five program areas (apprehension, prosecution, forensic analysis, adjudication, education, and detention) was accomplished by the Arizona Criminal Justice Commission during 1988. Allocations were based on formal application requirements, extensive analysis by Commission staff, review and recommendations by the Arizona Drug and Gang Enforcement Task Force, and finally Commission decision by vote in a public meeting. A pivotal requirement of any grant allocation was that the project fit into and supported the Statewide Drug Strategy. In March, 1988 Arizona agencies began receiving funds under their grant contracts with the Commission, and the Statewide Drug Strategy was implemented at the field level.

Since 1988, the Commission has allocated and distributed over \$165 million in federal and state grant monies in six program areas under the statewide drug strategy.

The multi-year statewide drug strategy is the result of extensive activities carried out from 1988 through 2003 and builds on the knowledge generated from the 1987 strategy development. Specific information gathering activities and coordinated input have been carried out since 1988 and are refined and updated each year as needs and mandates change.

Current comprehensive knowledge of the statewide drug, gang and violent crime problem scenario is considered an essential element in the strategy refinement. The Commission staff has carried out a continuous liaison with all federal, state, county and local authorities involved in drug, gang and violent crime control responsibilities and activities. In addition, a continuous monitoring activity of all grant funded projects, including on-site visits and review, has been carried out by the Commission staff. These two processes provide for a solid foundation of contemporary awareness of the illicit drug situation and related gang activities and violence. These processes also make possible periodic status reports and updates to the Commission on productivity and current trends in drug abuse, street gangs and violent criminal activity.

In October, 1988 a specific Drug Strategy Questionnaire and Current Data multi-page survey form was distributed to all law enforcement, prosecution, judicial and detention entities (federal, state, county and local) in the state with written response requested. This activity provided for input from all participants in the system. The material received from this survey was analyzed and combined with information from all other activities. A similar survey has been conducted annually since 1993 on criminal street gangs.

Coordination Efforts

Since 1988, the Commission staff has continually reviewed current and previous system reports generated by federal, state and local agencies in carrying out their responsibilities.

National policy and federal initiatives on anti-drug abuse, gang and violent crime issues are monitored. The Commission receives periodic status reports on this material. During 2003, an extensive process was carried out, generating current input from federal, state, and local law enforcement, prosecutors, and other criminal justice personnel statewide.

The Drug, Gang and Violent Crime Committee of the Arizona Justice Commission has conducted public hearings to obtain input from the general public. The committee recommended that the Commission maintain five of the six previously approved authorized program purpose areas for projects eligible for funding. The Commission approved these recommendations in October 2003. All meetings of the Commission and its committees are open to the public under the provisions of the Arizona public meeting law. The Committee makes recommendations to the full Criminal Justice Commission regarding the Arizona Drug Control and System Improvement Strategy.

Ultimate success in the drug, gang and violent crime control campaign requires coordination and cooperation at all levels, including intergovernmental, interdisciplinary, and the public/private sector. All of these aspects of coordination and cooperation are pursued in Arizona. The Arizona Drug, Gang and Violent Crime Control Strategy was developed with inter-governmental, interagency, and interdisciplinary coordination and cooperation as essential ingredients. The Arizona Criminal Justice Commission, through its membership makeup, embodies this coordination/cooperation theme. In addition, the Commission and its members are active participants in the U. S. Attorney's Office's Law Enforcement Coordinating Committee, the Arizona Drug and Gang Policy Council, the Drug and Gang Policy Council Working Group, and numerous other coordinating elements, including the Drug Enforcement Administration Drug Diversion Group.

The development and ongoing refinement of the Arizona Drug, Gang and Violent Crime Control Strategy is a very thorough cooperation and coordination effort involving federal, state, county, and local law enforcement; federal, state, and county prosecutors; judicial system representatives; other specialized criminal justice system representatives; state, county, and local government representatives; professional associations; and the public.

The Arizona Drug, Gang and Violent Crime Control Strategy is a multi-disciplinary system-wide enhancement program with projects involving federal, state, county, and local authorities. The program funds 16 multi-agency apprehension drug and gang enforcement task forces statewide. 13 of Arizona's 15 counties have grant funded special drug and gang prosecutors in tandem with drug and gang task forces. All 16 task forces either have liaison with designated federal officers, or have federal officers assigned to the task force.

The state strategy includes an asset forfeiture project in the State Attorney General's

Coordination Efforts

Office, providing statewide assistance and expertise to local law enforcement and prosecutors. In addition, this unit has provided valuable and consistent assistance to the U.S. Attorney's Office in asset forfeiture activities. The strategy includes a total of 16 prosecution projects in the state. Due to task force activities and other cooperative federal, state, and local drug, gang and violent crime investigative activities, prosecutors at both federal and local levels are often involved in cooperative case decisions early in the investigative planning stages.

The system-wide balanced plan of the strategy also provides program enhancement to Arizona's judicial process, including public defenders, necessary forensic analysis projects, inmate drug testing in the state prison system, and some county jails impacted by increased enforcement efforts. Eligibility for formula grant assistance to some of these projects has expired due to the 48-month funding limitation. Since these projects are vital components of the state's balanced enhancement strategy, Arizona continues to provide enhanced funding assistance to them from the state's Drug and Gang Enforcement Account.

A key element in Arizona, in the coordination of the state/local effort with the federal effort, has been the very active and very positive program of the U.S. Attorney's Law Enforcement Coordinating Committee (LECC). This highly respected program has received committed participation by all elements of state, local, and county law enforcement entities. The personal leadership of the U.S. Attorney is a major factor in the positive relationship between state/local entities and federal entities in Arizona. The continuous ongoing effort includes LECC subcommittees on narcotics in southern and northern Arizona, and on training and public official integrity. A number of LECC Executive Committee members are also members of the Arizona Criminal Justice Commission.

The LECC conducts an annual Crime in Arizona Conference, a vital forum and coordination event for law enforcement officials from all levels and disciplines in Arizona. The attendance at this annual conference has been outstanding. Timely, relevant issues and potential solutions are presented and discussed by both experts in the field and those having to deal with these issues on a day to day basis.

The LECC has an active part in training federal and local enforcement officers and prosecutors to more effectively respond to growing problems with gangs and juvenile crime. Also, the LECC will continue to provide a statewide, system-wide forum for law enforcement and prosecution agencies in Arizona to discuss common problems, develop mutual objectives and more effectively provide their services to the people of this state.

Managers of federal, state and local agencies in the state are providing sound positive leadership and operational direction to the coordination of drug, gang and violent crime control efforts between federal and state/local activities. This coordination varies from

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specific investigations where cooperation and coordination bring together specialty expertise on a given case, to the more formalized interagency/multi-agency drug, gang and violent crime task forces that address specific objectives.

The practical result of this combination of planning and operational execution is coordination of state and local efforts with federal efforts that is compatible, mutually beneficial, and minimizes weaknesses and inefficiencies that may otherwise occur. Education/prevention, treatment and community action coordination is achieved through the Arizona Governor's Drug and Gang Policy Council, and through formal and informal cooperation of many individuals dedicated to these activities. The Arizona Departments of Education and Health Services coordinate assistance to school districts, recommend criteria for chemical abuse prevention education programs, and administer the other block grant programs covered by The Anti Drug Abuse Act of 1988. Contacts are as follows; Arizona Department of Education, Thomas Horne Superintendent of Public Instruction, 1535 W. Jefferson St., Phoenix, Arizona 85007, Telephone (602) 542-4361. Arizona Department of Health Services, Catherine R. Eden Director, 1740 W. Adams St., Phoenix, Arizona 85007, Telephone (602) 542-1025. Coordination also occurs, as required by statute, between the enforcement programs and the other parties in a variety of contexts.

There is also coordination through the Arizona Drug and Gang Prevention Resource Center which prepares a statewide inventory of drug treatment and prevention programs to help officials evaluate treatment and prevention resources in their jurisdictions. The Arizona Criminal Justice Commission passes through Criminal Justice Enhancement Funds for treatment services. Enforcement agencies and the Commission also coordinate in the treatment area through private service suppliers. In Maricopa County, the Treatment Assessment Screening Center (TASC) program plays an important role in the County Attorney's Drug User Accountability Program (Do Drugs. Do Time.)

Important coordination occurs between all components of the system in supporting the Governor's Community Alliance against Drugs which facilitates comprehensive anti-drug efforts in local communities.

The Arizona Drug, Gang and Violent Crime Control Strategy and the overall anti-drug and violence control program effort in Arizona are compatible with and supportive of the National Drug Control Strategy. The National Strategy identifies key policy elements to provide guidance to the states in their drug, gang and violent crime control efforts. A number of these policy elements are activities within the jurisdiction of the criminal justice system and are addressed in the Arizona Drug, Gang and Violent Crime Control Strategy.

The National Strategy states that the effectiveness of the strategy is gauged over time by objective performance measurements. Methods must be established to evaluate the impact of the statewide drug and crime control strategy and programs and projects

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instituted to implement the strategy. The Arizona Drug, Gang and Violent Crime Control Strategy has established such a capability and shall refine it as the opportunities and needs arise, based on research findings and performance measurement efforts.

Drug prevention programs to deter use by high risk populations is identified as a key program element and has an important role in reducing the demand for drugs by holding drug users accountable for their actions. The 1987 drug legislation in Arizona emphasized this aspect of drug control efforts by establishing the mandatory minimum drug fine to be assessed in all drug convictions. Under the Arizona Drug Enforcement Strategy, user accountability is a principal objective in the prosecution program and 15 prosecution projects are grant funded throughout the state.

Arizona's statewide, system-wide program has an extensive Drug Abuse Prevention and Treatment component, with government agencies providing \$71,617,898 in funding to 418 projects or programs for drug prevention and intervention, and \$74,707,444 in funding for 144 projects or programs for drug abuse treatment in FY 2002. These entities do not receive Edward Byrne Formula grant funding from the Arizona Criminal Justice Commission; however, many of them are funded through other federal agencies such as the Departments of Education and Health and Human Services. Their programs are evaluated in accordance with requirements of the various funding agencies that support them.

The Arizona Criminal Justice Commission is a state criminal justice agency first established in 1982 with a mission to improve the effectiveness and efficiency of criminal justice system responses to the problem of crime. The 1987 legislation reconstituted the membership of the Commission and increased the Commission's role in certain activities. Additional responsibilities were mandated by 1990 legislation. The Commission provides assistance to the system by coordinating existing efforts, performing policy analyses on problems and programs, and recommending specific policy responses when the need arises. The Commission supervises and coordinates a number of different special State and federal funds devoted to justice system improvement and distributes monies pursuant to program goals.

The Commission has an authorized nineteen members:

- The Attorney General
- The Department of Public Safety Director
- The Department of Corrections Director
- The Board of Executive Clemency Chairman
- The Administrative Director of the Courts

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A former judge

A Chief Probation Officer

A Mayor

A member of a County Board of Supervisors

A county attorney, a sheriff, and a police chief from a county with a population greater than 1.2 million

A county attorney, a sheriff, and a police chief from a county with a population greater than 400,000 and less than 1.2 million

A county attorney, a sheriff, and a police chief from a county with less than 400,000 in population

A law enforcement leader

Fourteen members (excluding the five state agency officials) are appointed by the Governor and no more than seven may be from the same political party.

The Drug and Gang Policy Council was created in 1990 by legislation and replaced the Alliance for a Drug Free Arizona Interagency Committee. The Drug and Gang Policy Council is charged with the objective to foster cooperation among all state and local governmental entities, community organizations, and private groups to ensure optimal delivery of educational, treatment, and prevention programs that will reduce substance abuse by children, youth, and families. The Council is to recommend the basis for effective coordination of all State programs and expenditures for education, prevention, and treatment relating to drug abuse. The Drug and Gang Policy Council is directed to communicate regularly with the Criminal Justice Commission so that programs for drug education, treatment, and prevention are coordinated with drug enforcement and related efforts undertaken by the Commission. The council is also directed to communicate regularly with the Council on Children's Behavioral Health to collect statewide lay and professional recommendations for prevention, education, and treatment programs.

The Drug and Gang Policy Council also oversees the operation of the Arizona Drug and Gang Prevention Resource Center. The Center is mandated to collect, store, and distribute information relating to substance abuse education and prevention and treatment programs and to serve as a referral agency for law enforcement activities.

The Drug and Gang Policy Council has an authorized sixteen members:

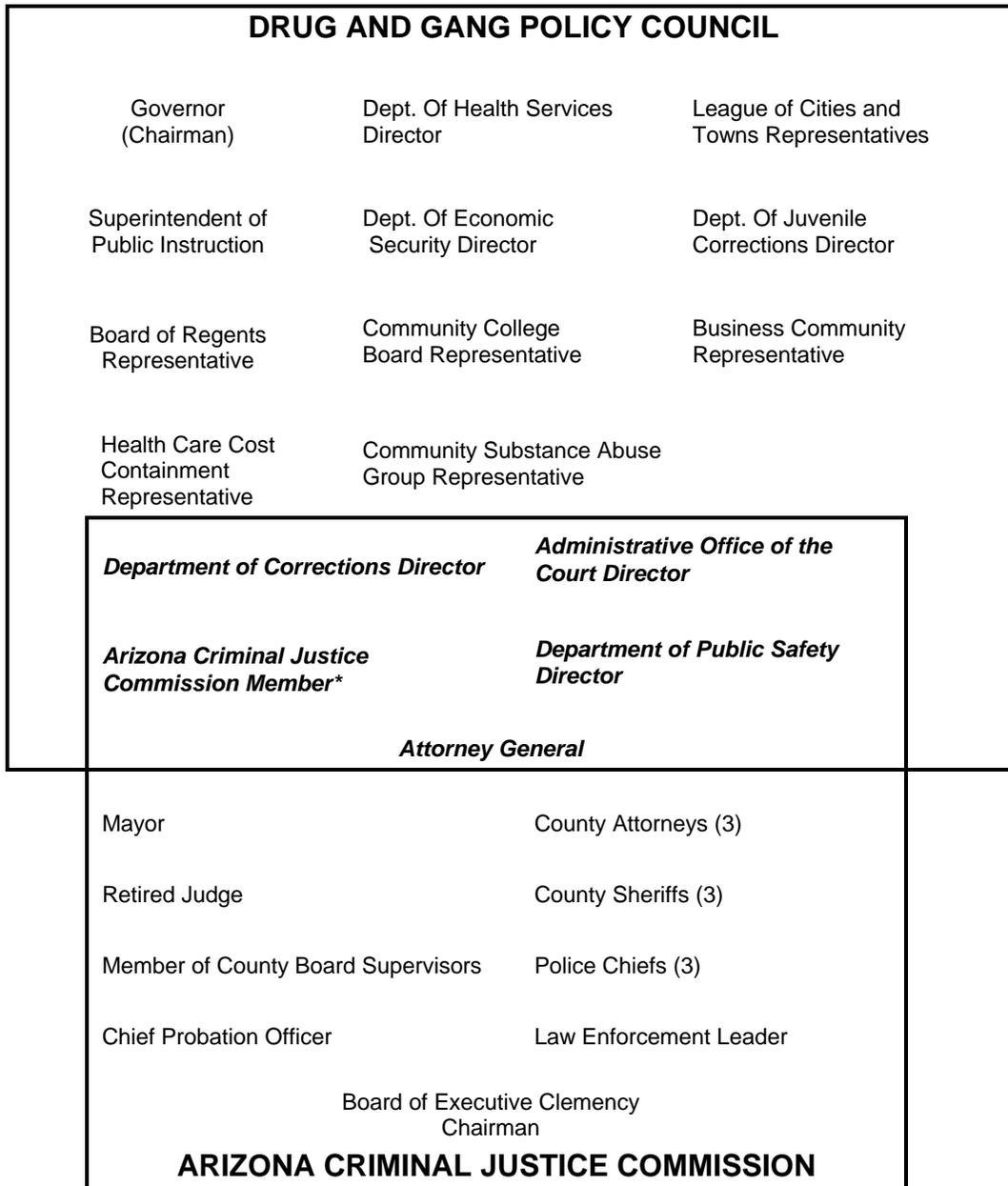
The Governor - Chairman

Coordination Efforts

- * The Attorney General
- * The Department of Public Safety Director
 - The Department of Health Services Director
 - The Department of Economic Security Director
- * The Department of Corrections Director
 - The State Superintendent of Public Instruction
 - Arizona Board of Regents Representative
 - Community Colleges Board of Directors Representative
- * A member of the Criminal Justice Commission
 - A business community representative
 - The League of Cities and Towns representative
- * The Administrative Director of the Courts
 - The Health Care Cost Containment System Director
 - The Department of Juvenile Corrections Director
 - A Community Substance Abuse Group representative
- * Denotes Drug and Gang Policy Council members who are also members of the Arizona Criminal Justice Commission.

Coordination Efforts

DRUG AND GANG POLICY BOARDS AND MEMBERSHIP INTERRELATED STRUCTURE



*Appointed from existing Commission members