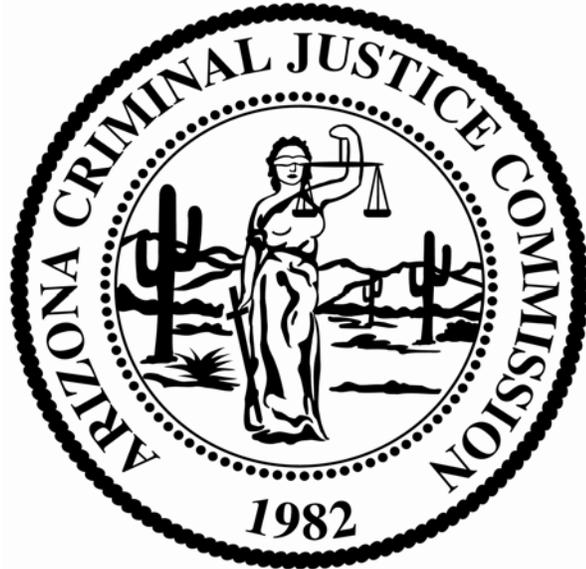


Arizona Criminal Justice Commission

State Strategy



**2008-2011
State Strategy**

**Drug, Gang and
Violent Crime
Control**

ARIZONA CRIMINAL JUSTICE COMMISSION



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The Arizona Criminal Justice Commission (ACJC) is a statutorily authorized entity mandated to carry out various coordinating, monitoring and reporting functions regarding the administration and management of criminal justice programs in Arizona. In accordance with statutory guidelines, the Commission is comprised of 19 members who represent various elements of the criminal justice system in Arizona. Fourteen of the 19 Commissioners are appointed by the governor and are municipal, county or elected officials. The remaining five are state criminal justice agency heads. Appointed Commissioners serve for two years and terminate when the first regular session of the legislature is convened; they may be re-appointed.

The ACJC was created in 1982 to serve as a resource and service organization for Arizona's 480 criminal justice agencies on a myriad of issues ranging from drugs, gangs, victim compensation and assistance to criminal record improvement initiatives. The ACJC works on behalf of the criminal justice agencies in Arizona to facilitate information and data exchange among state-wide agencies by monitoring new and continuing legislation relating to criminal justice issues and gathering information and researching existing criminal justice programs.

ACJC Mission: To sustain and enhance the coordination, cohesiveness, productivity, and effectiveness of the criminal justice system in Arizona.

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Table of Contents

Executive Summary	i
Introduction	1
Nature and Extent of the Problem - Data and Analysis	3
Current and Coordinated Programs.....	15
Resource Needs	22
Arizona's Priorities and the National Drug Control Strategy.....	25
Program Performance Monitoring and Evaluation.....	28
Coordination Efforts.....	33
Acknowledgements.....	34
References.....	35

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This document is available in alternative formats by contacting the Commission Office at (602) 364-1146.

Executive Summary

The Arizona Criminal Justice Commission (ACJC) is responsible for granting millions of federal and state dollars for the purpose of combating and preventing drug, gang and violent crime. This is a responsibility that the Commission takes seriously. In order to make the best possible use of public funds, ACJC develops a strategic plan to guide the funding priorities of the Commission and to identify the problem areas that must be addressed by criminal justice stakeholders through these grant funds.

ACJC has updated the state's strategy for combating drugs, gangs and violent crime. Initially developed more than 20 years ago, the statewide strategy that sets the priorities/direction for distributing finite and shrinking resources is contained within the 2008-2011 Drug, Gang and Violent Crime Control State Strategy.

Research and analysis of crime data indicates that Arizona continues to be impacted by its shared border with Mexico, interstate modes of transportation and conduits, increased drug use by Arizona residents, and the ideal geographical setting of a hot climate and vast areas of sparsely populated land.

Four priorities are identified as integral to a statewide effort to fight drug trafficking and the crime associated with this illicit trade. These priorities are based on public and stakeholder input, as well as results-driven policies that have proven successful in previous statewide strategies.

The first priority continues to support the multi-agency, multi-jurisdictional drug, gang and violent crime task forces, their tandem prosecution projects and statewide civil forfeiture efforts. This collaboration results in the streamlined process of interdiction and apprehension of drug, gang and violent crime offenders by law enforcement personnel, followed by prosecution's efforts in conviction and asset forfeitures of these offenders.

The second priority continues to support improvements to criminal justice information sharing projects. This includes vertical information sharing (from the locals to the state) and lateral information sharing (among agencies within the same jurisdiction or region). These projects are funded to improve the accuracy and completeness of criminal history record information and to allow agencies to share criminal justice information to assist with ongoing investigations. This component is mission critical to identifying and prosecuting criminal offenders that cross jurisdictions.

The third priority continues funding for adjudication and criminal justice system support services. This provides support for additional services, including forensic laboratory services, which provide analysis and presentation of evidence for court proceedings; enhancement of corrections and community correction services for inmate processing and security; support to the superior court and probation departments to keep up with the additional cases that result from the task force investigations; and model residential drug treatment programs in correctional facilities.

The final priority will support proven prevention and education programs that focus on

substance abuse problems. Preventing crime is preferable to adjudication of a criminal offender in terms of both human and financial costs.

The statewide strategic plan, along with program performance measures and ACJC's coordination with federal, state and local criminal justice partners, will allow Arizona to responsibly use public funds to combat a drug and violent crime problem that starts in this state and frequently becomes a national problem once narcotics are moved from Arizona to markets across the United States. As countries in Central and South America are the largest exporters of narcotics such as methamphetamine, marijuana and cocaine into the United States, border states such as Arizona will continue to be ground zero in the war on drugs.

Introduction

The Arizona Criminal Justice Commission (ACJC) recognizes that in order to adequately address Arizona's drug problem, a comprehensive strategy that has a balanced approach must include supply/demand reduction, information sharing, prevention and education, and treatment priorities. This balanced approach ensures that no key element is overloaded by increased drug enforcement activities.

The Arizona Drug Control Strategy initially was developed in 1987 with extensive input 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, related professional associations and the general public. Information was provided in the following three areas: (1) drug control problems; (2) current resources devoted; and (3) resource needs. Through the years, the Drug Control Strategy was updated, refined, and expanded to include gang and violent crime. This has followed an orderly progression with annual updates, culminating in an enhanced statewide, system-wide drug, gang and violent crime control strategy. The first multi-year strategy was written in 2000 and continued for three years, followed by a four-year strategy developed in 2004. This strategy has guided programs and funding decisions through 2007.

In Arizona's effort to ensure that the Drug, Gang and Violent Crime Control Strategy continues to meet the needs of the state, four public hearings were held in the cities of Flagstaff, Phoenix, Tucson and Yuma in December 2007. The purpose of these hearings was to gather input on the effectiveness of the current program areas and identify areas for inclusion in the *Arizona's 2008-2011 Drug, Gang and Violent Crime Control State Strategy*. These hearings were well attended by the public and members of the criminal justice community. The consensus of these hearings was that the strategy should continue to maintain the enhanced statewide, system-wide drug, gang and violent crime control strategy currently in place that continues to focus on supply and demand reduction, prosecution of drug law violators and projects that support those efforts including prevention and education and treatment for drug abusers incarcerated in Arizona's correctional institutions.

Arizona continues to support the *2007 National Drug Control Strategy*: 1) intervening and healing America's drug users; 2) stopping drug use before it starts: Education and Community Action; and 3) disrupting the market for illicit drugs. Arizona also supports the companion *Synthetic Drug Strategy* that focuses on the reduction on methamphetamine and prescription drug abuse and reduction of methamphetamine laboratory incidents. The *2007 National Southwest Border Counternarcotics Strategy*, a companion to the *National Drug Control Strategy*, focuses on improving federal efforts on the southwest border in the following areas: 1) intelligence collection and information sharing; 2) interdiction at and between ports of entry; 3) aerial surveillance and interdiction of smuggling aircraft; 4) investigations and prosecutions; 5) countering financial crime; 6) and cooperation with Mexico.

While supporting these strategies, it is equally important to continue to provide enhanced funding support to the components of a statewide, system-wide, enhanced drug, gang and violent crime control program to ensure that efforts remain balanced throughout the criminal justice system. This includes support for forensic laboratories, drug, gang and violent offender correctional programs, and court adjudication programs.

The Drug, Gang and Violent Crime Control program uses funding from federal, state and local sources to sustain components of a statewide, system-wide, enhanced drug, gang and violent crime control program. The funding sources for this program include:

- *Edward Byrne Memorial Justice Assistance Grant (Byrne/JAG)*. These federal funds are from the U.S. Department of Justice, Office of Justice Programs, Bureau of Justice Assistance (BJA).
- *Drug and Gang Enforcement Account (DEA)*. These are state funds collected pursuant to A.R.S. 41-2402. The DEA receives funds from mandatory fines and surcharges from drug offenders.
- *Matching funds*. These dollars are provided by each recipient to leverage the federal and state dollars committed to the program. Matching funds build buy-in and ownership for local criminal justice initiatives and increases the overall size and effectiveness of the program.

The Arizona Criminal Justice Commission has leveraged the federal Byrne/JAG and state DEA funding sources through the downward trend of federal funding and cuts to programs. The DEA funds have been used to cushion the blow of drastic federal cuts and have ensured that the Drug, Gang and Violent Crime Control program can continue to operate at a fairly constant level since 1988.

In addition to the programs funded through ACJC, since 1990 Arizona has been part of the Southwest Border High Intensity Drug Trafficking Area (SWB HIDTA). The Arizona counties designated as a part of the SWB HIDTA are Cochise, Santa Cruz, Pima, Yuma, Pinal, Maricopa, La Paz, and Mohave. Several of the ACJC Commissioners serve on the HIDTA Executive Committee. This dual role provides coordination between the Drug, Gang and Violent Crime Control program and HIDTA Initiatives so they work in concert with each other. In addition, the Arizona Criminal Justice Commission is the fiduciary for HIDTA. This ensures complementary goals and objectives and non-duplicative efforts are effectively instituted and followed.

The Drug, Gang and Violent Crime Control program coordinates and leverages resources with other program funding sources to further Arizona's effort to focus on drug supply/demand, criminal street gang and violent crime reduction, and programs that address crime problems consistent with program guidelines and the needs of the state.

Nature and Extent of the Problem Data and Analysis

Complex and insidious drug, gang and violent crime problems exist in Arizona and these problems are interrelated. The four southwest border states face similar geographic, climatic, and cultural conditions that contribute to the problem.

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

- Arizona is a significant national level storage, transportation and trans-shipment area for illicit drugs that are destined for drug markets throughout the United States. Arizona is the arrival zone for most drugs smuggled into the United States; the metropolitan areas are storage as well as regional and national transportation and distribution centers.
- Arizona is experiencing escalated violence associated with drug and human trafficking along the border. This increasingly violent drug activity is a result of conflict among cartels to control key drug and human smuggling routes into the United States.
- Arizona, like many other states, has its own serious illicit drug consumption by residents.
- Arizona is a producer state with marijuana growing operations.

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 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. There are three principal ports of entry that are international crossing points for large-scale legitimate international commerce and for tourists from both countries. The ports of entry are instrumental to promoting international trade and tourism. 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 airborne travel is seldom impeded by weather conditions; however, overland travel can be hazardous in the extreme summer heat.

Major drug smuggling organizations based in Mexico continue to dominate the movement of cocaine, methamphetamine, marijuana and heroin into and through Arizona from the Mexican states of Sonora and Sinaloa. Some of these organizations have existed since the late 1960s and have familial organization and management postures with substantial economic resources. Many of these same groups traffic in human smuggling, stolen vehicles and firearms from the U.S. to Mexico. Other U.S.-based drug trafficking groups 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.

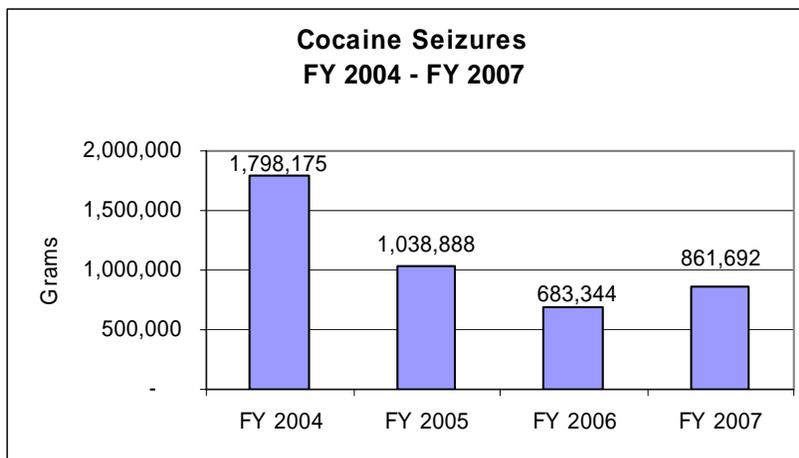
The importation into Arizona of illicit drugs and drug trafficking is not limited to international activity. Arizona's sunbelt geographical location, the presence of many airports, interstate AMTRAK railway stations, and an interstate highway network make it a key transit area for drugs and drug profits moving to and from the west coast and the southeast coast, by land, air and rail.

United States border communities have become vulnerable to the spill-over of drug related violence from Mexico. Conflicts over control of smuggling routes have expanded drug-related violence to border communities. Drug traffickers commit assaults, murders, kidnappings, and home invasions on both sides of the border on a daily basis. The profit potential of human smuggling has enticed many drug trafficking organizations to expand their operations. Violence between smuggling organizations has erupted when encroachment on each other's area of operations has occurred. In January 2007 rival human smugglers shot at a van transporting undocumented aliens near Eloy, Arizona, killing the driver and wounding a passenger. In another incident, three people were killed and two wounded when they were attacked by rival human smugglers northwest of Tucson, Arizona.

Street gangs control most of the retail drug distribution in Arizona. Cartels provide these gangs with access to a continuous supply of drugs that they distribute through their retail distribution network, or sell to affiliated street gangs.

Drug Availability

Cocaine is readily available throughout Arizona. The largest quantities for sale are found in the metropolitan areas of Phoenix and Tucson. Crack is readily available in Arizona inner cities and in some small communities. Multi-jurisdictional drug task forces operating along the Arizona-Mexico border are responsible for the majority of cocaine trafficking seizures. In FY 2007 the Yuma County



Narcotics Task Force (YCNTF), Cochise County Border Alliance Group (BAG), Santa Cruz County Metro Task Force (SCCMTF) operating along Arizona's border with Mexico were responsible for the majority of the cocaine seizures at 428,131 grams (more than 921 pounds). These task forces are the first line of defense in border drug trafficking operations.

Source: ACJC Byrne Justice Assistance Grant Program FY 2007 Annual Report

The Navajo County Major Crimes Task Force (MCAT) and the Mohave Area Narcotics

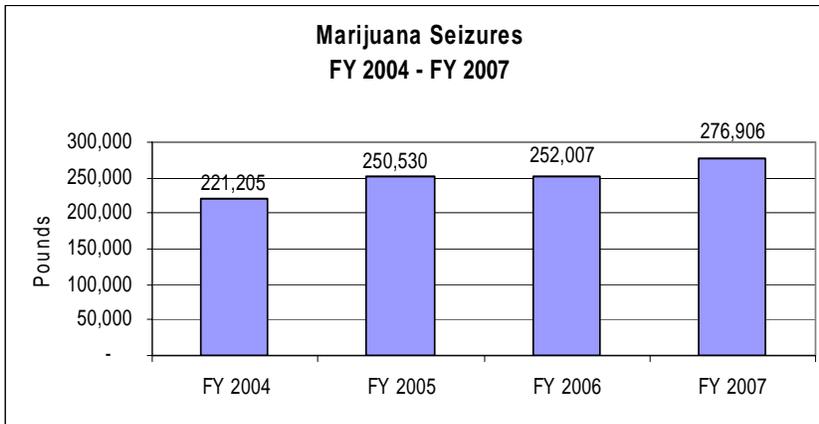
Enforcement Team (MAGNET) operate along the east-west Interstate 40, a major drug trafficking corridor in northern Arizona. Cocaine importation into Arizona continues to be dominated by well

established Mexican drug smuggling organizations. Most of them 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.

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.

Crack cocaine distribution continues to be the domain of the street gangs. The Crips and the Bloods have been in Arizona for more than 25 years and continue to dominate crack manufacturing and distribution.

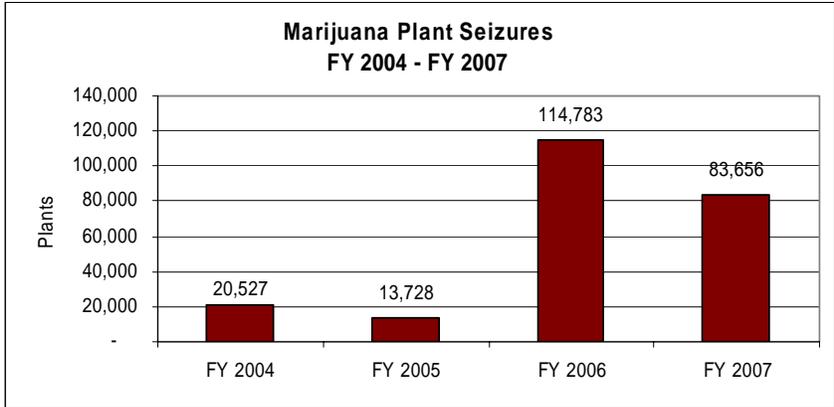
Marijuana remains readily available and is considered the most widely used illegal drug throughout the state. The task forces operating along the border are the first line of defense in marijuana drug trafficking operations. Mexican drug trafficking organizations and criminal groups continue to smuggle marijuana through remote areas of public and tribal lands. The transportation of marijuana now incorporates the use of undocumented aliens carrying marijuana bales on their backs through the rough and steep terrain in exchange for safe passage into the United States or concealed in vehicles crossing through the points of entry.



In FY 2007 the multi-jurisdictional task forces seized 276,906 pounds of marijuana. The Counter Narcotics Alliance (CNA), operating in the metropolitan Tucson area and along highways I-10 and I-19 known drug trafficking routes, was responsible for seizing 162,030 pounds of marijuana, over half of the total marijuana seized.

Source: ACJC Byrne Justice Assistance Grant Program FY 2007 Annual Report

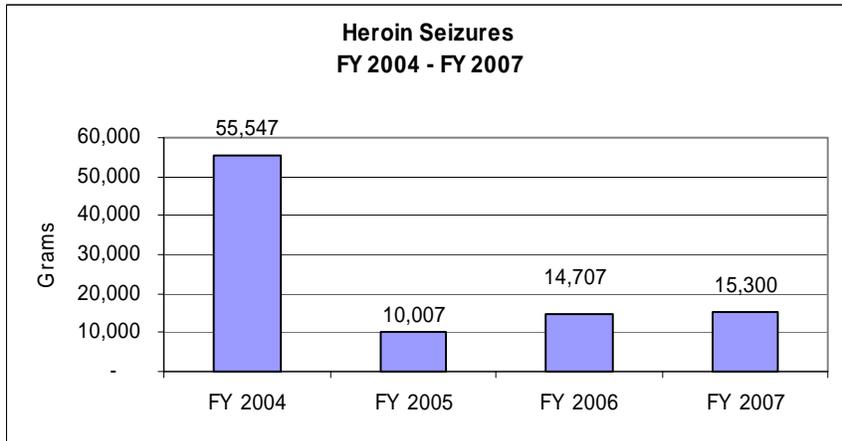
According to the Gila County Narcotics Task Force, Arizona experienced a decline in home-grown *marijuana plants* seized in FY 2007. This is attributed to difficult growing conditions including a drought in Arizona over the past few years. The Gila County Narcotics Task Force operating along



the Mogollon Rim concentrates on marijuana discovery and eradication activities from April to September each year. Because those who tend the marijuana groves are able to quickly disappear into the forest when discovered, there are few arrests as a result of these activities. However, task force efforts are very effective in marijuana eradication.

Source: ACJC Byrne Justice Assistance Grant Program FY 2007 Annual Report

Mexican produced *black tar heroin* is the most common type of heroin found in Arizona. In FY 2007 the Santa Cruz County Metro Task Force (SCCMTF) operating along the southeastern U.S.-Mexico border area was responsible for the majority of the heroin seized (7,439 grams). The Counter Narcotics Alliance (CNA) reported the seizure of 3,902 grams. The majority of heroin is seized along the U.S.-Mexico border by those task forces operating in these southern areas. Heroin seizures in Arizona are typically limited to small amounts. Heroin is not the major drug encountered or the

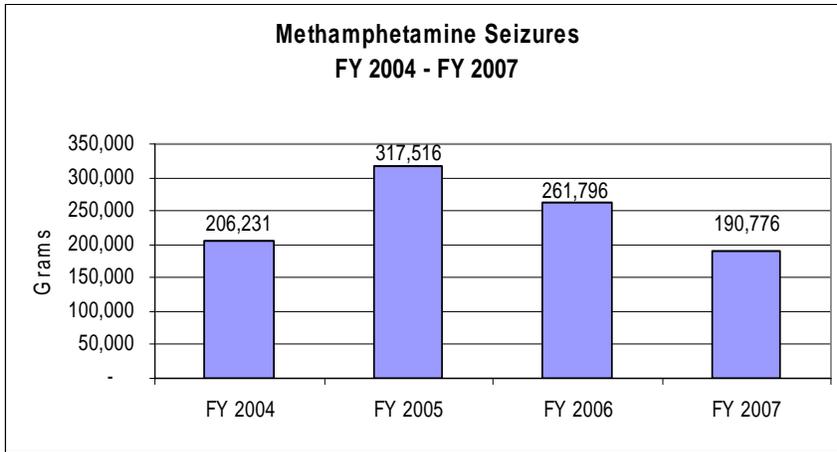


current illicit drug of choice in Arizona. Wholesale heroin importation into the state is almost exclusively from Mexico. Most of the heroin smuggled into Arizona is body-carried or in vehicles during rush hour when ports of entry are inundated with workers crossing the border. Once the smuggled heroin is in Arizona, it is trans-shipped to other U.S. locations.

Source: ACJC Byrne Justice Assistance Grant Program FY 2007 Annual Report

Mexican produced *methamphetamine* is the predominant form found in Arizona. In FY 2007 Mexico's legislative changes and several successful law enforcement interdictions, seizures and

arrests created a temporary shortage of methamphetamine in the state. The result was a decrease in seizures from 577 pounds in FY 2006 to 421 pounds in FY 2007. However, the Phoenix Commercial Interdiction Unit seized a record amount of methamphetamine (48,294 grams) from commercial trans-shipment of packages destined for other U.S. markets.



Source: ACJC Byrne Justice Assistance Grant Program FY 2007 Annual Report

Drug Abuse and Violent Crime

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

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.

In 2006 a total of 30,833 violent crimes were reported and 8,760 arrests were made for violent crimes in Arizona. Violent crimes accounted for 9.8 percent of the total crime index. Aggravated assault accounted for the largest incidence of violent crimes with 19,356 offenses. There were 8,106 robberies reported in Arizona in 2006 and 1,579 persons were arrested for robbery. Juveniles accounted for 343 of the robbery arrestees. Firearms were used in 4,475 (49.1 percent) of the robberies.

STATEWIDE DRUG AND VIOLENT CRIME DATA 2003 - 2006

	CY 2003	CY 2004	CY 2005	CY 2006
Drug Possession Arrest	27,866	31,289	32,250	31,290
Drug Sales/Mfg Arrest	5,520	4,877	4,054	4,606
Violent Crime Arrest	8,876	9,103	8,654	8,760
Violent Crime Reported	28,198	28, 560	29,424	30,833

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 as well as gang and violent crime problems in the state are further defined with an analysis and description of the greatest problem areas in Arizona.

The Phoenix metropolitan area

The Phoenix metropolitan area has 57.66 percent (3,635,528) 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 2005 population of 1,461,575, is the urban hub. Principal suburban cities in the metropolitan area are Mesa (442,780), Glendale (239,435), Chandler (234,939) and Scottsdale (226,013). 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 10.



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 3.6 million in 2006. 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 also contains population groupings as diverse as the Sun City and Sun City West retirement communities (74,000+ population); Tempe (161,143), which includes Arizona State University (enrollment of 64,000+); 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 Gilbert (173,900+), Peoria (138,200+), Avondale (75,000+), and Surprise (85,900+).

PHOENIX METRO DRUG AND VIOLENT CRIME DATA 2003 - 2006

	CY 2003	CY 2004	CY 2005	CY 2006
Drug Possession Arrests	12,423	14,838	15,099	15,565
Drug Sales/Mfg. Arrest	3,409	2,701	1,867	2,029
Violent Crime Arrests	4,770	4,876	4,701	4,786
Violent Crime Reports	15,976	17,075	17,928	19,336

Source: Uniform Crime Report (UCR)

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

CY=Calendar Year

In 2006, 54.63 percent (4,786) of the 8,760 violent crime arrests and 20.02 percent (17,927) of the 35,896 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 characterizes it as a high drug trafficking and violent crime area in the state. The population and the arrest figures for related violent crime and drug violations clearly justify this assessment.

Drug availability and use in the Phoenix metropolitan area are substantial. All law enforcement entities (federal, state, and local) have reported that cocaine, marijuana, and methamphetamine are readily available in the area. Heroin availability in the state is greatest in this area. Wholesale cocaine and marijuana imports to the area, as well as trafficking, are dominated by Mexican organizations with Mexican 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, a likely result of an exponential population growth.

Both the Phoenix and Tucson metropolitan areas serve as a significant national money laundering center for illicit drug proceeds because of its proximity to Mexico as well as the well-developed financial and transportation infrastructures of its major metropolitan areas.

The Phoenix 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.

The Tucson metropolitan area

The Tucson metropolitan area has an estimated 15 percent (946,362) 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 Mexico. The Tucson metropolitan area, approximately 55 air miles directly north of the border, is located on Interstate 10, running east and west, and 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 United States. 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 2003 - 2006

	CY 2003	CY 2004	CY 2005	CY 2006
Drug Possession Arrest	9,202	9,752	10,262	9,621
Drug Sales/Mfg. Arrest	1,041	1,158	1,203	1,176
Violent Crime Arrest	2,330	1,280	1,330	1,231
Violent Crime Reported	5,742	5,883	6,114	5,682

Source: Uniform Crime Report (UCR)

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

CY=Calendar Year

In 2006, 14.05 percent (1,231) of the 8,760 arrests for violent crime in Arizona occurred in the Tucson metropolitan area. This area accounted for 30.07 percent (10,797) of the 35,896 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 enforcement entities (federal, state, and local) have reported cocaine, methamphetamine, and marijuana are readily available in the area. The availability of heroin in Tucson and the city's proximity to the border makes heroin nearly effortless for users to obtain.

According to the Counter Narcotics Alliance task force, the Tucson area is a staging area for large quantities of cocaine, methamphetamine, and marijuana smuggled from Mexico at various points along the Arizona-Mexico border. Drug smuggling organizations continue to maintain stash houses in the Tucson area to receive loads of smuggled drugs from Mexico.

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

The Arizona rural border area

Arizona has a contiguous land boundary of approximately 370 miles with 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'dham Indian Reservation. The remaining 150 miles of the border, in the southeast part of the state, consists of mountain ranges and valleys. 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 legitimate and illicit) for commercial enterprise that are enhanced immeasurably by the strongly contrasting economic conditions in the United States and Mexico. The well documented demand for illicit drugs in the United States and the supply posture of Mexico contribute to the increasingly violent drug trafficking problems facing Arizona's border counties.

The far southwest corner of the state includes Yuma County (population 196,390) and the city of Yuma metropolitan area (population 92,160), which is 25 miles from the border crossing point of San Luis (population 23,710). This southwest corner also contains a 20-mile stretch of the Colorado River running north-south, which is part of the border between the United States and Mexico. At the closest point Yuma is only five miles across the river from Mexico. The city of 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 trafficking.

The south-central area of the state includes Santa Cruz County (population 45,245) and the city of Nogales, Arizona, with a population of 21,765. Nogales is located on the border in Santa Cruz County, 61 miles south of the Tucson metropolitan area on Interstate 19. This port of entry handles large-scale commercial activity between the United States and Mexico, as well as tourists from both countries. The international border separates the city from its much larger southern part, Nogales, Sonora, Mexico, with an estimated population surpassing 250,000.

Douglas, Arizona is a border community in Cochise County (population 135,150), in the far southeast corner of the state. Border town Naco is 25 miles west of Douglas (population 17,660). In the last few years, this area of the Arizona-Mexico border has become a hot spot for large-scale drug smuggling.

Pima County contains two border crossing points that are remote and sparsely populated. Paved two-lane highways cross the border at Sasabe and at Lukeville. These remote border areas, with good highway access, have been active drug smuggling routes since the early 1970s.

All of these factors make the rural border areas a high priority in the statewide drug, gang and violent crime control strategy and an area of greatest need. This is also recognized by the Office of National Drug Control Policy (ONDCP), which designated the border area as part of the four-state Southwest Border High Intensity Drug Trafficking Area (SWB HIDTA). Arizona law enforcement officials have submitted request to make all 15 counties become part of HIDTA because of the high levels of drug activity.

The Arizona rural northern area



Running through northern Arizona, I-40 is one of the nation's longest drug smuggling corridors. The city of Kingman (population 27,635) is located in the northwest corner of the state, 186 miles northwest of Phoenix. Kingman is the regional trade, service and distribution center for northwestern Arizona. Its proximity to Los Angeles, Las Vegas, Phoenix, and Laughlin has made manufacturing/distribution and transportation of methamphetamine a leading industry.

Traveling east, the highway goes through Coconino County (population 132,279) and the city of Flagstaff (population 62,030). Flagstaff is a governmental, educational, transportation and cultural commercial center; the city is the home of Northern Arizona University (19,000+ students). This area attracts more than 5 million visitors annually because it is the largest city near the Grand Canyon. The corridor continues eastward into Navajo County (population 113,470), which contains the communities of Winslow (population 9,945) and Holbrook (population 5,455). Transportation, trade and tourism are the major industries. Winslow is situated south of the Navajo and Hopi Indian reservations.

The Arizona central rim area



Arizona's Mogollon Rim is located within the Tonto and Coconino National Forests in Gila County (population 56,800). This backcountry is a hard-to-access wilderness area and is Arizona's primary marijuana growing area. In August 2005, law enforcement officials discovered the largest marijuana growing operation in the state. Marijuana plants (102,439) removed from a six mile stretch of land was valued at \$84 million.

RURAL AREA DRUG AND VIOLENT CRIME DATA 2003 - 2006

	CY 2003	CY 2004	CY 2005	CY 2006
Drug Possession Arrest	6,223	6,698	6,889	6,104
Drug Sales/Mfg. Arrest	1,072	1,018	984	1,401
Violent Crime Arrest	1,776	2,947	2,623	2,743
Violent Crime Reports	6,480	5,602	5,382	5,815

Source: Uniform Crime Report (UCR)

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

CY=Calendar Year

In 2006, 31.31 percent (2,743) of the 8,760 arrests were for violent crime, and 20.91 percent (7,505) of the 35,896 drug violator arrests in Arizona occurred in the rural areas. The rural areas face similar circumstances in confronting the drug problem. The smuggling generates local area criminal involvement and a variety of supporting mechanisms, including criminal street gangs. The rural 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 communities is large scale and the drug loads are generally destined for Phoenix and Tucson and other points throughout the United States.

It is critical to monitor drug smuggling in the rural and 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 the narcotics task forces and the supporting adjudication activities must be maintained as a critical component of the drug, gang and violent crime control effort.

In Arizona's rural areas federal law enforcement frequently seek help from local task forces and refer drug cases to county prosecutors. Without enhanced funding support, local agencies will be unable to handle such cases, or to continue operation of enforcement activities 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 efforts of the narcotics task forces and tandem prosecution projects allow them to more effectively combat drug trafficking and violent crime problems. These task forces are the backbone of Arizona's state strategy on drug and violent crime control.

Arizona Youth Survey

In 1988 Arizona recognized the need to implement a methodology for assessing the size of the drug problem, the impact of anti-drug abuse efforts, and trends in drug use. The Arizona Criminal Justice Commission completed and published *Drug Use in Arizona, A Survey of High Schools, Colleges, and the Public*. The results of this survey supplied baseline measures showing that Arizona's situation paralleled the national experience. *Drug Use in Arizona High Schools* was published in 1998; the survey was conducted in 1990, 1991, 1993, 1995 and 1997 as *Substance Abuse and Public School Students*. The name changed to *Substance Abuse in Arizona in 1999*, and in 2002, the survey was extensively re-worked and became the current *Arizona Youth Survey (AYS)*. These reports have continued to provide additional indicators on drug abuse trends and the impact of anti-drug efforts.

The *Arizona Youth Survey (AYS)* is a collaborative effort among stakeholders; the Arizona Criminal Justice Commission's Statistical Analysis Center conducts this statewide survey to assess risky behavior – such as the use of alcohol, tobacco, and other dangerous drugs – among Arizona 8th, 10th, and 12th grade students. The study is legislatively mandated to measure attitudes, prevalence, and frequency of substance abuse among children in the state. The 2006 AYS was administered in schools representing all 15 counties in Arizona, consisting of data from 362 schools and 60,401 students.

According to the 2006 AYS, alcohol continues to be the most frequently used substance among youth in Arizona across all grades, with 50.4 percent of 8th graders, 67.6 percent of 10th graders, and 74.5 percent of 12th graders reporting having consumed alcohol at least once in their lifetimes. For substance use in the 30 days prior to taking the survey, alcohol was the most widely used, with 24.1 percent of 8th graders, 39.2 percent of 10th graders, and 47 percent of 12th graders having consumed alcohol at least once in the 30 days before taking the survey.

Table 1 – Percentage of Arizona Students Who Have Used Drugs in Their Lifetimes

	8th Grade	10th Grade	12th Grade	Total
Alcohol	50.4	67.6	74.5	61.7
Cigarettes	30.8	43.8	50.0	39.6
Smokeless Tobacco	8.0	11.8	15.6	11.0
Marijuana	18.3	34.0	42.6	29.2
Inhalants	15.2	11.9	9.8	12.9
Hallucinogens	2.1	4.1	5.6	3.6
Cocaine	3.6	7.6	11.6	6.8
Sedatives	10.0	14.3	17.4	13.2
Stimulants	3.4	7.1	8.5	5.9
Ecstasy	1.9	3.4	4.4	3.0
Heroin	1.4	2.1	2.8	2.0
Methamphetamines	2.6	5.0	6.6	4.3
Steroids	1.6	2.0	2.2	1.9
Prescription Drugs	9.8	16.0	20.0	14.3

Table 2 - Percentage of Arizona Students Who Have Used Drugs in the Past 30-Days

	8th Grade	10th Grade	12th Grade	Total
Alcohol	24.1	39.2	47.0	34.4
Cigarettes	10.5	17.1	21.8	15.3
Smokeless Tobacco	2.7	4.0	5.4	3.8
Marijuana	8.5	15.7	18.1	13.1
Inhalants	6.2	3.1	1.7	4.1
Hallucinogens	1.0	1.7	1.7	1.4
Cocaine	1.7	2.9	3.3	2.5
Sedatives	4.5	6.6	7.1	5.8
Stimulants	1.5	2.9	2.6	2.2
Ecstasy	0.8	1.0	0.9	0.9
Heroin	0.7	0.7	0.8	0.7
Methamphetamines	1.0	1.7	1.4	1.3
Steroids	0.8	1.0	1.0	0.9
Prescription Drugs	4.5	7.3	8.1	6.3

The four illicit substances with the highest percentages of lifetime and 30-day use are marijuana, prescription drugs, sedatives and inhalants. Generally the results show that the rate of substance use among youth tends to increase as a youth's age increases. As can be seen in tables 1 and 2, the only exception to this pattern are the rates of inhalant use, which decreases as students age.

Current and Coordinated Programs

Effective drug, gang and violent crime control efforts have been established in Arizona. A number of diverse programs are working collectively and complement the drug, gang and violent crime control strategy. Although all components of the criminal justice system do not have optimum levels of resources, these coordinated efforts have substantially increased over the years.

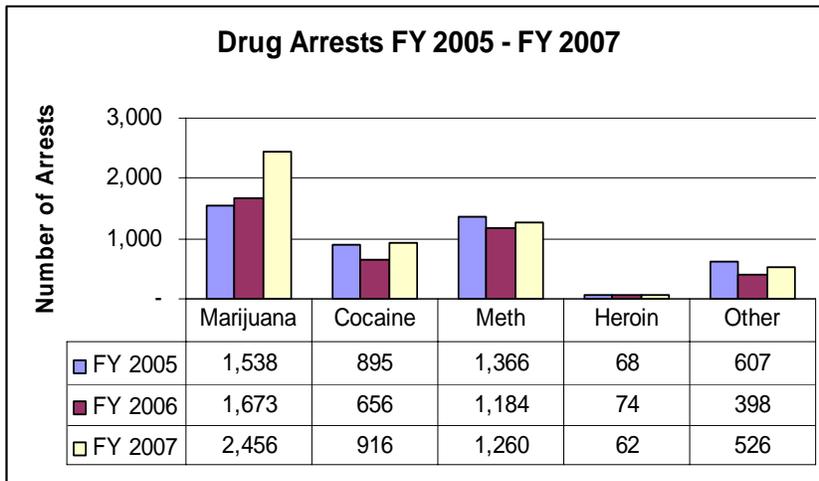
Multi-agency, multi-jurisdictional drug, gang and violent crime task forces, their tandem prosecution projects, and statewide civil forfeiture efforts

The number and variety of multi-jurisdictional, multi-agency drug, gang and violent crime task forces funded with drug, gang and violent crime control monies are summarized to provide a comprehensive picture of current efforts on drug, gang and violent crime in Arizona. Two long-standing Drug Enforcement Administration State/Local Task Forces in Phoenix and Tucson target middle-to-upper level drug traffickers. The Arizona Department of Public Safety contributes a substantial portion of the staffing to these two units. Both task forces also include municipal police investigators and one includes sheriffs' deputies. These two task forces have established successful records.

The U.S. Immigration and 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 are high impact entities in their geographical areas of operation. These task forces are: the Border Alliance Group in Cochise County; the Yuma County Narcotics Task Force (YCNTF) ; the Northern Arizona Metro Task Force in Coconino County; and the MAGNET Task Force in Mohave County in northwestern Arizona. The Border Alliance Group and YCNTF task forces target drug smuggling activities and border area local drug operations. The Metro task force targets drug trafficking groups and retail level distribution in the northern part of Arizona.

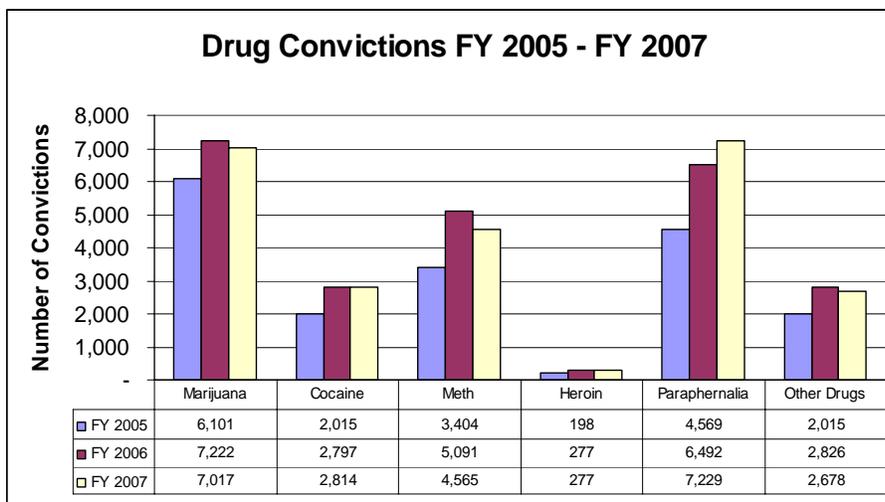
In July 2007, the Arizona Criminal Justice Commission allocated grant funds (federal and state) to sixteen (16) drug task forces in the state. At the same time the Commission allocated grant funds to 13 county attorneys, one city attorney and the Arizona Attorney General's Office for enhanced prosecution in tandem with the drug, gang and violent crime investigations task forces. The objectives of these task forces vary from airport and commercial shipping interdiction to border operations, street level sales, immobilization of organized trafficking groups, and anti-gang violence. The objectives of the task forces are determined by the leaders of the participating agencies/departments involved and approved by the Arizona Criminal Justice Commission as supporting the statewide strategy.



In FY 2007, multi-agency, multi-jurisdictional drug and gang task force activities resulted in the arrest of 5,220 drug offense violators, 47 percent of the arrests were for marijuana, followed by 24 percent for methamphetamine. Cocaine arrests increased from nine percent in FY 2006 to 18 percent in FY 2007.

Source: ACJC Enhanced Drug and Gang Enforcement (EDGE) Report 2007

Drug, gang and violent crime case prosecutions obtained by the tandem prosecution components of Arizona's multi-jurisdictional multi-agency task forces 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 committed in their jurisdiction. County attorneys also handle federal cases that do not meet federal thresholds. 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.

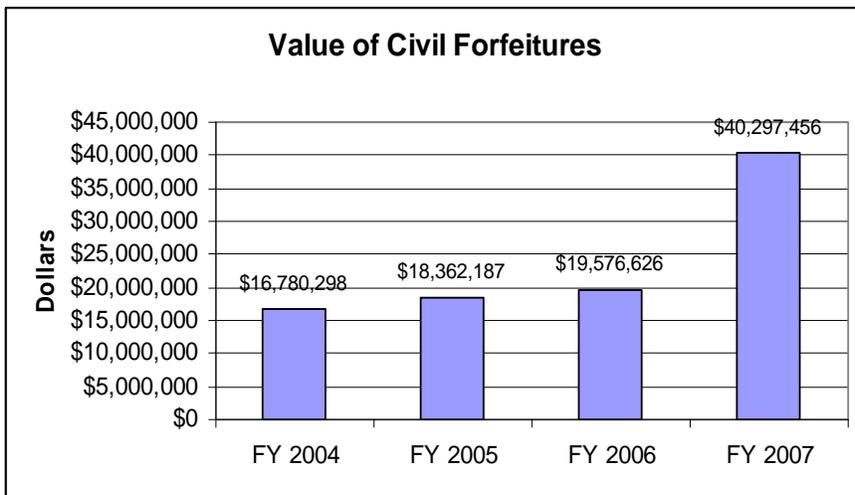


As a result of the numerous narcotics task force operations, many prosecutors are involved in jurisdiction decisions (federal and/or state) early in the investigations. These needs have generated an enhanced cooperative atmosphere in many respects. The Arizona Attorney General's Financial Remedies Unit 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. In FY 2007, a total of 24,605 drug violators were convicted in the state; this reflects both task force

and other law enforcement agency cases. More than 63 percent were felony convictions. Twenty-nine percent of the convictions were for marijuana, 30 percent for paraphernalia and 19 percent for methamphetamine-related charges.

The Attorney General's Office Financial Remedies section has a permanent institutional tie with Arizona's multi-agency, multi-jurisdictional drug, gang and violent crime task forces either by having a forfeiture investigator directly assigned to the task force at their location or by having a forfeiture prosecutor located at the Attorney General's Office assigned to assist with task force cases. The Financial Remedies Unit assists and coordinates responses from the multi-agency task forces by



working with Arizona financial institutions, the Arizona Forfeiture Association (AFA) and the Arizona Department of Public Safety (DPS). DPS also involves this unit in statewide civil forfeiture actions and money laundering resulting from drug cases that is a major contributor to the overwhelming success of the asset forfeiture component in Arizona.

Source: ACJC Byrne Justice Assistance Grant Program FY 2007 Annual Report

Prior to the initial implementation of Arizona's Drug, Gang and Violent Crime Control Strategy 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 funds (federal drug grants and state Drug and Gang Enforcement Account funds) by the Arizona Criminal Justice Commission, thirteen (13) of the fifteen (15) county attorneys in Arizona had at least one full-time drug prosecutor in 2007. The increase in drug control efforts in Arizona from 1987 to 2007 is easily measured in the prosecution component. In 2007 there were 37 full-time drug prosecutors in the state at the county attorney or city attorney levels. Without the support of the Drug, Gang and Violent Crime Control program, many of these positions would not exist.

The Drug, Gang and Violent Crime Control program coordinates and leverages resources with other program funding sources to further Arizona's effort to focus on drug supply and demand and criminal street gang and violent crime reduction and programs that address crime problems consistent with program guidelines and the needs of the state.

In the *1990 National Drug Control Strategy*, the Office of National Drug Control Policy designated Cochise, Santa Cruz, Pima, Yuma, Pinal, and Maricopa counties as High Intensity Drug Trafficking Areas (HIDTA). La Paz and Mohave counties since have been added to the HIDTA in Arizona, reflecting heavy drug trafficking problems along the Colorado River and Arizona's border with California. The Drug, Gang and Violent Crime Control program and HIDTA Initiatives have been designed to work strategically and in concert with each other.

The federal Project Safe Neighborhood (PSN) initiative supports the ongoing strategy to reduce gun and associated violent crime in Arizona. The PSN Anti-Gang Initiative supports the ongoing strategy to reduce gang violence and related crime in Arizona. These programs complement Arizona's Drug, Gang and Violent Crime Control programs by leveraging resources in areas that demonstrate the highest need.

The Arizona Department of Public Safety (DPS) has a dedicated gang enforcement team, the Gang and Immigration Intelligence Team Enforcement Mission (GIITEM). This statewide gang task force is dedicated to four areas: 1) deter gang activity through investigations, enforcement and prosecution; 2) dismantle gang and organized crime and related enterprises; 3) deter border related crimes; 4) disrupt human smuggling organizations. GIITEM brings together law enforcement and prosecution agencies from state, county, municipal, federal and tribal jurisdictions in a coordinated, intelligence-driven approach to deal with gangs on a large scale. In many jurisdictions the GIITEM task forces are co-located with the multi-jurisdictional narcotics task forces, which provides for the best possible intelligence for interdiction efforts.

Criminal Justice Records Improvement Programs (CJRIP)

The criminal justice records improvement programs receiving support from the Drug, Gang and Violent Crime Control program have enabled state, county and local law enforcement agencies to improve criminal justice records automation systems by the acquisition of hardware, software and consultant expertise. As mandated by Arizona Revised Statutes §41-1750, Arizona's criminal justice agencies are required to submit arrest and case disposition information for all felony offenses to the central state repository, also known as the Arizona Computerized Criminal History (ACCH). The criminal arrest and disposition information creates a criminal history record within the ACCH linking the offender to the specific offense. This information is shared with local, state and federal agencies as well as private institutions for running background checks, investigating criminal cases, and issuing firearms permits.

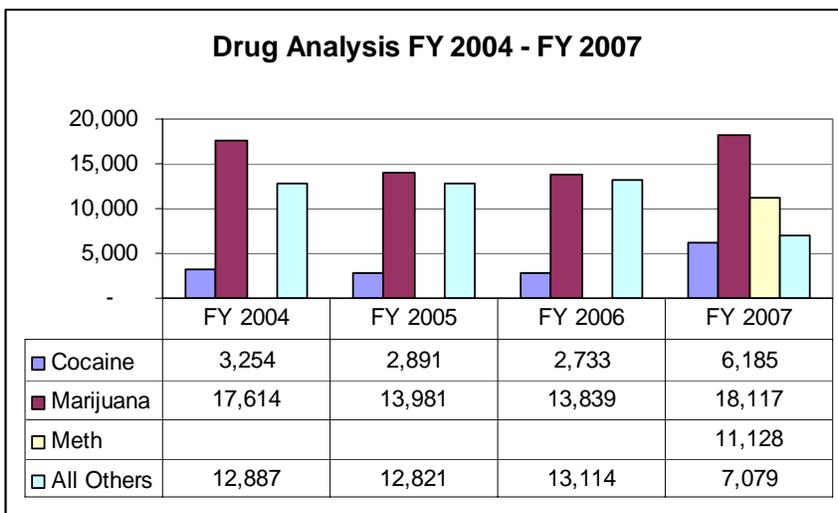
Arizona has long promoted coordinated efforts by leveraging of resources and funding that continue the support of drug, gang and violent crime control. In 2007, the Arizona Legislature provided two-year funding of \$1.7 million to leverage federal National Criminal History Improvement Program (NCHIP) funds along with individual agency, local and county contributions for improvements to criminal history records improvement. This project will expand the automation of criminal justice disposition reporting, which is frequently done as a manual process. As of 2006, the criminal history records maintained by the Arizona Department of Public Safety in the state repository (the Arizona Computerized Criminal History database) are only 67 percent complete. Complete is defined as final disposition reports having sufficient pertinent information to be recorded in the ACCH repository. The lack of completeness of criminal history records impacts all aspects of the criminal justice process and presents a public safety issue as well. The police officer on the street who initiates first point of contact with a suspect needs accurate and timely information. Criminal justice agencies rely on accurate and complete criminal history information for making determinations with regard to bail, sentencing, release and eligibility to possess firearms. Public and private sector employers that require background checks rely on criminal history records when making employment decisions. Inaccurate or incomplete information can leave a company with serious liability. The Arizona

Disposition Reporting System (ADRS) is part of the strategic integrated justice plan for Arizona.

Forensic laboratories; court adjudication activities including drug courts; and corrections including community corrections

The forensic laboratories, adjudication activities, and corrections programs are critical components of the Drug, Gang and Violent Crime Control program and funding these activities ensures that this key component is not overloaded by increased drug enforcement activities.

The forensic laboratory component currently includes the Arizona Department of Public Safety (DPS) operating three regional laboratories, and the city of Phoenix and Tucson Police Department crime labs. The forensic laboratories conduct scientific analysis to assist in the prosecution of cases generated by the multi-jurisdictional task forces.



The laboratories received 15,759 drug evidence samples for analysis during FY 2007, an increase of 77 percent over FY 2004. Laboratory technicians conducted 42,774 tests on the samples submitted.

Prior to FY 2007, methamphetamine was included in the "other drug" category. With this drug type now uniquely tracked it shows that meth was likely a majority of the "other drug"

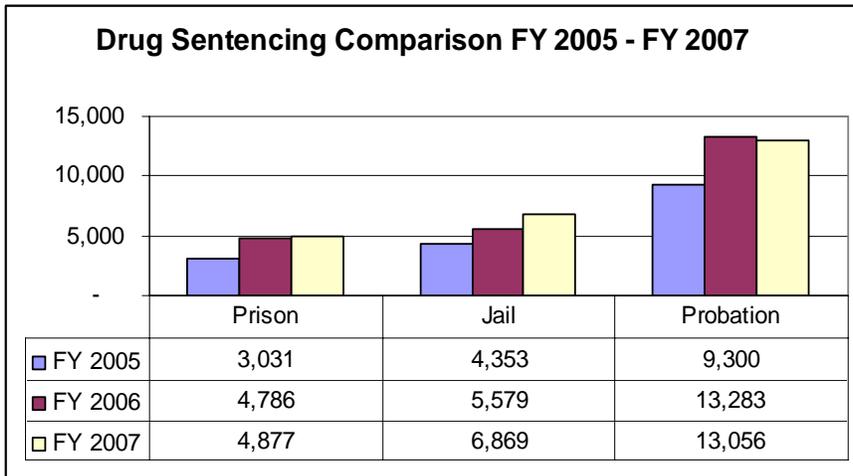
category in FY 2006. Marijuana still comprises the majority of testing needs, but testing for cocaine increased in FY 2007, a direct result of the increase in cocaine seizures.

The court adjudication component provides needed services for Arizona's criminal justice system. The Administrative Office of the Courts (AOC) has administrative authority over court-related activities receiving Drug, Gang and Violent Crime Control program funds. The funds are used to accommodate increased caseloads resulting from enhanced drug enforcement efforts in Arizona. These projects provide a wide range of services to expedite the judicial process by adding additional court divisions, judges and related essential staff for superior courts and probation departments.

The Administrative Office of the Courts (AOC) reports that over the past three years the majority of the drug cases filed in superior courts was disposed of within 90 days of filing. Even though the number of drug cases being adjudicated has increased, the disposition rate of 81 percent within 180 days has remained the same over the past two years. This indicates that Arizona is barely keeping up with the increased workload.

The corrections and community corrections component enhances resources required by county jails to supervise the additional inmates brought into the system following convictions that were supported by the statewide drug enforcement and prosecution efforts.

In FY 2007, 4,877 drug offenders were sentenced to prison time, while 6,869 were sentenced to jail time. Of those sentenced to jail, 5,423 persons also received probation in addition to jail time. Another 13,056 were placed on probation only.



Over the past decade Maricopa County Sheriff's Office has seen an average daily population increase by 60 percent and reports that 80 percent of the inmates returning to jail for a second or third time have drug or alcohol issues.

Source: ACJC Enhanced Drug and Gang Enforcement (EDGE) Report 2007

Drug treatment in correctional and jail facilities

Drug treatment within corrections and jail facilities is currently supported by federal Residential Substance Abuse Treatment (RSAT) funds. Residential treatment provides care 24 hours per day, in correctional settings lasting from six to 12 months, using the therapeutic community (TC) and cognitive-behavioral therapy models and focus on the re-socialization of the individual. Those in treatment are segregated from the general prison population so that the "prison culture" does not overwhelm progress toward recovery.

The success of Arizona's RSAT program is not only evident by the high success rate of participants, but by the impact residential substance abuse treatment has on the offenders. Arizona Department of Corrections reports the majority of the offenders are now employed or in school full-time. Many expressed that the voluntary nature of the program contributed to their success by making them feel as though they chose to change their behavior, which increased their commitment to recovery after treatment. This program supports the Arizona's Drug, Gang and Violent Crime Control efforts.

Prevention and education programs

The *Arizona Meth Project* is a prevention program designed to reduce first-time methamphetamine use among Arizona youth. It is a collaborative endeavor that brings together the efforts of the law enforcement, treatment, intervention, education, and community outreach and prevention sectors. Parents also play an important role. This highly visible campaign provides an opportunity for them to speak with their kids and their friends about methamphetamine use. The campaign targets Arizona youth (12-17), young adults (18-24) and their parents. The campaign, based on the

Montana Meth Project, is graphic in its presentation of the horrific effects of meth use. The campaign encompasses print, television and radio media. The campaign's core message "Not Even Once" speaks directly to the highly addictive nature of meth.

Other drug prevention and education efforts are provided by Arizona's chapter of Drug Free America, as well as Weed and Seed programs at the community level. Drug prevention and education efforts are also provided by Arizona's multi-agency, multi-jurisdictional drug task force personnel within the communities that they operate. These programs support Drug, Gang and Violent Crime Control efforts in Arizona.

Resource Needs

The Drug, Gang and Violent Crime Control program has identified resource needs in the following areas:

- *Multi-agency, multi-jurisdictional drug, gang and violent crime task forces, their tandem prosecution projects and statewide civil forfeiture efforts*

The Commission has expanded the Drug, Gang and Violent Crime Control program to include emphasis on criminal street gangs and related violence, while continuing to focus on the much needed demand reduction and drug trafficking control efforts in Arizona. If resources maintaining pressure in the drug enforcement and the supply reduction area should be withdrawn, local law enforcement resources would likely be overwhelmed in some high impact areas that lack the resources to battle international drug trafficking on their own. Arizona will continue to maximize its limited resources toward an effective statewide, system-wide effort.

It is incumbent upon the state to maintain active multi-agency, multi-jurisdictional drug task forces to:

- Maintain pressure on drug import organizations and interdict the steady stream of drugs coming from Mexico, and
- To vigorously address the problem of local drug law violators.

While Arizona has its own problems with drug consumption, a large number of drug shipments are bound for cities and towns across the United States. A substantial amount of Arizona's drug, gang and violent crime control funds are needed to augment and support federal efforts to interdict these drug shipments, and to arrest and successfully prosecute the traffickers.

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. Civil forfeiture actions and money laundering resulting from drug law violations are becoming more complex and require complex investigations and time, as these cases often involves international, interstate and inter-jurisdictional efforts.

- *Criminal Justice Records Improvement Programs (CJRIP)*

Most elements of Arizona's criminal justice system recognize the need to improve criminal justice records in Arizona. 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 these systems.

- *Forensic laboratories; court adjudication activities including drug courts; corrections including community corrections; residential drug treatment*

The forensic laboratories serve 296 municipal, county, state and federal criminal justice agencies in Arizona. In addition to continued drug analysis, they also provide toxicology, serology, DNA profiling, latent print, trace evidence analysis and expert scientific testimony in court. They must do this in an expedient manner as not to delay prosecution efforts or jeopardize case processing.

Arizona courts face ever increasing burdens. In Maricopa County alone, there are 94 Superior Court Divisions. The "one judge per 30,000 population formula" in the Arizona State Constitution requires Maricopa County to have 121 Divisions. Continued drug, gang and violent crime enforcement and prosecution have a major impact on the court system. With an ever increasing caseload and mandates to reduce case processing time, they continue to struggle to keep up with the current caseload.

Prison overcrowding is a highly visible issue. The present incarcerated population is above the level predicted 20 years ago, according to the Arizona Department of Corrections (ADC). As of October 2007, there was a 3,540 bed deficit within Arizona's state prisons. Support for additional prison space and alternatives to incarceration are critical resource needs. A similar situation exists for Arizona's 15 county jails.

The ADC reports that there were 14,843 inmates classified as violent offenders and 7,573 inmates with drug offenses such as possession, sales and manufacture offenses residing within Arizona's correctional institutions as of October 2007. According to *Crime in Arizona* the Uniform Crime Report (UCR) adult drug arrests have increased from 13,246 in 1988 to 30,671 in 2006, an increase of 130.79 percent. Juvenile drug arrests increased from 1,901 to 5,225 (175 percent) during this same period.

The Drug, Gang and Violent Crime Control program must continue to include enhanced resources for forensic analysis, court adjudication, and corrections to help alleviate the pressure on this element of the criminal justice system, therefore a substantial amount Drug, Gang and Violent Crime Control funds are needed to augment and support these efforts.

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 faith-based programs. Within Arizona's correctional system there are several residential treatment programs, but minimal resources exist for aftercare once an inmate is released from institutional custody.

The continuous growth in population and expanding problems of drug and alcohol abuse along with violent crime 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 treatment programs for incarcerated, adjudicated drug impacted criminal offenders in Arizona's prisons and jails, or for pretrial treatment of drug offenders through Drug Courts.

- *Prevention and education programs*

Arizona acknowledges that there is a need to create collaborative community-based approaches for drug prevention and education. These community-based programs need to provide prevention and education focused on the communities' substance abuse problems. Outreach strategies, such as evidence-based media campaigns and public service announcements, should be part of a statewide prevention and education plan. The continuous growth in population and expanding problems of drug and alcohol abuse along with violent crime have created intensive pressure on the infrastructures, leaving few resources available for extensive prevention and education programs within Arizona. Law enforcement agencies and prosecutors funded through Drug, Gang and Violent Crime control funds are encouraged to participate in drug prevention and education programs as part of their drug demand reduction program, but more resources are needed in this area to fully make an impact on the drug, gang and violent crime problem.

Arizona's Priorities and the National Drug Control Strategy

- *Priority One*

Arizona is committed to the support of a statewide, system-wide, drug, gang and violent crime control effort maintained by multi-agency, multi-jurisdictional drug, gang and violent crime task forces, their tandem prosecution projects and statewide civil forfeiture efforts. These task forces are a vital component in intelligence collection and information sharing used in homeland security efforts.

From the initial development of the state strategy the Arizona Criminal Justice Commission has monitored all available drug, gang and violent crime data (federal, state and local) to make determinations of the areas of greatest need. It logically follows that the identified problem areas in the state qualify in many respects as the areas of greatest need. The criteria used by the Arizona Criminal Justice Commission to identify funding priorities for multi-agency, multi-jurisdictional, drug, gang and violent crime task forces as follows:

- The extent to which the area is a major factor in illegal drug distribution or importation and is a secondary 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.

This priority supports the *2007 National Drug Control Priorities by* "disrupting the market for illicit drugs," and the companion *Synthetic Drug Strategy* that focuses on the reduction on methamphetamine and prescription drug abuse and reduction in methamphetamine laboratory incidents. This priority also supports the *2007 National Southwest Border Counternarcotics Strategy*, another companion to the *National Drug Control Strategy* that focuses on improving federal efforts on the Southwest Border in the following areas: 1) intelligence collection and information sharing; 2) interdiction at and between ports of entry; 3) aerial surveillance and interdiction of smuggling aircraft; 4) investigations and prosecutions; 5) countering financial crime; 6) and cooperation with Mexico.

- *Priority Two*

Arizona is committed to the support of strong functioning information systems, through the Gerald Hardt Memorial Criminal Justice Records Improvement Program. This program provides funding to projects that improve the timely, accurate and complete criminal justice records and criminal justice information systems. The Arizona Criminal Justice Commission is given authority under A.R.S. 41-2405 A. 3, to "facilitate coordinated statewide efforts to improve criminal justice information and data sharing" among criminal justice agencies. Criminal justice officials and stakeholders statewide have devised a strategic direction for improving criminal history records and information sharing that benefits agencies statewide. Recommendations include the leveraging of current criminal systems improvement initiatives. By coordinating the funding strategies of independent enhancement projects, efforts may be expanded to a broader criminal justice community.

The comprehensive Arizona Integrated Criminal Justice Information System (AZ ICJIS) strategy seeks to utilize technological advancements to move Arizona toward a more effective and efficient design of public safety information exchange. The AZ ICJIS statewide strategic plan for records improvement and information sharing goes beyond improvement projects that benefit individual agencies or counties and redirects efforts toward a more global solution.

To continue the effort to improve criminal justice record improvements and information sharing, Arizona will allocate at least five percent of the total federal Edward Byrne Memorial Justice Assistance Grant (JAG) award for the Gerald Hardt Memorial Criminal Justice Records Improvement Program (CJRIP). Arizona's Criminal Justice Records Improvement Plan 2007 is available at <http://www.azcjc.gov/>.

This priority supports the *2007 National Drug Control Priorities by* "disrupting the market for illicit drugs." This priority also supports in part the *2007 National Southwest Border Counternarcotics Strategy*, another companion to the *National Drug Control Strategy* that focuses on improving federal efforts on the southwest border in the following area: intelligence collection and information sharing.

- *Priority Three*

Several criminal justice components support the investigation and prosecution of drug, gang and violent crime offenses. ACJC recognizes these as essential. Arizona is committed to the supporting forensic laboratory services to assist the prosecution of drug and violent crime law violators by providing timely analysis and presenting evidence in court. With the increased focus on criminal street gangs and violent crime, DNA testing and firearms identification service needs have increased. The drug evidence analysis component remains a priority because of the increased number of cases.

Arizona is committed to supporting the superior courts, including probation departments. The superior court system consists of 171 judges sitting in 15 counties. In 1987, stakeholders recognized that changes in drug legislation, increased demand reduction and increased prosecution of criminal offenders under this program were projected to have a direct impact on this already burdened criminal justice system entity. The *Drug, Gang and Violent Crime Control Strategy* has

been developed as a system-wide enhancement, and the adjudication program continues to be part of that effort. The adjudication services program continues to be a vital component of the statewide strategy.

Arizona is committed to support corrections and community corrections programs and help county jails enhance their inmate security and processing services while meeting the needs generated by the existence of multi-jurisdictional drug task forces and their tandem prosecution component. These projects are part of the state's balanced, system-wide enhancement strategy.

This priority supports the *2007 National Drug Control Priorities by* "disrupting the market for illicit drugs," and the companion *Synthetic Drug Strategy* that focuses on the reduction of methamphetamine and prescription drug abuse. This priority also supports the *2007 National Southwest Border Counternarcotics Strategy*, another companion to the *National Drug Control Strategy* that focuses on improving federal efforts on the southwest border in the following areas: investigations and prosecutions.

Arizona is committed to supporting drug treatment programs such as the Residential Substance Abuse Treatment (RSAT) model in correctional facilities programs. These programs have proven substance abuse treatment modalities within Arizona's correctional and jail facilities that will help drug offenders overcome their addictions. These programs address the offenders' substance abuse problems through lengthy and intensive behavioral intervention that encourages the inmates to change their thinking and behavior. To break the continual cycle of recidivism for substance abusing offenders, residential treatment programs are part of the state's balanced, statewide, system-wide enhancement strategy.

This supports the *2007 National Drug Control Strategy* by "intervening and healing America's drug users." The strategy states, "For drug users who have become involved in the criminal justice system, providing treatment while incarcerated becomes a vital component for offenders to achieve a drug-free and crime-free life when they are released from the institution."

- *Priority Four*

Arizona is committed to support prevention and education programs that provide proven approaches that focus on community substance abuse problems.

This supports the *2007 National Drug Control Strategy* by "stopping drug use before it starts: education and community action." The strategy states, "Trends in cigarette, illicit drug, and alcohol use over time demonstrate that substance use is malleable, and that it follows public perception of the acceptability and harmful consequences of substances. These trends also show that government can play an important role helping the public choose healthier lifestyles."

Program Performance Monitoring and Evaluation

In March 2007, the Arizona Criminal Justice Commission adopted performance measures that would assure quality control of projects funded under the Drug, Gang and Violent Crime Control program. Stakeholders were involved in the development of these program measures.

The performance measures developed were made in conjunction with those of the Narcotics Task Force Performance Measures Project, a collaborative effort between the Department of Justice (DOJ), Bureau of Justice Assistance (BJA) and the states. The adoption of these national performance measures would place Arizona at the forefront to demonstrate Arizona's successful programs and justify to the DOJ, BJA that funding is necessary and should continue, at a time when federal funding is being reduced.

Although the performance measures received from DOJ, BJA only included multi-agency, multi-jurisdictional drug task forces and tandem prosecution performance measures, the ACJC met with court adjudication and forensic laboratory personnel to get input to develop performance measures for their programs.

The methodology used to determine program performance was identified and included the following:

- 1) Allow for quantitative measures derived from performance measures.
- 2) Allow qualitative information, such as when one does not equal one. For example, one arrest and prosecution of a drug king-pin does not equal one arrest and prosecution of a local drug dealer.
- 3) The use of performance measures to determine goals and measurable objectives that are reviewed periodically.
- 4) A thorough review of each applicant's goals, objectives, and performance measures with feedback given to each funded applicant.
- 5) Performance monitoring designed to document if the project is making progress toward achieving its stated objectives, and periodic review with the project official.

Multi-jurisdictional, multi-agency drug and violent crime task forces, their tandem prosecution projects, and statewide civil forfeiture efforts

Drug, Gang and Violent Crime task forces and tandem prosecution projects are comprised of several contiguous jurisdictions that share resources to successfully attack drug, violent crime and criminal street gang problems throughout Arizona. This program area was approved by the Bureau of Justice Assistance in 1988 and supports the national priority of "disrupting the market for illicit drugs."

Areas of review and evaluation for all approved projects:

Performance Measurement: An assessment of the individual project goals, objectives, and performance measures.

1. Investigations: An analysis of investigations, including the number of arrests made and type (possession, sale, transports, violent offense, etc.) by drug category for apprehension projects.

2. Seizures: An analysis of seizures made including number, size, and type (drugs, assets, labs) for apprehension projects.
3. Prosecutions and Convictions: An analysis of the number of prosecution opportunities, charges filed, declinations and dismissals by drug type for prosecution projects. An analysis of case dispositions made (plea, jury, acquittals, dismissals, felonies, misdemeanor etc.) for prosecution projects.
4. Forfeitures: An analysis of forfeiture cases filed and value of assets received by type.
5. Collaboration Efforts: Any other documented items of special consideration such as collaboration efforts with other drug and gang task forces or agencies on successful cases. Analysis of the number of tips/leads received from other task forces, counterterrorism, and drug-endangered calls to Child Protective Services and dump sites referred for cleanup.
6. Reporting: Project's demonstrated ability to provide required reports in a timely and thorough manner and to meet all other obligations of the grant contract.

Gerald Hardt Memorial Criminal Justice Records Improvement Program (CJRIP)

These projects seek to utilize technology advancements to move Arizona toward a more effective and efficient design of public safety information exchange. This program area was approved by the Bureau of Justice Assistance in 1992, and supports the national priority of "intelligence collection and information sharing."

Areas of review and evaluation for all approved projects:

Performance Measurement: An assessment of the individual project goals, objectives, and performance measures.

1. Records Improvement Projects: An analysis of the number of records improvement projects, including the innovation and integration of new and existing criminal intelligence systems.
2. Collaboration Efforts: Any other documented items of special consideration such as collaboration efforts with other drug and gang task forces or agencies on successful cases.
3. Reporting: Project's demonstrated ability to provide required reports in a timely and thorough manner and to meet all other obligations of the grant contract.

To assess the quality of Arizona's criminal records contained in the ACCH, the Arizona Statistical Analysis Center (SAC) of the Criminal Justice Commission utilized the Records Quality Index (RQI), developed by Structured Decisions Corporation (SDC). The index is calculated by accounting for timeliness, completeness, and level of accessibility of the criminal history records; the higher the RQI, the higher the quality. Arizona's RQI was lower than the National RQI (NRQI) in 1997, and by 2003 the state RQI was much higher than the NRQI. The complete report *Criminal History Records in Arizona 1997 to 2005 Trend Analysis* is available on the Criminal Justice Commission web site at http://azcjc.gov/pubs/home/RQI_FactSheet_0707.pdf

Forensic drug analysis projects

These projects 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. This program area was approved by the Bureau of Justice Assistance in 1988 and supports the national priority of "disrupting the market for illicit drugs."

Areas of review and evaluation for all approved projects:

Performance Measurement: An assessment of the individual project goals, objectives, and performance measures.

1. Forensic Analysis: An analysis of the number of cases handled, received, and completed, including the average cost for processing and the number of times testified in court.
2. Collaboration Efforts: Any other documented items of special consideration, such as collaboration efforts with other drug and gang task forces or agencies on successful cases.
3. Reporting: Project's demonstrated ability to provide required reports in a timely and thorough manner and to meet all other obligations of the grant contract.

Adjudication projects, including drug court

Adjudication projects 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. This program area was approved by the Bureau of Justice Assistance in 1988 and ties to the national priority area of "disrupting the market for illicit drugs" and "intervening and healing America's drug users."

Areas of review and evaluation for all approved projects:

Performance Measurement: An assessment of the individual project goals, objectives, and performance measures.

1. An analysis of case processing time, number of pre-sentence report prepared and submitted.
2. Probation: number of probationers revoked to prison, jail, and/or reinstated to probations and the number of urinalysis tests performed.
3. Drug Courts: An analysis of the number of drug courts funded and participants, including those who have obtained employment and have no new offenses/recidivism, and graduates.
4. Indigent Defense: An analysis of the number of defendants that are served, including those who are acquitted, convicted and sentenced to incarceration and/or probation. This should also number of cases dismissed.
5. Collaboration Efforts: Any other documented items of special consideration, such as collaboration efforts with other drug and gang task forces or agencies on successful cases.
6. Reporting: Project's demonstrated ability to provide required reports in a timely and thorough manner and to meet all other obligations of the grant contract.

Corrections and community corrections

These projects help county jails enhance their inmate security and corrections processing services by meeting the needs generated by enhanced drug and violent crime enforcement projects and the convictions these projects produce. This program area was approved by the Bureau of Justice Assistance in 1988 and supports the national priority area of "disrupting the market for illicit drugs."

Areas of review and evaluation for all approved projects:

Performance Measurement: An assessment of the individual project goals, objectives, and performance measures.

1. Drug Detention: An analysis of the number of prisoners incarcerated on drug charges, number and cost per offender transported, the number of court appearances per offender and the average length of stay.
2. Optional Reporting: An analysis of the number/percentage of convicted defendants sentenced to prison/incarcerated and the length of sentence for incarcerated defendants.
3. Collaboration Efforts: Any other documented items of special consideration, such as collaboration efforts with other drug and gang task forces or agencies on successful cases.
4. Reporting: Project's demonstrated ability to provide required reports in a timely and thorough manner and to meet all other obligations of the grant contract. (Note: in Arizona, most community corrections programs fall within the courts' jurisdiction).

Drug treatment

These projects allow drug offenders the opportunity to seek treatment within Arizona's correctional and jail facilities that will help drug offenders overcome their addictions by enrolling in proven treatment programs. This program area was approved by the Bureau of Justice Assistance in 1988 and supports the national priority of "intervening and healing America's drug users."

Areas of review and evaluation for all approved projects:

Performance Measurement: An assessment of the individual project goals, objectives, and performance measures.

1. Drug Offender Treatment: An analysis of the number of offenders served, including the receipt and completion of drug treatment.
2. Collaboration Efforts: Any other documented items of special consideration such as collaboration efforts with other drug and gang task forces or agencies on successful cases.
3. Reporting: Project's demonstrated ability to provide required reports in a timely and thorough manner and to meet all other obligations of the grant contract.

Prevention and education

These projects allow for drug prevention and education programs that provide proven community-based approaches for drug prevention and education. These programs need to provide prevention and education focused on the community's substance abuse problems. This program area was approved by the Bureau of Justice Assistance in 1988 and supports the national priority of "stopping drug use before it starts: education and community action."

Areas of review and evaluation for all approved projects:

Performance Measurement: An assessment of the individual project goals, objectives, and performance measures.

1. Education/Awareness: An analysis of the number of presentations conducted along with the number of attendees and personnel trained for the furtherance of drug, gang, and violent crime awareness.
2. Drug Education/Prevention/Awareness Efforts: An analysis of the number of trainings conducted by law enforcement personnel, including the number of attendees, schools, student contact hours and graduates.
3. Collaboration Efforts: Any other documented items of special consideration, such as collaboration efforts with other drug and gang task forces or agencies on successful cases.
4. Reporting: Project's demonstrated ability to provide required reports in a timely and thorough manner and to meet all other obligations of the grant contract.

Coordination Efforts

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 components. The Arizona Criminal Justice Commission and staff, through their membership and involvement, embody this coordination theme. In addition, the Commission and its members are active participants in the Law Enforcement Coordinating Committee (LECC), the Arizona Prosecuting Attorney's Advisory Council (APAAC), the Arizona Substance Abuse Partnership (ASAP), and other working groups, task forces and committees.

A key element in Arizona is the coordination of the state, local and federal effort is the very active and positive program of the U.S. Attorney's Law Enforcement Coordinating Committee (LECC). This program is highly respected in Arizona and receives committed participation from all elements of state local, and county law enforcement entities. 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.

In 2007 the Arizona governor signed an Executive Order creating the Arizona Substance Abuse Partnership (ASAP) chaired by the governor's chief of staff and staffed by the Division of Substance Abuse Policy (DSAP). This partnership serves as the single statewide council on substance abuse issues. This entity has a coordinating role and works to improve funding allocation processes across state agencies to more effectively address identified gaps in prevention, treatment and enforcement efforts. ASAP brings together stakeholders at the federal, state, tribal and local level to utilize data and practical expertise to develop effective methods to integrate and expand services by maximizing available resources. ASAP also studies current state policy and recommends relevant legislation for the Arizona Legislature's consideration.

Committees and working groups under the ASAP:

- *Advisory Council*
- *Epidemiology Working Group*
- *Underage Drinking Committee*
- *Methamphetamine Task Force*
- *Workforce Development Committee*
- *Co-Occurring Policy Advisory Team*

The mission of the Arizona Substance Abuse Partnership is "To ensure community driven, agency supported outcomes to prevent and reduce the negative impacts of alcohol, tobacco and other drugs by building and sustaining partnerships between prevention, treatment and enforcement."

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Northern Arizona Street Crimes Task Force Metro Narcotics (METRO)
Gila County Drug, Gang, & Violent Crime Task Force
Southeastern Arizona Narcotics Task Force
Greenlee County Narcotics Task Force
Mohave County General Narcotics Enforcement Team (MAGNET)
La Paz County Narcotics Task Force (LPCNTF)
Maricopa County Neighborhoods Narcotics Enforcement Team (MCNNET)
Navajo County Major Crimes Apprehension Team (MCAT)
Commercial Interdiction Unit
Pinal County Multi-Jurisdictional Narcotics Task Force
Santa Cruz County Metro Task Force (SCCMTF)
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Arizona Attorney General's Office
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La Paz County Attorney's Office
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