

**OKLAHOMA DISTRICT ATTORNEYS COUNCIL
PROGRAM NARRATIVE
For The
2008 Byrne Justice Assistance Grant
Grant: 2008-DJ-BX-0079**

BYRNE JUSTICE ASSISTANCE GRANT

The Byrne Justice Assistance Grant (JAG) Program, administered by the Bureau of Justice Assistance (BJA), was established to streamline justice funding and grant administration through the merger of the Edward Byrne Formula Grant and the Local Law Enforcement Block Grant. The purpose of the JAG Program is to allow states to support a broad range of activities to prevent and control crime based on local needs and conditions. Grant funds may support programs under six (6) broad purpose areas.

The purpose areas of the JAG Program define the nature and scope of the programs and projects that might be funded under it. These purpose areas include:

- 1) Law Enforcement Programs
- 2) Prosecution and Court Programs
- 3) Prevention and Education Programs
- 4) Corrections and Community Corrections Programs
- 5) Drug Treatment Programs
- 6) Planning, Evaluation, and Technology Improvement Programs

STATE ADMINISTERING AGENCY

The Oklahoma District Attorneys Council (DAC) has served as the state-administering agency since the first Byrne Grant was awarded in 1986. Designated by the Governor, the Federal Grants Division within the DAC serves as the point of contact for the State of Oklahoma to BJA in administering the grant program.

The responsibilities of the Federal Grants Division include:

- Preparing the application for the federal grant funds
- Providing staff support to the JAG Board

- Developing and distributing the grant application notice and the grant application forms
- Receiving and coordinating the distribution of the grant applications to the Board for review
- Reviewing and making recommendations to the Board regarding the funding for submitted grant applications
- Receiving funds from BJA and disbursing the funds to the subgrantees throughout the grant cycle
- Evaluating and monitoring compliance of subgrantees in meeting state and federal fiscal and programmatic requirements
- Providing guidance and technical assistance to subgrantees
- Collecting statistical data from the subgrantees to assess program effectiveness and provide information to BJA
- Preparing and submitting the required progress, financial, and evaluation reports to BJA

JUSTICE ASSISTANCE GRANT BOARD

Comprised of 17 voting and non-voting members, the Justice Assistance Grant (JAG) Board is primarily represented by cross section of criminal justice agencies in Oklahoma. The Board meets quarterly and is charged with prioritizing purpose areas for funding, reviewing grant proposals, and determining awards for the JAG Program.

Through the dedicated and knowledgeable representatives that serve on the JAG Board, strategies and approaches have been developed and executed to prevent as well as control violent and drug-related crimes and serious offenders. In this capacity, the Board through the JAG Program leverages federal funding in order to marshal the State's resources in responding to drugs and violent crime.

The members and attending designees of the JAG Board are:

Voting Members

DeWade Langley, Director

Oklahoma State Bureau of Investigation

Tom Jordan, Designee, Chairperson

Mike Boring

District Attorney – District I

Gene Christian, Executive Director

Office of Juvenile Affairs

Gary Bolin, Designee

Drew Edmondson, Attorney General

Office of the Attorney General

Joel-Lyn McCormick, Designee

Sandy Garrett, Superintendent

Department of Education

Gayle Jones, Designee

Justin Jones, Director

Department of Corrections

Bill McCollum, Designee

Suzanne McClain Atwood, Executive Coordinator

District Attorneys Council

Trent Baggett, Designee

Richard Smothermon

District Attorney – District 23

Representative for the Governor's Office

Kevin Ward, Commissioner

Department of Public Safety

Darrell Weaver, Director

Oklahoma Bureau of Narcotics and Dangerous Drugs Control

Bob Cook, Designee

Sheriff John Whetsel

Oklahoma County Sheriff's Department

John Waldenville, Designee

Terri White, Commissioner

Oklahoma Department of Mental Health

David Wright, Designee

Non-Voting Members

The Honorable David O'Meilia

U.S. Attorney for the Northern District

Allen J. Litchfield, Designee

The Honorable John Richter

U.S. Attorney for the Western District

Dave Walling, Designee

The Honorable Sheldon Sperling

U.S. Attorney for the Eastern District

Rob Wallace, Designee

ANALYSIS OF NEED

Overview

In developing the Four-Year State Strategy for the Justice Assistance Grant Program, a thorough review was conducted. Data was collected from a variety of reliable sources on drug usage in Oklahoma, the availability and cost of the primary drugs of choice in the state, and the sources of supply. Information was also gathered on treatment admissions and deaths resulting from drug use. Data on trends in juvenile crime, arrests, trends in prison population, and gang related crimes was compiled. By obtaining this information, the priority areas for funding through the JAG Program can be identified.

Drug Use in Oklahoma

While all types of illegal drugs are available and abused in Oklahoma, certain drugs, such as methamphetamine, cocaine, and marijuana are a more predominant problem. General drug usage in Oklahoma has been documented through a number of sources including a 2005 National Household Survey on Drug Abuse (NHSDA) that identified about 8% of Oklahoma residents aged 12 years and older abused an illicit drug at least once a month prior to the survey.

The Centers for Disease Control and Prevention (CDC) collects information on health-risk behaviors contributing to the leading causes of death, illness, disability, and social problems among youth and adults in the United States. One of the mechanisms for the collection of this data is through the Youth Risk Behavior Survey (YRBS), a self-reported surveillance method. In 2005, a total of 1,715 students in 9th through 12th grade participated in the survey. The results of the 2005 YRBS were sufficient to permit the results to be generalized to the entire Oklahoma public high school population.

The following results highlight the prevalence of risk behaviors related to alcohol and drug use reported by Oklahoma high school students:

- Almost half of all students (40.5%) drank alcohol during the 30 days preceding the survey.
- Nearly one-third of all students (26.6%) drank five or more drinks within a two-hour period at least once during the 30 days preceding the survey.
- Nineteen percent (19%) of all students reported using marijuana during the 30 days preceding the survey.
- More than half of 11th and 12th grade male students have tried marijuana.
- Six percent (6%) of male students in 11th grade have used methamphetamines.

- Almost nine percent (9%) of high school students reported using cocaine, including powder, crack, or freebase.
- About ten percent (10%) of male students in 11th grade have used cocaine.
- Almost nineteen percent (19%) of students have been offered, sold, or given illegal drugs on school property during the past 12 months.

In a recently released national report from the Office of National Drug Control Policy (ONDCP), teens that use drugs are more likely to engage in violent and delinquent behavior and join gangs. Early use of marijuana, the most commonly used drug among teens, is a warning sign for later gang involvement. The report indicates that teens that use drugs are twice as likely to use other illicit drugs and alcohol, engage in violent behavior, and steal than are non-users. According to ONDCP Director John Walters, “Today’s research shows what many families and communities have had to learn through painful experience: Drug use by teenagers isn’t a “lifestyle choice” or an act of “personnel expression;” it is a public health, and increasingly, a public safety dilemma.

Although overall teen drug use has declined by 23% in the last five years and youth marijuana use is down by 25% over the same time period, more teens use marijuana than any other illicit drug. Research shows that other than alcohol, marijuana is the most widely used substance in gang life, and children who use marijuana are nearly four times more likely to join gangs.

The report also showed:

- One in four teens, or 27%, who used illicit drugs in the past year report attacking others with the intent to harm;
- Nearly one in six teens, or 17%) who got into serious fights at school or work in the past year report using drugs;
- Teens who use marijuana regularly are nine times more likely than teens who do not experiment with other illicit drugs or alcohol, and five times more likely to steal; and,
- Teens who do abstain from drug use, particularly marijuana use, function better than users during the transition to young adulthood.

Marijuana

According to the 2007 Oklahoma Drug Threat Assessment Survey, marijuana is the most available drug.¹ Marijuana has historically been a locally grown crop in Oklahoma. However, beginning in the late 1980’s, the Oklahoma Bureau of Narcotics and Dangerous Drug Control (OBNDCC) began the Marijuana Eradication Team which continues today. The project involves OBNDCC agents, along with DEA, the Forest Service, the National Guard, local law enforcement, among others, to eradicate the cultivated crops in the state. The program involves teams of officers who rappel into marijuana

The information on the availability of drugs in Oklahoma was obtained to compile the 2007 Oklahoma Drug Threat Assessment for the North Texas HIDTA. The Oklahoma HIDTA is under the umbrella of the North Texas HIDTA. In order to obtain a comprehensive picture, a survey was sent to 503 law enforcement entities throughout Oklahoma. The responses represented local, county, state, and federal jurisdictions. Information was also obtained from the Oklahoma Highway Patrol, the Oklahoma Medical Examiners office, the Oklahoma Bureau of Narcotics, the Oklahoma State Bureau of Investigation, the Oklahoma Drug Court system, the Central Oklahoma Metro Interdiction Team, NCIC, and the El Paso Intelligence Center.

fields, seize the plants, make arrests, and conduct the necessary investigations on the growers. OBNDCC also focuses on wild-growing marijuana by using backpack herbicide spray tanks. Since this effort began, it has tremendously decreased the production of local producers of marijuana. Unfortunately, the importation of marijuana from Mexico by Mexican drug trafficking organizations and cartels in combination with a number of other illegal drugs has replaced the supply from local distributors. Because of the state's central location to other major metropolitan cities in all directions, Oklahoma is often a transshipment point. Other criminal groups are also involved in the retail distribution of marijuana, such as gangs, criminal groups, motorcycle gangs, and independent dealers.

At one time, the shipment of marijuana into the state occurred most frequently in private vehicles. While this still occurs, large shipments of marijuana and other drugs are often transported in tractor trailer trucks. These vehicles have the ability to move greater quantities of drugs than can be shipped in private vehicles.

During the 2006 JAG award period, the drug task forces arrested 643 individuals for possession of marijuana, 141 for possession with intent to distribute, 17 for trafficking, 87 for distribution, 13 for conspiracy, and 50 for cultivation for a total of 934 marijuana-related arrests. In addition to these arrests, the drug task forces seized 1,869 pounds of marijuana and destroyed 4,961 marijuana plants.

Other efforts to combat these transshipment issues include interdiction efforts by the Oklahoma Highway Patrol, the OBNDCC, and the Central Oklahoma Metro Interdiction Team (COMIT). These efforts have also resulted in a significant number of drug trafficking related arrests.

The U.S. Department of Justice's *National Illicit Drug Prices Report December 2006* lists commercial marijuana selling for approximately \$75 to \$90 per ounce or \$500 to \$800 per pound throughout the state.

The Substance Abuse and Mental Health Service Administration (SAMHSA) through the Treatment Episode Data Set (TEDS) found that the admissions to publicly funded treatment units for marijuana have remained fairly stable from 2001 to 2005. In 2005, the number of admissions for marijuana was at a six-year low of 2,755 admissions, a 6% reduction from 2004.

Year	Marijuana Admissions	Percentage of Increase or Decrease
2001	2,832	---
2002	3,005	6.1%
2003	2,878	-4.2%
2004	2,931	1.8%
2005	2,755	-6.0%

Methamphetamine

According to the 2007 Statewide Drug Threat Assessment, methamphetamine is the second most available drug in Oklahoma. While the threat of methamphetamine has changed significantly since

2004, it appears from the survey results that meth continues to be a considerable problem due primarily to the increased production and distribution by Mexican drug trafficking organizations.

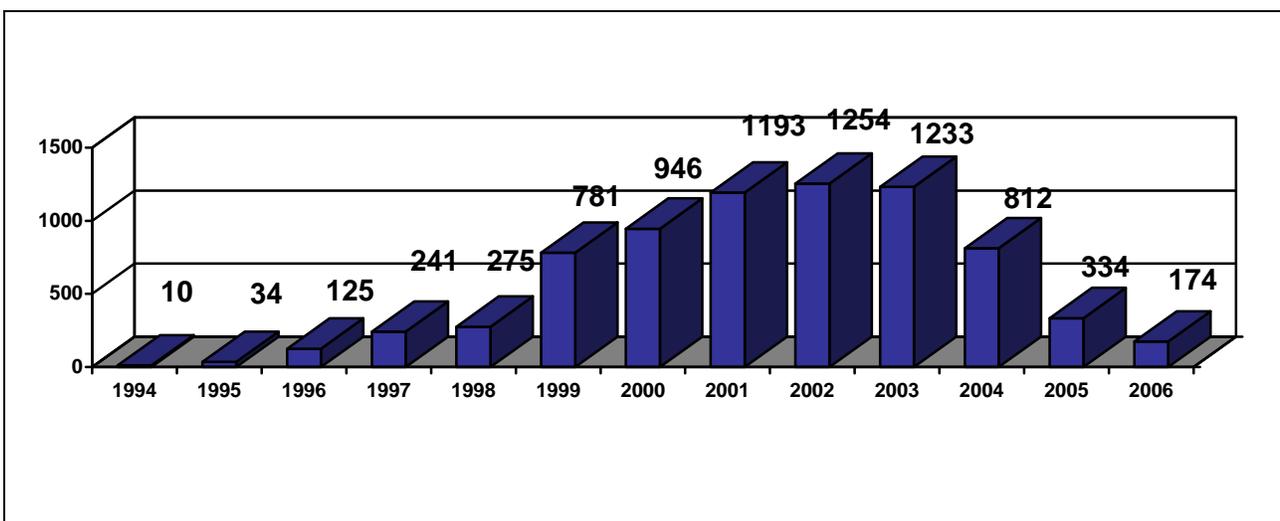
From 1994 to 2002, the number of meth labs increased from 10 to over 1,254 in Oklahoma, a 124.4% increase. At epidemic levels, law enforcement realized that something had to be done to change the tide. A two-day interim study in the House of Representatives was held in which law enforcement, prosecutors, and mental health professionals came together to address the meth lab problem in the state and identify serious solutions to what had become an out of control problem in Oklahoma. House Bill 2176 unanimously passed both the Oklahoma House and Senate and was signed into law by Governor Brad Henry in April 2004.

The bill is also known as the “Nik Green, Rocky Eales, and Matthew Evans Act”, named after three Oklahoma Highway Patrol Troopers killed in the line of duty in meth related cases. The bill placed pseudoephedrine tablets as a Schedule V controlled substance requiring photo identification and signature prior to sale at a licensed Oklahoma pharmacy. Gel caps, liquid caps, and liquid preparations are exempt from this law. The law requires that pharmacies ensure clients may not exceed the limit of 9 grams in a 30-day period without a prescription.

Following the passage of the legislation, there was a significant drop in the number of meth labs seized. Prior to the passage of the bill, there were 812 labs seized. However, from April to December 2004, there were only 465 meth labs seized. In 2005, the number of meth labs seized decreased to 334 labs. A further decrease was realized in 2006 with only 174 meth labs seized. The OBNDCC reports that the majority of the labs seized between 2004 and 2006 were either dumpsites or glassware only, not operational labs.

With Oklahoma’s success, 44 states have restricted the sales of ephedrine and pseudoephedrine products to varying degrees. In 2005, federal legislation also restricted retail precursor chemical sales. Retail sales restrictions have limited the amount of the precursor chemicals to very small scale users, resulting in a sharp decrease in the prevalence of small methamphetamine labs nationally.

**Methamphetamine Labs Seized in Oklahoma
1994 - 2006**



With the significant decrease in the number of seized meth labs, one drug task force investigator remarked that while the decrease is positive, one evil has been replaced by another, referring to the importation of meth. Once dominated by motorcycle gangs, other criminal organizations are now the primary wholesalers of meth and other drugs. Approximately 20 Mexican drug trafficking organizations have been identified by the DEA as operating in the Midwest.

According to the OBN, Mexican drug trafficking organizations and Mexican criminal groups use Oklahoma's transportation infrastructure to transport methamphetamine, powdered cocaine, marijuana, and heroin. The close proximity of Oklahoma to the Mexican border as well as the centrality of Oklahoma to the rest of the United States significantly contributes to the highway transportation of drugs into and through the state. Other criminal groups, such as street gangs, independent dealers, and outlaw motorcycle gangs also distribute illicit drugs in Oklahoma. However, these groups are not operating at the sophisticated level of Mexican trafficking organizations.

A trend that is emerging with the importation of meth from Mexico is Ice. Ice is meth which has been transformed into a more pure form. It is colorless and odorless and is reported to be the product of choice among users due to the purity and the quality. Like crack cocaine, Ice is smoked to produce a euphoric high. In comparison, a puff of crack cocaine impacts its user for approximately 20 minutes, but the high from smoking Ice lasts for 12 to 24 hours. Because it is odorless, it can be smoked in public virtually without detection. In a solid form, the drug resembles rock candy or a chip of ice. When lighted in a glass pipe, the crystals turn to liquid and produce a potent vapor that directly enters the bloodstream through the lungs. Ice reverts to a solid state when cooled, making it reusable and highly transportable.

The cost of Mexican imported Ice, according to the U.S. Department of Justice's *National Illicit Drug Prices December 2006*, is \$85 to \$120 a gram, \$750 to \$1,200 an ounce, and \$9,000 to \$20,000 a kilogram.

During the 2006 JAG award period, the drug task forces arrested 645 individuals for possession of methamphetamine, 141 for possession with intent to distribute, 86 for trafficking, 198 for distribution, 54 for manufacturing, 119 for conspiracy, and 54 for attempting to manufacture methamphetamine, for 1298 arrests. In addition to these arrests, the drug task forces seized 69 pounds of methamphetamine.

The Substance Abuse and Mental Health Service Administration (SAMHSA) reported that in 1993 Oklahoma had 92 methamphetamine addiction admissions to publicly-funded treatment units. Interestingly in 2005, the number of admissions for meth addiction was 4,055. With the number of seized meth labs decreasing one might expect the number of admissions to also decrease due to the lack of availability. However, there has been a steady increase in the number of admissions for methamphetamine addiction. The supply for these addicts is likely the Ice that is being imported into the state. The National Institute on Drug Abuse (NIDA) reports that smoking meth or Ice may result in more rapid addiction than snorting or injection because smoking causes a nearly instantaneous, intense, and longer lasting high.

Year	Methamphetamine Admissions	Percentage of Increase or Decrease
2001	3,231	---
2002	3,442	6.5%
2003	3,445	0
2004	3,876	12.5%
2005	4,055	4.6%

According to researchers, the need for methamphetamine addiction treatment is critical. Generally, the treatment for meth addiction is not different from that provided to other stimulant addicted individuals; however, the treatment needs to be longer than is typical. Research indicates that the long-term impact of meth on brain function and behavior suggests that longer treatment may be necessary.

In 2006, the Oklahoma Medical Examiner’s Office identified 41 deaths in Oklahoma in which methamphetamine was a contributing factor but not necessarily the primary cause of death. This is a 42% decrease from 70 deaths in 2005 and a 51% decrease from 84 deaths in 2004. In 2005, methamphetamine deaths were the third largest category of drug deaths behind methadone and hydrocodone. Methamphetamine deaths represented 14% of the total deaths in Oklahoma and 15% of the total drug-related deaths.

According to the El Paso Intelligence Center, one child in Oklahoma was killed at a methamphetamine lab during 2005. Another 48 children were affected by meth labs in some way.

Diverted Pharmaceuticals

According to the 2007 Drug Threat Assessment, another trend is diverted pharmaceutical drugs. Diverted pharmaceuticals are reported as the third most prevalent problem in the state. Although pharmaceutical diversion has not received as much attention and publicity as the abuse of other drugs, it is a substantial and growing problem. The most common methods of diversion of pharmaceutical controlled substances is the illegal and indiscriminate prescribing of controlled substances, “doctor shopping” by offenders who obtain prescriptions for the same pharmaceuticals from several physicians, forged prescriptions, pharmacy theft, and obtaining controlled substances for personal use by health care professionals by way of fraud.

The most commonly diverted pharmaceuticals in Oklahoma are oxycodone, commonly prescribed as OxyContin, Percodan, Percocet, Alprazolam (commonly prescribed as Xanax), Tylox, and hydrocodone, (commonly prescribed as Lortab, Loricet, and Vicodin).

The Oklahoma Prescription Monitoring Program (PMP) was enacted into law and was designed to deter the abuse of prescription drugs. The statute requires all dispensers of Schedule II, III, IV, and V controlled substances to submit prescription information to the Oklahoma Bureau of Narcotics and Dangerous Drugs Control (OBNDCC) within 30 days of the time that the controlled substance is dispensed. In the 1990’s OBNDCC was the first in the nation to electronically track Schedule II prescription drugs through the OSTAR Program, Oklahoma Schedule II Abuse Reduction Program.

OBNDCC has redesigned the OSTAR Program to increase functionality and provide limited secure access to authorized law enforcement regulatory and licensing agencies, pharmacies, and practitioners

throughout the state. The new system will provide continuity between practitioners, pharmacies, and state law enforcement to help prevent prescription fraud in Oklahoma.

However, even with these advances the problem still persists. During the 2006 JAG award period, the drug task forces seized 10,725 dosage units of diverted prescription drugs. The 2007 Drug Threat Assessment indicated that in the last half of 2006, there were prescriptions issued for 48,766,554 dosages of hydrocodone, 16,053,602 doses of Xanax, 6,788,499 doses of soma, and 4,661,982 doses of methadone. These numbers reflect appropriately prescribed dosages as well as those that are diverted for illegal purposes. However, with more than 76 million dosages, every man, woman, and child in Oklahoma would receive nearly 22 dosages each!

In 2006, there were 545 drug-related deaths. Of these, 99 were from hydrocodone, 130 from Alprazolam, and 143 from methadone according to the Medical Examiner's records.

Crack and Powder Cocaine

Crack and powder cocaine rank as fourth and fifth, respectively, in availability in the state. Cocaine is a powerful stimulant acting directly on the limbic system, the brain's pleasure center. Cocaine creates a short-lived, but intense, state of euphoria and hyperactivity. Crack cocaine is a highly addictive crystalline powder produced from cocaine.

Cocaine and crack cocaine is generally not produced in the state but is primarily transported by Mexican drug trafficking organizations. However, independent dealers, as well as African American and Hispanic Street gangs, are also involved in the distribution of cocaine. Generally, cocaine is shipped into or through the state via private and rental vehicles.

After the powdered cocaine is transported, it can be changed to crack cocaine through a conversion process. This conversion process converts the cocaine back to a relatively pure base state so it can be suitable for smoking. This method of preparation does not involve the use of heated volatile substances and consequently eliminates the dangers of fire and explosion that can occur in conventional freebasing. After conversion, the product is sold in ready-to-smoke powder. According to the National Institute on Drug Abuse, the euphoric effect produced by smoking crack cocaine is far more intense than if ingested through snorting, and is at least equal to, if not greater than, the effect obtained through injection.

As with all other drugs the cost of powder and crack cocaine will differ depending on a number of variables. According to a U.S. Department of Justice Report, *National Illicit Drug Prices December 2006*, the price of powder cocaine in the Oklahoma metropolitan areas averages approximately \$80 to \$100 for a gram, \$650 to \$1,200 for an ounce, and \$18,000 to \$22,000 per kilogram. For crack cocaine, the average price for a "rock" is approximately \$5 to \$50. An ounce of crack cocaine will generally cost between \$600 and \$1000.

In 2005, the OBNDCC, OHP, and COMIT interdiction units seized 625 pounds of cocaine and 1,006 pounds of cocaine, much of which was destined for another state. During the 2006 JAG award period, the drug task forces arrested 109 individuals for possession of cocaine or crack cocaine, 30 for possession with intent to distribution, 55 for trafficking, 44 for distribution, and 4 for conspiracy for a total of 245 cocaine/crack cocaine-related arrests. In addition to these arrests, the drug task forces seized 39 pounds of cocaine and/or crack cocaine.

From 2000 to 2004, the Substance Abuse and Mental Health Service Administration (SAMHSA) through the Treatment Episode Data Set (TEDS), determined that the admission to publicly funded treatment units for cocaine addiction was increasing. In 2005, the number decreased to just over 2,000 admissions which reflected a 4% reduction.

Year	Cocaine Admissions	Percentage of Increase or Decrease
2000	1,345	---
2001	1,654	18.7%
2002	1,751	5.5%
2003	1,711	-2.3%
2004	2,146	20.3%
2005	2,057	-4.3%

In Oklahoma City, the number of deaths where cocaine was a contributing factor in 2006 was 52 according to the Oklahoma State Medical Examiner's Office. This number is 40.5% higher than the record of 37 cocaine-related deaths in 1996.

OTHER DRUGS

Other dangerous drugs ranked sixth in the 2007 Drug Threat Assessment. These drugs may include MDMA, LSD, PCP, and GHB. While less available than diverted pharmaceutical and other illegal drugs, the attraction of these drugs to adolescents elevates the concern associated with them.

MDMA is one of the most popular recreational synthetic psychoactive drugs, most commonly known as ecstasy or X. It has gained popularity over the past 20 years because of its ability to produce strong feelings of comfort, empathy, and connection to others. It most frequently comes in tablet form, although it is occasionally sold in capsules or as powder. MDMA use is closely tied to underground raves and dance parties. Ecstasy pills are notoriously unreliable in content, much more so than most other street drugs, and are often mixed with a wide variety of adulterants that can cause a variety of negative side effects both unpleasant and dangerous. MDMA has the potential to be psychologically addicting. Individuals who use it regularly may find they have an increased desire to continue using it. There is a short period of tolerance after MDMA use. Using MDMA two days in a row is likely to lead to a greatly diminished experience the second day. Some users report noticing reduced effects for up to 2 or 3 weeks after initial use.

During the 2006 JAG award period, the drug task forces arrested 6 individuals for possession of club drugs, 2 for possession with intent to distribute, 1 for trafficking, and 1 for distribution. In addition to these arrests, 326 dosage units of ecstasy were seized. Traditionally, these type of drugs are less of a focus for drug task forces than other types of illegal drugs so the numbers are quite small. OBNDCC interdiction agents seized a bulk shipment of 139 pounds of MDMA on I-40 which was believed to be destined for the east coast.

The cost of MDMA, according to the U.S. Department of Justice's *National Illicit Drug Prices December 2006*, is \$7-8 a tablet for wholesale, \$8-\$12.50 a tablet for midlevel, and \$15 to \$25 a tablet for retail.

HEROIN

Heroin is the last on the list of availability of the eight drug types, according to the 2007 Drug Threat Assessment. The users of heroin have typically been a small underground set of users and have been less of a threat because they are low profile and are not as problematic to law enforcement as other drug users. Mexican drug trafficking organizations are primarily responsible for the heroin distribution in Oklahoma. Mexican tar heroin got its name from the black tar-like appearance. Heroin consists of the leaves, stalk, and other products contained in the opium poppy. Because heroin must be broken down from its pure state, it is not uncommon to find such things as baking soda, laundry starch, drain cleaner, and powdered rat poison mixed in.

The price of heroin is considerably lower now than in the past. Many cocaine users are switching to heroin because of the lower cost, reports the OBNDDC. Some addicts take cocaine and heroin together. This has resulted in many deaths, including actors John Belushi and River Phoenix. Heroin doesn't have the same stereotype associated with it as it used to. It is now seen as a "chic" drug. The purity of the drug is so high that it can now be snorted and needles are no longer required. It can also be injected or smoked.

According to a U.S. Department of Justice Report, *National Illicit Drug Prices December 2006*, the price of Mexican black tar heroin in the Oklahoma metropolitan areas averages approximately \$900 to \$2,500 an ounce or \$45,000 a kilogram.

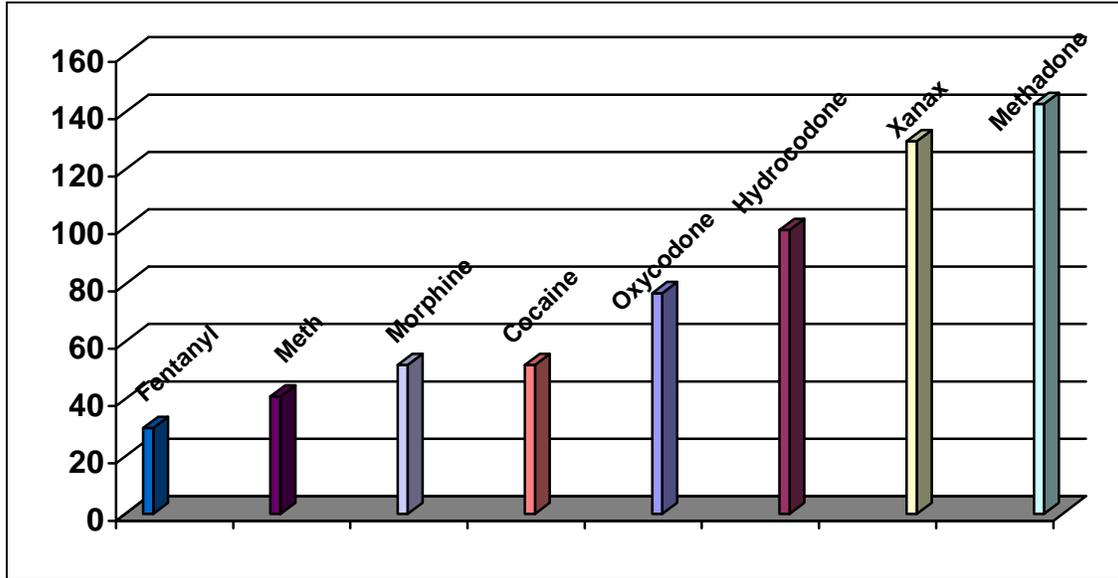
From 2000 to 2005, the Substance Abuse and Mental Health Service Administration (SAMHSA) through the Treatment Episode Data Set (TEDS), stated that the admission to publicly funded treatment units for heroin addiction has continually fluctuated. In 2005, the number decreased to 93, the lowest number in five years.

Year	Heroin Admissions	Percentage of Increase or Decrease
2000	139	---
2001	182	30.9%
2002	134	-35.8%
2003	154	14.9%
2004	135	-12.3%
2005	93	-31.1%

Drug Overdose Deaths in Oklahoma

According to the Office of the Chief Medical Examiner, there were 545 drug-related deaths in Oklahoma in 2006. A death may involve more than one drug so the drugs related to these deaths is more than the total number of deaths. Of the deaths, 41 involved methamphetamine, 52 deaths were cocaine related, 77 involved oxycodone, 99 involved Hydrocodone, 130 involved Xanax, and 143 deaths involved methadone.

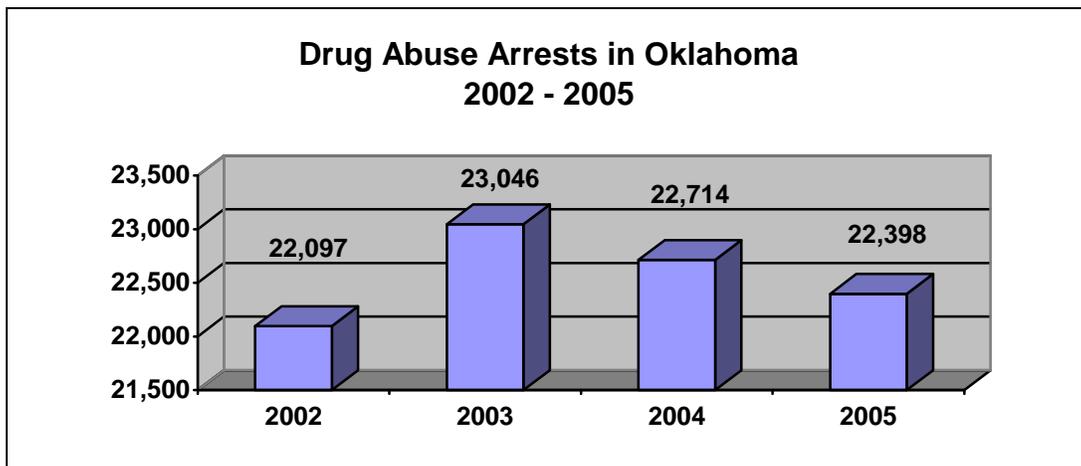
DRUG-RELATED DEATHS IN OKLAHOMA 2006



The data indicates there has been a steady increase in the number drug overdose deaths involving oxycodone. In 2000, there were 18 oxycodone related overdose deaths. In 2004, there were 33, 58 in 2005, and 81 in 2006.

Drug Arrests in Oklahoma

Over the last four years, the number of drug abuse arrests in Oklahoma has remained relatively stable, fluctuating between 22,000 and 23,000 arrests statewide.



In 2005, there were 22,398 arrests in Oklahoma for drug abuse violations. Of that number 7.4% were persons under the age of 18. Possession of marijuana constituted 47.8% of the total number of arrests, while sale of marijuana accounted for 5.4% of arrests. The possession of opium, cocaine, and derivatives comprised 14.6% of the total drug abuse arrests. The sale of opium, cocaine, and derivatives equaled 2.3% of the total number of drug abuse arrests.

Gang Activity in Oklahoma

According to O.S. Title 21, Section 856(F) a criminal street gang is defined as “Any ongoing organization, association, or group of **five** or more persons that specifically either promotes, sponsors, or assists in, or participates in, and requires as a condition of membership or continued membership, the commission of one or more of the following criminal acts:

1. Assault, battery, or assault and battery with a deadly weapon, as defined in Section 645 of this title;
2. Aggravated assault and battery as defined by Section 646 of this title;
3. Robbery by force or fear, as defined in Sections 791 through 797 of this title;
4. Robbery or attempted robbery with a dangerous weapon or imitation firearm, as defined by Section 801 of this title;
5. Unlawful homicide or manslaughter, as defined in Sections 691 through 722 of this title;
6. The sale, possession for sale, transportation, manufacture, offer for sale, or offer to manufacture controlled dangerous substances, as defined in Section 2 - 101 et seq. of Title 63 of the Oklahoma Statutes;
7. Trafficking in illegal drugs, as provided for in the Trafficking in Illegal Drugs Act, Section 2-414 of Title 63 of the Oklahoma Statutes;
8. Arson, as defined in Sections 1401 through 1403 of this title;
9. The influence or intimidation of witnesses and jurors, as defined in Sections 388, 455 and 545 of this title;
10. Theft of any vehicle, as described in Section 1720 of this title;
11. Rape, as defined in Section 1111 of this title;
12. Extortion, as defined in Section 1481 of this title;
13. Transporting a loaded firearm in a motor vehicle, in violation of Section 1289.13 of this title;
14. Transporting a weapon in, or discharging a weapon from, a boat, in violation of Section 1289.14 of this title; Possession of a concealed weapon, as defined by Section 1289.8 of this title; or
15. Shooting or discharging a firearm, as defined by Section 652 of this title.”

Until the fall of 2006, Oklahoma law enforcement officials did not fully comprehend the nature or degree of gang-related criminal activity occurring within Oklahoma borders. Agencies may have been aware of activity within its jurisdiction, but the state had not pooled that knowledge in an effort to determine the true magnitude and nature of gang sets and gang-related criminal activity occurring within Oklahoma borders.

In an attempt to obtain this knowledge, the Oklahoma District Attorneys Council combined forces with the three U.S. Attorneys to create Oklahoma’s first comprehensive gang survey. Once created, the Oklahoma District Attorneys Council mailed the “Oklahoma Gang Survey,” to every major law enforcement agency in Oklahoma during the fall of 2006. Officers who did not respond received a second, follow-up mailer and were urged to complete the survey at various summit meetings, seminars and conferences. Six hundred and thirty-five surveys (635) were distributed and 345 gang surveys were returned which represents an **overall officer response rate of 54.3%**.

A snapshot of law enforcements' perception of gang-related criminal activity in Oklahoma was compiled through the data that was collected.² Gangs are dynamic and rapidly change in magnitude and complexion. The 2007 Oklahoma Gang Survey Assessment Report reveals that major metropolitan gangs are migrating to rural communities at an alarming rate, and gang members from other states are relocating to all Oklahoma communities on a daily basis. It is imperative to understand that any extensive suppression efforts to reduce gang-related criminal activity often results in displacement of gang-related criminal activity to adjacent, rural jurisdictions that are less equipped to handle wide scale gang-related criminal activity. Any major gang suppression efforts must be well coordinated where local, state, and federal law enforcement collaborate on the investigation, apprehension and prosecution of Oklahoma gang members.

The 2006 Oklahoma Gang Survey indicates 1,006 gang sets with an estimated strength of 13,477 gang members operating within Oklahoma borders. A gang set is an autonomous subgroup that may or may not be affiliated with a larger, national or international gang. However, affiliation with a larger gang is unknown in most cases. These smaller subgroups, or cells, are most often referred to as sets. In Hispanic gangs, the subgroups are often called "cliques." Often, these sets or cliques will reflect the street name (such as 107 Hoovers) or the barrio (neighborhood) in their name (i.e., Compton Crips). Active gang sets and associated criminal activity were reported in urban, suburban and rural areas stretching across the entire state. According to the National Drug Intelligence Center (NDIC) in January of 2007 Oklahoma was second only to California in recognized Blood Gang Sets and third only to California and Texas in Crip Gang Sets.

As alarming as 1,006 gang sets and 13,477 Oklahoma gang members might sound, these numbers are *conservative* in that every effort was made to identity and eliminate any duplicate counts created by law enforcement agencies operating within the same county and any duplicate counts created by gang sets operating in multiple counties. In addition, the estimates provided by Oklahoma law enforcement agencies are most likely *underreported* due to the fact that 91% of responding officers had never received any formal or informal training on identification, apprehension or prosecution of gang members. In rural areas, this number skyrockets to 98% for officers who have never received any training on gang-related activity.

Similarly, 94% of responding agencies do not have gang units or designated individuals responsible for tracking gang-related activity within their jurisdiction. In rural areas, this number jumps to 98% of agencies that do not have a gang unit or a designated individual to track gang-related criminal activity.

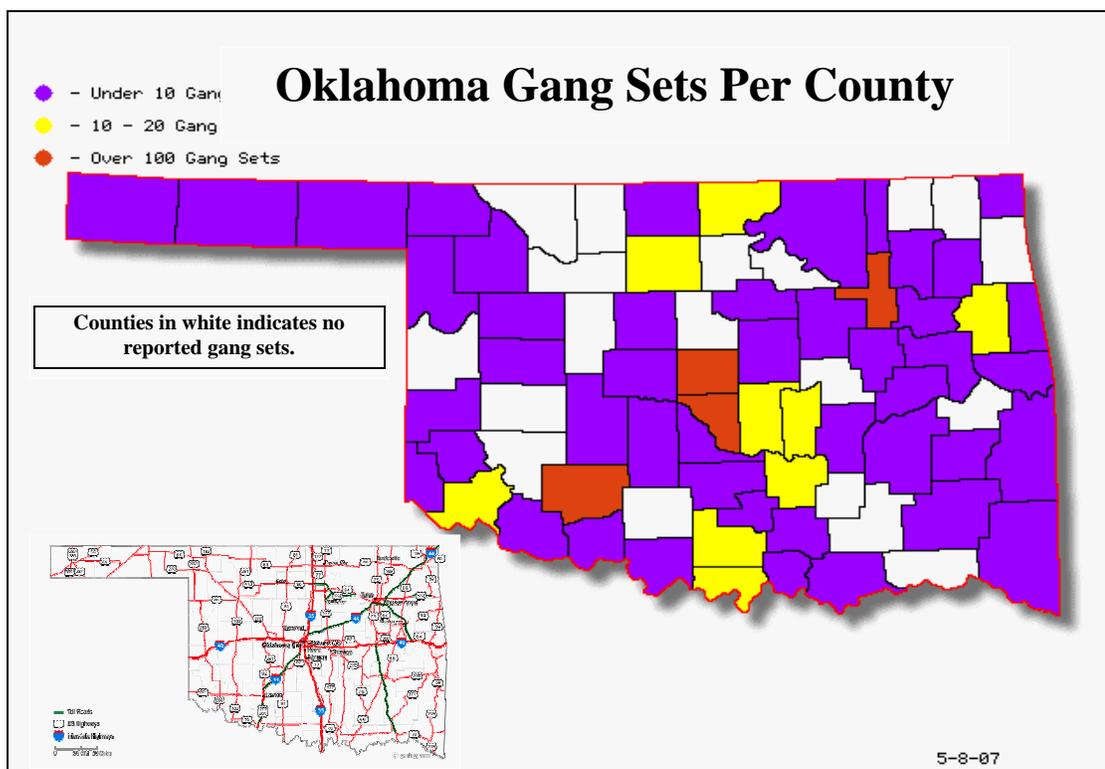
As a result of an overall lack of training of officers coupled with a lack of tracking of gang activity by agencies, arrestees who perpetrate crimes might never be identified as actual gang members. Therefore, the numbers of gang sets and gang members are most likely underreported by Oklahoma law enforcement officers.

Of the 1,006 gang sets operating within Oklahoma borders, Oklahoma, Tulsa, Cleveland and Comanche counties reported the largest number of gang sets. Considering the population

² Emphasis is placed on the word "perception" in that the numbers are law enforcement "estimates" based on training, experience and expertise in identifying characteristics of gang members. A more accurate gauge of gang-related criminal activity would be an evaluation of all arrestees based upon a standardized, certification (validation) format. However, law enforcement agencies have not yet adopted a standardized gang certification instrument for the state of Oklahoma.

distribution of Oklahoma City, Tulsa, Norman and Lawton, this is not surprising. What is surprising is that each of the four counties reported more than 100 gang sets operating in each of these counties.

Equally surprising is the fact that no county reported to have between 21 and 99 gang sets operating within their jurisdictions. Nine counties reported between 10 and 20 gangs. These are Carter, Cherokee, Garfield, Jackson, Kay, Love, Pontotoc, Pottawatomie, and Seminole Counties. Forty-five (45) counties reported 10 or less gang sets operating within their jurisdictions, including Adair, Beaver, Beckham, Bryan, Caddo, Canadian, Cimarron, Cotton, Creek, Custer, Dewey, Ellis, Garvin, Grady, Grant, Greer, Harmon, Harper, Hughes, Jefferson, Johnston, Kingfisher, Latimer, LeFlore, Lincoln, Marshall, Mayes, McClain, McCurtain, McIntosh, Murray, Muskogee, Okmulgee, Osage, Ottawa, Payne, Pittsburg, Pushmataha, Rogers, Sequoyah, Texas, Tillman, Wagoner, Washington and Woodward Counties.



Not surprisingly, Oklahoma City accounted for 16.8% and Tulsa accounted for 17% of Oklahoma's total gang sets. Jointly, these two cities account for 33.8% of Oklahoma's gang sets; however, this is somewhat explained in that the two metropolitan cities also account for 25.7% of Oklahoma's population. The median number of gang sets for Oklahoma and Tulsa counties is 299 gang sets compared to the median number of 13.1 gang sets for the remaining Oklahoma counties.

Gangs are rapidly evolving into highly organized and sophisticated criminal organizations. Geographically, they seek to stakeout territories for drug distribution and other gang-related criminal activities. Generally, street gangs are most often divided into smaller subgroups or cells commonly classified as sets or cliques. African-American gangs refer to these subgroups as cells or sets,

whereas Hispanic gangs refer to these subgroups as cliques. The gang subgroups are often identified by territorial boundaries such as residential areas, street names or barrios (neighborhoods).

The sets or cliques will mark their territory most often with graffiti and violently defend that territory against aggressive acts by rival gangs. In many cases, gangs respect the territory of another gang *unless* there is a profit to be made through some criminal activity.

Most often, gangs are divided into African-American gangs, Hispanic gangs, Asian gangs, Motorcycle gangs, and Hate gangs. However, it should be noted that some gangs included within this type breakdown are not allies but are enemies, at least until confronted by law enforcement officials. Then, even rival gangs have been known to unite to combat aggressive suppression efforts displayed by local law enforcement agencies.

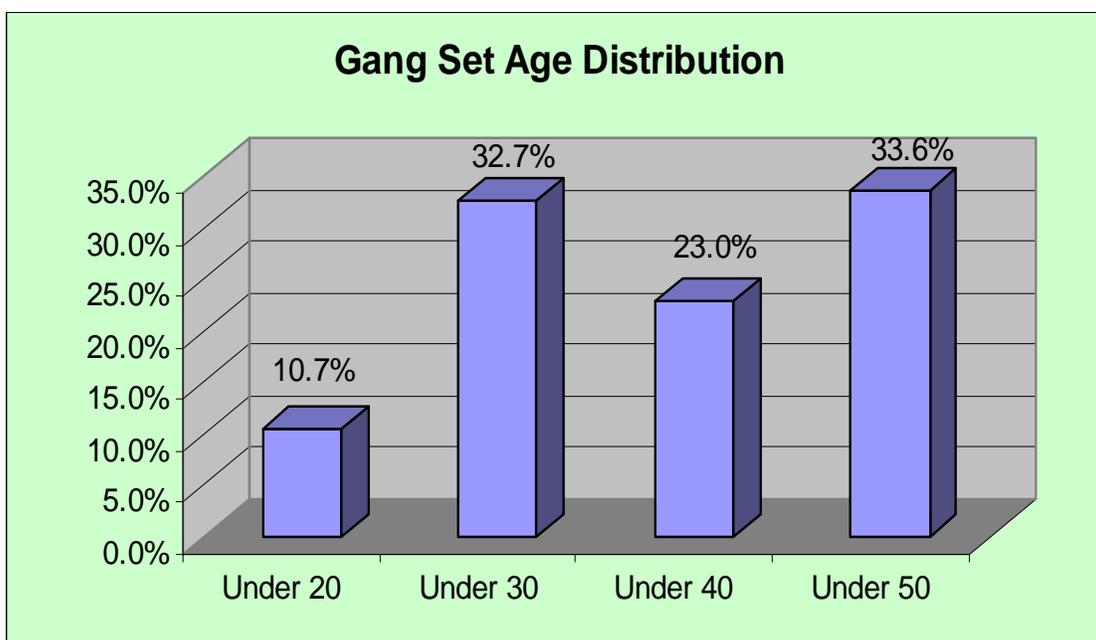
Oklahoma gangs are responsible for a broad range of criminal activity. Drug possession and trafficking, violent assaults, larceny, weapons offenses, burglaries, and auto thefts appear at the top of crimes committed by gangs in Oklahoma. Some crimes were not included on the list of crimes when the original survey was implemented.

CRIMES COMMITTED BY OKLAHOMA GANG SETS*			
Ranking	Primary Crimes	Number of Gang Sets Reported Committing the Crime	Percentage
1	Assault	424	70%
2	Drug Possession	365	60%
3	Larceny/Theft	344	57%
4	Weapons Offenses	296	49%
5	Vandalism	280	47%
6	Burglary	253	42%
7	Drug Trafficking	245	41%
8	Auto Theft	187	31%
9	Robbery	169	28%
10	Murder	94	16%
11	Other	77	13%
12	Sexual Assaults/Rapes	70	12%
	Drive By Shootings ³	<i>Not listed on the survey.</i>	
	Credit Card Theft	<i>Not listed on the survey.</i>	
	Dealing in Stolen Goods	<i>Not listed on the survey.</i>	
	Breaking and Entering	<i>Not listed on the survey.</i>	

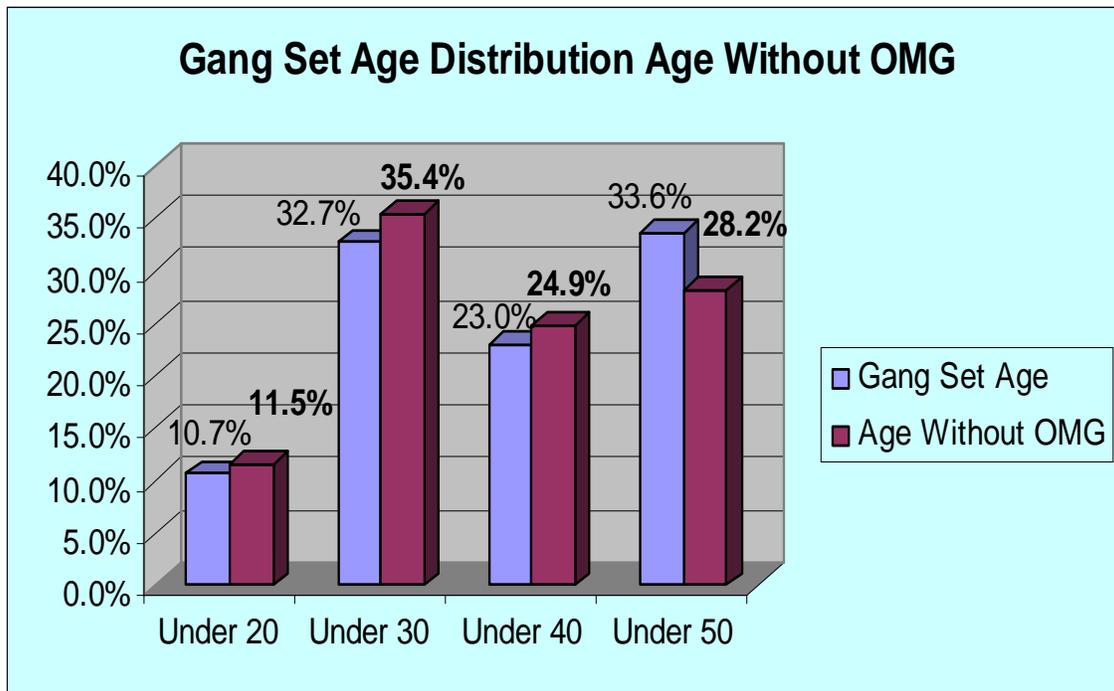
**The data pertains only to those law enforcement agencies reporting gang problems Gang Set Response n=602.*

Many Oklahoma counties are encountering the presence of third-generation gang members, reporting that many gangs have been operating in their jurisdictions for over 30 years. From the survey, officers indicated that children are exposed to gang activity at an early age due to not only the ever growing numbers of gang members in Oklahoma, but also due to parents, siblings, or other family members who are reported to be known gang members.

This aging and stability of gang sets contribute to the fact that many Oklahoma gang members were somewhat older than what might be expected. According to the survey, only 10.71% of Oklahoma gang sets were classified as gang sets with gang members predominately under twenty years of age. At the opposite end of the spectrum, 56.6% of Oklahoma gang sets reported members over 30 years of age.



However, Oklahoma’s older outlaw motorcycle gang sets skew the numbers to some degree. When removed, 46.9% of Oklahoma’s gang sets are predominantly composed of members aged 30 and under, whereas only 28.2% of Oklahoma gang sets have members 50 years of age and older.



Regardless of whether the outlaw motorcycle gangs are included or removed, Oklahoma gang sets appear to be well established and capable of extremely sophisticated criminal operations. This maturity and sophisticated structure further contributes to the ability to conceal the actual gang leadership that stands to profit from the gang's criminal activities, thus making gang-related criminal activities more difficult to detect and eliminate.

Interviews with gang members indicate that the reasons behind joining a gang are generally not conscious and vary with the individual. It is suggested that one of the many reasons for joining a gang is the identity that is obtained through the gang culture. Often, gang members perceive that by joining a gang there is protection against the outside world. This may very well be true when multiple rival gangs operate within a community. Protection from violence and attack is provided through gang membership and involvement.

Studies also indicate that a family structure is often lacking in the lives of the youth that become involved with gangs. If a sense of family is lacking, the closeness and protection that would typically be available within the family is instead offered through gang involvement. This is often more attractive than any negative consequences that may be a result of gang association. There is often an intimidation factor involved, as well. Young new members may be forced to join in order to fend off assaults and threats of assaults, either to themselves or family members.

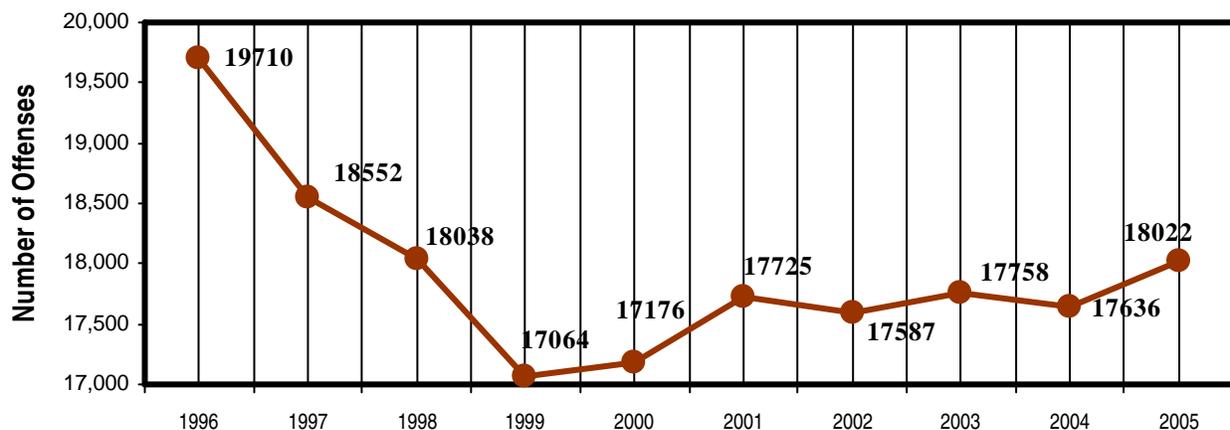
Due to Oklahoma's massive interstate highway system, transient and migrant gang activity is expected. Seventy-eight percent (78%) of responding agencies reported that their gang members migrated into their jurisdictions from other states. Most frequently, Chicago, Los Angeles, Kansas City, Little Rock, San Antonio, and New Orleans were the primary cities from which gang migration was reported, with California and Texas being the largest feeder states. Mexico and El Salvador were also cited as countries from which gang members migrate to Oklahoma.

Violent Crime in Oklahoma

The Oklahoma State Bureau of Investigation is responsible for the collection of Uniform Crime Report (UCR) data. Four (4) offenses comprise the Violent Crime Index and serve as indicators of the state and nation's crime trends. These offenses include: murder, rape, robbery, and aggravated assault.

Between 1996 and 1999, there has been a steady decline in the number of violent crimes reported in Oklahoma. However, this trend reversed in 2000. From 2001 through 2004, the number of violent crime remained relatively stable. However, in 2005, there was a 2.2% increase in the number of violent crimes reported, from 17,636 in 2004 to 18,022 in 2005.

**VIOLENT CRIME IN OKLAHOMA
1996-2005**



In 2004, according to the U.S. Census Bureau, Oklahoma ranks 14th in the nation in the number of violent crimes committed based on the population. There are 342 crimes per 100,000 in Oklahoma. Considering the state's population ranking is 28th in the nation, the ranking for violent crimes is unsettling.

Homicide

Oddly, the number of homicides that occurred in 2004 was also the number that was reported in 2005. There was no increase in this area of violent crime. Murders accounted for 1% of all violent crimes reported. Of the 187 murders that were committed, 153 were cleared by arrest or exceptional means, representing a clearance rate of 81.8%. The highest number of murders during the last ten years occurred in 1999 when there were 231 murders.

Nearly 73% of the murder victims were male and 27% were female. Approximately 61% of the victims were white, 34.2% were black, 4.3% were Native American, and .5% were Asian. The most common age of the victim ranged from 20 to 29.

Firearms were employed in 69% of all reported murders. The use of a knife or other cutting device was involved in 10.2% of the murders. The murder of one family member by

HOMICIDES IN OKLAHOMA 1996 - 2005	
YEAR	TOTAL
1996	223
1997	229
1998	204
1999	231
2000	181
2001	185
2002	163
2003	206
2004	187
2005	187

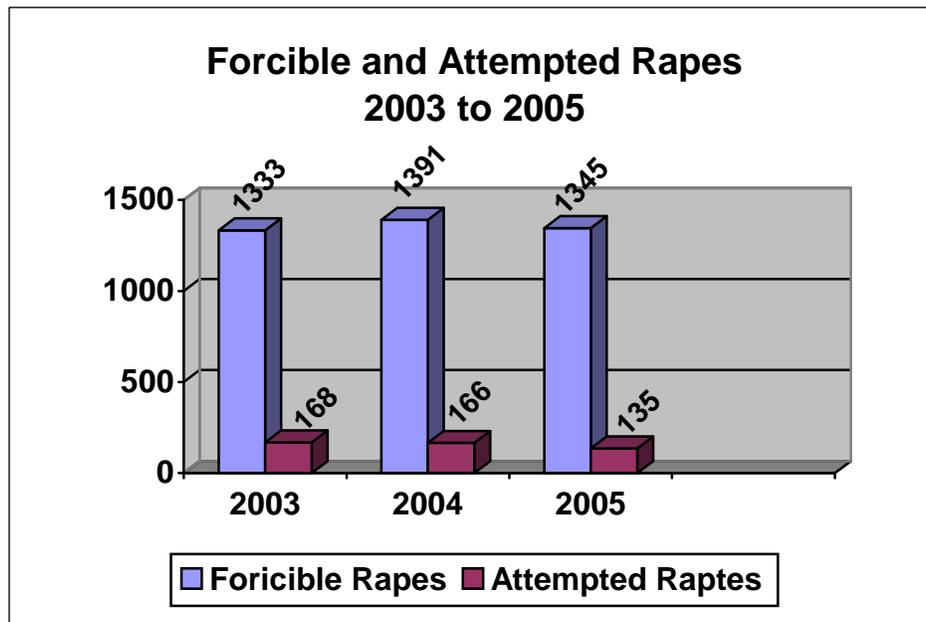
another accounted for 28, or 15% of all murders. Of the 187 offenses, 4.3% resulted from one spouse killing another.

Rape

Rape is defined as the carnal knowledge of a female forcibly and against her will, regardless of age. Statutory rape statistics are not included in this category. Forcible rape differs from other violent crime in that the victim, in many cases, is hesitant to report the offense to the police.

In the UCR reporting statistics, rape is divided into (1) rape by force and (2) attempts to rape. In 2005, there were 1,480 reported forcible and attempted rapes, a 4.9% decrease from the number reported in 2004. This accounted for approximately 8.2% of all violent crimes that were reported. A total of 728 rapes were cleared by arrest or exceptional means, resulting in a clearance rate of 49.2%.

Of the persons arrested for rape, 46.3% were under the age of 25. Slightly more than 65% were white, 27.4 were black, 6.3% were Indian, and .9% were Asian.



It should be noted that because the crime of rape is so significantly underreported that this data is under representative of the true picture. There are a number of sexual assault victims that do not report to law enforcement.

Robbery

According to the Uniform Crime Report, robbery is defined as “the felonious and forcible taking of property from the care, custody, or control of a person or persons by violence or putting the person in fear and against his or her will.” In order for the crime of robbery to take place, the victim must be present. Robberies are reported in the following categories: gun, knife or cutting instrument, other dangerous weapon, and strong-arm robbery.

A total of 3,229 robberies were reported by law enforcement agencies in 2005, which accounted for 17.9% of all violent crimes. There were 960 robberies cleared resulting in a clearance rate of 29.7%.

The highest percentage of persons arrested for robbery was in the 25 to 29 age category. The largest number of actual offenses, 38.9% or 1,255, occurred on the highway (street, alleys, etc), followed by a residence. Armed robbery with any type of weapon occurred in 61.8% of the offenses.

Aggravated Assault

The Oklahoma State Bureau of Investigation defines aggravated assault as an unlawful attack or an attempt to attack through force or violence to do physical injury to another. An aggravated assault may be committed with a gun, knife, or other cutting instrument, other dangerous weapon, or through the aggravated use of hands, fists, or feet. All assaults where no weapon is used and which results in minor injuries are classified as non-aggravated and are not counted in the index crime totals.

A total of 13,126 aggravated assaults were reported by law enforcement agencies in 2005. Aggravated assaults account for 72.8% of all violent crimes. A total of 6,628 aggravated assaults was cleared by arrest or exceptional means, representing a clearance rate of 50.5%. Again, the 25 year-old to 29 year-old age group accounted for 14.6%, the highest percentage of persons arrested for aggravated assault. Of all persons arrested, 65.7% were white, 23.5% were black, 10% were Indian, and .8% were Asian.

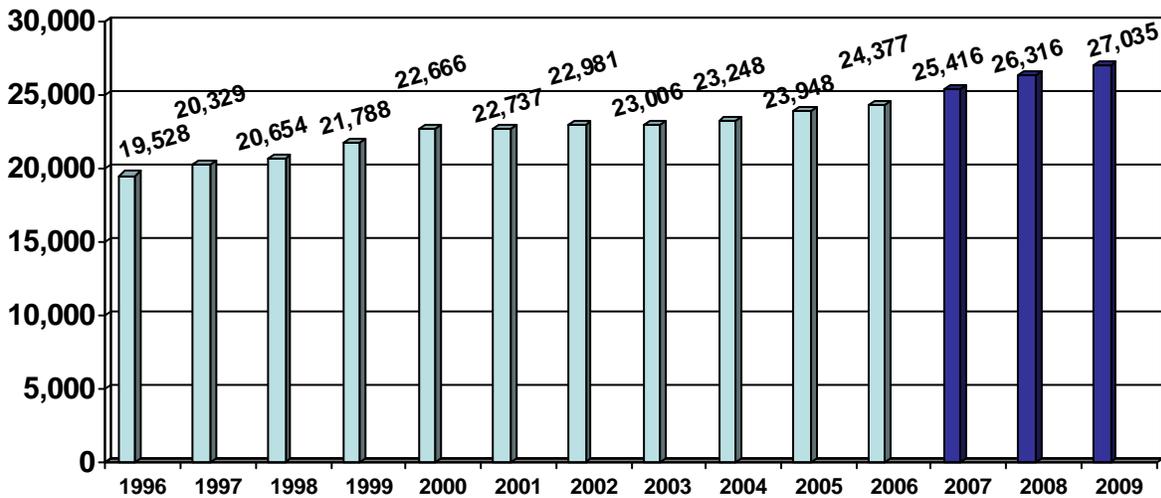
Prison Population and Drug and Alcohol Treatment for Incarcerated Offenders

Consistent with prison growth in nearly every state, the prison population in Oklahoma has increased every year since 1980. Even with the decrease in the crime rates during the 1990's the prison population has steadily increased every year for the past two decades. This is, in part, because Oklahoma now has fewer mechanisms to control the prison population. Many of the controls that were once available were eliminated after a 1996 killing spree by an offender on an early release program. In addition, lawmakers passed laws that forced certain offenders to serve at least 85% of their sentences. Given this change, time served for violent offenders is increasing.

In fiscal year 2006 there were 24,377 inmates who were in the custody of the Department of Corrections. Oklahoma experienced about a 1.7% increase in the prison population between 2005 and 2006. The length of the average prison sentence is down 14% since 2001, from 7.3 years to 6.3 years, but the number of inmates required to serve 85% of their sentences has grown from 53 in 2000 to 3,600 in 2007.

DEPARTMENT OF CORRECTIONS

Actual and Projected Inmate Population



Nationally, as well as in Oklahoma, the number of women in state prisons has grown exponentially in the past three decades, growing at a rate more than twice the rate of the male population, according to a report from the Women’s Prison Association. Oklahoma’s prison population during this time grew from 172 in 1977 to 2,300 in 2004, the 12th highest increase in the nation.

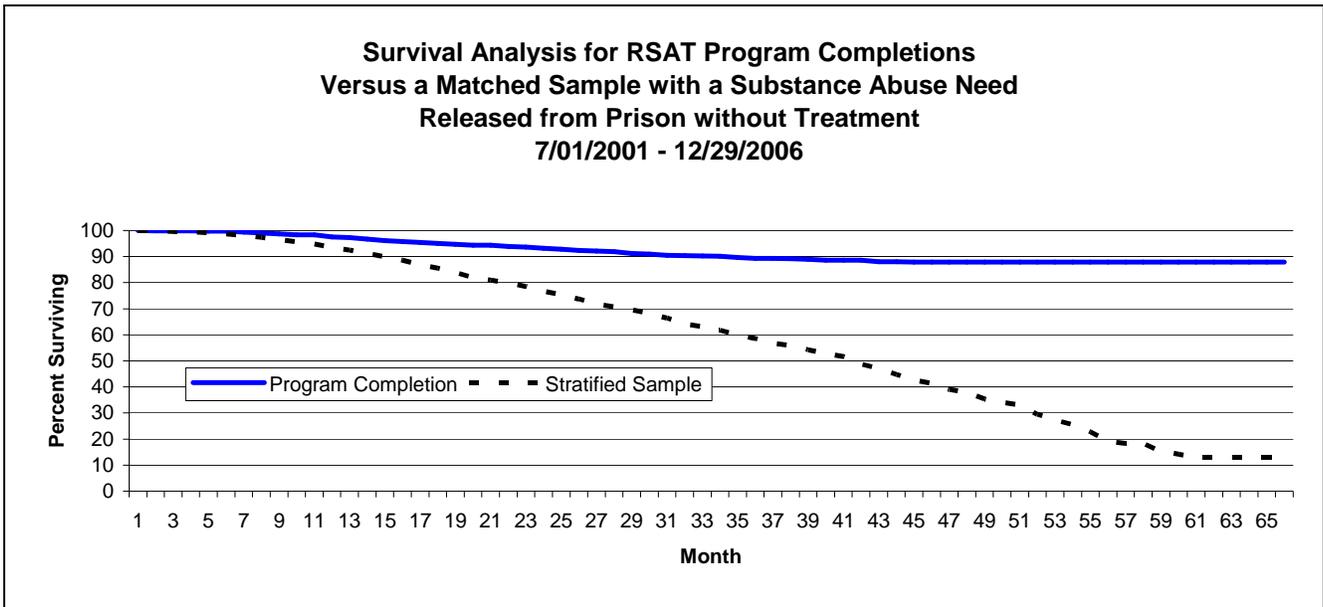
In comparing the number of male inmates to the number of female inmates, it appears that the number of female inmates is increasing at a faster pace than that of male inmates. In 1997, Oklahoma’s ratio was 23 male prisoners for every female; however, in 2004, that number decreased to 9 male prisoners for every one female prisoner, somewhat lower than the national average of 13 to 1.

Per capita, however, Oklahoma ranks the highest in imprisoning women. Oklahoma incarcerates 129 women per 100,000 in the population. According to the report, most of the increases in female imprisonment can be traced to drug offenses, most notably methamphetamine use.

One of the core components of the Department of Corrections is providing appropriate services to offenders in custody in order to reduce recidivism. One of those services is drug and alcohol treatment. According to the Oklahoma Department of Corrections (DOC), as of June 30, 2006, there were 12,175 offenders in custody that had been identified as having a need for substance abuse treatment. This represents approximately 50% of the total number of incarcerated offenders. With the significant reduction in federal funding of the Residential Substance Abuse Treatment (RSAT) grant, there is a need for continued or increased funding under the Justice Assistance Grant Program.

According to the Bureau of Justice Statistics, at least 95% of all State prisoners will be released from prison at some point and nearly 80% will be released to parole supervision. Untreated substance abuse offenders are more likely to relapse and return to criminal behavior. This often results in re-arrest and re-incarceration, jeopardizing public safety, and taxing the criminal justice system. Treatment while the offender is incarcerated is the best option.

Recidivism information for treated versus untreated offenders conducted by the DOC has provided very clear data which indicates the efficacy of treatment. The DOC has compared offenders with a treatment need that did not receive treatment, with offenders that did receive treatment. **Across 65 months, RSAT graduates had a survival rate of 87.68% with a recidivism rate of 12.32%. By comparison, those offenders that had a similar need for substance abuse treatment but did not receive treatment had a survival rate of only 12.99% with an 87.01% recidivism rate** as the chart indicates.



In the past, funds were available for the residential substance abuse treatment through the Residential Substance Abuse Treatment (RSAT) Grant. However, the federal government has significantly reduced the funding for the RSAT Grant. In 2003, the State of Oklahoma received \$1.08 million in federal funds. In 2007, the State of Oklahoma received only \$163,521 to implement the RSAT Grant.

LOCAL LAW ENFORCEMENT

Local law enforcement has the primary responsibility for protecting citizens in Oklahoma from crime and violence. Oklahoma has 479 local law enforcement agencies and 21 tribal law enforcement agencies. Throughout the state, there are approximately 13,913 full time and reserve law enforcement officers. These law enforcement agencies are responsible for covering more than 68,000 square miles with Oklahoma.

It is critical that local law enforcement and tribal law enforcement agencies have the resources needed to successfully perform their duties. The majority of jurisdictions continue to contend with shrinking budgets and limited financial resources. These hindrances negatively impact their ability to fulfill their responsibilities. In addition, the considerable reduction in federal funding through the Department of Justice and the Department of Homeland Security in the past several years has made the situation increasingly more untenable. These federal funding cuts have negatively impacted local law enforcement's ability to address their core duties and have definitely limited the ability to improve overall effectiveness.

In a time when technology is progressing rapidly and state and federal law enforcement agencies are often able to take advantage of the latest technological advancements, local law enforcement is struggling to maintain the basics. It is not uncommon for rural law enforcement to deal with a significantly aging fleet and equipment that has not been replenished and is past the prime usage.

The State of Oklahoma has a history of using Local Law Enforcement Block Grant funds for the purpose of procuring equipment for local and tribal law enforcement. With the creation of the Justice Assistance Grant, the JAG Board continued this funding tradition. However, with the dramatic reduction in JAG funding 2006, this goal was eliminated. Fortunately, an increase in funding in 2007 allowed a limited reinstatement of funds for this purpose.

CRIMINAL HISTORY INTEGRATION

In 1992, as a result of the Bureau of Justice Assistance's (BJA) establishment of a funding stream within the Byrne Grant Program to improve the criminal history records and records systems, a task force under the Drug and Violent Crime Grant Board, now the Justice Assistance Grant Board, was established. The mission of the Oklahoma Criminal Justice Information Systems (CJIS) Task Force is to improve public safety by collecting, disseminating, and integrating the state's criminal history and sex offender record systems. It is critical that this process address the accurate and timely reporting of records. Through the CJIS Task Force, the key criminal justice agencies meet bi-monthly to discuss, plan, strategize, and review progress regarding the improvement of criminal history records and to further efforts toward integration among the agencies.

To achieve the goal of the CJIS Task Force, infrastructure within the state agencies and local governments first had to be established. In the past, a significant level of Byrne Grant funding assisted with this effort. Since the majority of these developments have occurred, the focus has shifted to the integration of criminal history information among local, state and federal agencies. Unfortunately, there is still a significant amount of work that must be done in this area.

In today's electronic age, the public expects the criminal justice system to be integrated. The public expects law enforcement, prosecution, courts, and corrections agencies to routinely share information regarding criminals. According to the IJIS Institute, a 501(c)(3) organization that has as its mission to contribute to the successful implementation of integrated justice information systems nationwide by promoting the expertise, knowledge, and experience of the information technology (IT) industry in a way that benefits both the private and public sectors, criminal history records in the U.S. are accurate complete only about 60% of the time. Compared to the financial world, billions of transactions occur daily with far more accuracy and efficiency than justice and law enforcement agencies that are unable to track a single criminal from state to state, sometimes even county to county within a state.

Unfortunately, law enforcement and criminal justice agencies are lagging significantly behind the private sector in terms of technology. Many criminal history records processes and procedures that must be shared between law enforcement and criminal justice agencies remain on paper, rather than as computerized processes. This is an incredibly ineffective and inefficient way to share time-critical information. Because agencies are not integrated, a duplication of efforts is recreated for each agency, and time delays and data entry errors are more common.

Law enforcement and justice agencies at the local, state, and federal levels need to find ways to overcome obstacles to sharing information. It is no longer appropriate for law enforcement,

prosecution, courts, and corrections agencies to use systems that operate independently with no exchange of computerized data between them. By integrating, it not only increases the ability to solve crimes but it also keeps communities safer.

SELECTED PRIORITIES

Overview

In order to develop a state strategy and identify priorities for funding, the Board reviewed a variety of current, valid, and pertinent data. In addition, the Board conducted an examination of the positive progress occurring in various areas of the criminal justice system, and obtained input from the Public Hearing.

After a careful review of the data and analysis, the JAG Board was able to make informed decisions concerning the most effective and efficient usage of the limited resources dedicated toward reducing drugs and violent crime in Oklahoma. For the 2008 – 2012 State Strategy, the following goals were established:

1. Reduce the importation, manufacturing, distribution, and possession of illegal drugs and controlled substances throughout the state;
2. Reduce the trafficking of illegal drugs and controlled substances in and through the state;
3. Reduce the violence related to gangs through prevention, enforcement, and prosecution;
4. Assist local law enforcement through the procurement of equipment;
5. Encourage innovative law enforcement projects that address drugs and violent crime control that improves the functioning of the criminal justice system;
6. Encourage innovative prosecution projects that address drugs and violent crime control that improves the functioning of the criminal justice system;
7. Encourage innovative prevention projects that address drugs and violent crime control that improves the functioning of the criminal justice system;
8. Improve the integration of criminal history records between criminal justice agencies; and,
9. Reduce prison recidivism by providing effective drug and alcohol treatment for incarcerated juvenile and/or adult offenders.

Each award year, the JAG Board will prioritize awards and based on the award amount and the goals set forth in the strategy. The purpose areas under the JAG Program are:

Purpose Area	Description
1	Law Enforcement Programs
2	Prosecution and Court Programs
3	Prevention and Education Programs
4	Corrections and Community Corrections Programs
5	Drug Treatment Programs
6	Planning, Evaluation, and Technology Improvement Programs

POTENTIAL PROGRAMS TO BE FUNDED

Overview

After conducting a thorough review of the data, the following section identifies the types of programs that may be funded.

Disrupting the Local Drug Market Through Multijurisdictional Drug Task Forces

The single largest drug enforcement body in Oklahoma is the multijurisdictional drug task forces. There are over 53 investigators in the field and another 16 law enforcement officers that are co-opted through interagency agreements on either a part-time or full-time basis. These investigators are specifically focused on the control and eradication of illegal importation, manufacture, possession, distribution, and improper use of illegal drugs and controlled substances in the state.

The multi-faceted capabilities of Drug Task Forces create a unique localized drug enforcement response. Continually fostering the necessary relationships between local law enforcement agencies and prosecutors, the Drug Task Forces are able to achieve maximum impact on the narcotics problem.

Drug Task Forces continue to be well developed, well-trained, experienced, widely respected professionals within their communities. Drug Task Forces have become some of the most highly trained law enforcement groups in Oklahoma. With the systematic implementation of appropriate procedures and supervision, years of practical experience, and the advent of readily available specialized drug enforcement training from organizations like the Association of Oklahoma Narcotics Enforcers (A-ONE), the Institute for Intergovernmental Research (IIR), and the Drug Enforcement Agency (DEA), Drug Task Forces have matured into the respected “elite” in local law enforcement and drug enforcement circles in which they serve.

Drug Task Forces are vital to state and federal drug enforcement agencies and are frequently requested to provide manpower and essential drug intelligence to those agencies in order to assist with investigations that have wider implications. They also develop local investigative leads that have a state, national, and/or international scope. Fortunately, in Oklahoma, a collaborative spirit continues to exist between the Drug Task Forces local, state, and federal agencies in narcotics enforcement.

With the significant decline in local methamphetamine labs the Drug Task Forces have adjusted their strategy. They are now focusing on the significant influx of Mexican Ice and methamphetamine that is being trafficked into the state. This increase in distribution groups providing methamphetamine to street level dealers has created a new venue for the Drug Task Forces to pursue. The investigations are more complex and require more time and resources than did Clan Lab investigations. The required training is also different as in many cases an officer must participate in an undercover role and make or attempt to make hand to hand purchases from street level dealers and also from upper level distributors when the occasion arises. All of these scenarios provide a need for increased training and expertise.

Integrating of Criminal Justice Systems in the State

In 1992, as a result of the Bureau of Justice Assistance's (BJA) establishment of a funding stream within the Byrne Grant to improve the criminal history records and records systems, a task force under the Drug and Violent Crime Grant Board, now the JAG Board, was established. The mission of the Oklahoma Criminal Justice Information Systems (CJIS) Task Force is to improve public safety by collecting, disseminating, and integrating the state's criminal history and sex offender record systems. It is critical that this process address the accurate and timely reporting of records. Through the CJIS Task Force, the key criminal justice agencies meet monthly to discuss, plan, strategize, and review progress regarding the improvement of criminal history records and the further efforts toward integration among the agencies.

To achieve the goals of the CJIS Task Force, infrastructure within the state agencies and local governments first had to be established. Funding from the Byrne Grant funding assisted with this effort. Since the infrastructure of the state agencies has been built, the focus is shifting to integration among state agencies. Due to a cut in funding under the JAG Program, National Criminal History Improvement Program and Department of Homeland Security funds are being used for this purpose.

Alternative Sentencing to Address Prison Overcrowding and Treatment Needs of Adult and Juvenile Drug and Alcohol Offenders

While the success of the drug task forces in the investigation and prosecution of drug related cases is positive for the state in terms of disrupting the market, the success has placed a significant burden on the Department of Corrections. The State of Oklahoma continues to explore alternative sanctions programs to meet the treatment needs of juvenile drug- and alcohol-dependent offenders. By exploring this alternative, it is anticipated that the incarceration rates for low level offenders will be addressed.

However, the reality of the offenders that are currently incarcerated is that as some point they will be returning to back to the community from which they came. It is important that treatment of these offenders during their incarceration to prevent recidivism once they are no longer in the custody of the state. One of the most successful endeavors in treating incarcerated offenders has been achieved the Residential Substance Abuse Treatment Program. Unfortunately, the funding for this grant has been significantly reduced over the past several years. In 2003, the State of Oklahoma received over \$1 million to treat incarcerated drug and alcohol offenders. No funding was received in 2004 and the State only received \$171,353 in 2006, an 85% reduction in funds from 2003 and \$164,521 in 2007. In the past, the JAG Program has been used to fund two RSAT related programs.

Supporting Local Law Enforcement

In the past, the State of Oklahoma utilized the Local Law Enforcement Block Grant funds for the purpose of procuring equipment for local and tribal law enforcement. The need is high and it is anticipated that the JAG Board will continue this funding tradition.

Responding to Gang Related Crimes

Although both large and small communities throughout Oklahoma identify problems with gang activity, the most significant gang activity occurs in Oklahoma City and Tulsa, the largest communities in the state. There are a number of federal programs that assist law enforcement and prosecutors with efforts to deal with gang-related criminal activity. Federal programs include the Regional

Information Sharing Systems (RISS) Program, the Bureau of Alcohol, Tobacco, and Firearms, the Drug Enforcement Administration and the Federal Bureau of Investigations.

Enhancing Forensic Labs to Assist the Criminal Justice System in Responding to Drug and Violent Crimes

Rather than a single agency that conducts all forensic science services in the state, in Oklahoma numerous law enforcement agencies provide services in one or more of the eight disciplines of forensic sciences. These disciplines include:

1. Biology - DNA and Serology
2. Controlled Substances
3. Firearms and Tool Marks
4. Latent Prints
5. Marijuana Identification
6. Questioned Documents
7. Trace Evidence
8. Toxicology

Currently, there are 17 forensic labs operating in the state. The Oklahoma State Bureau of Investigation has six labs involving multiple disciplines. These laboratories operate regionally throughout the state, including Oklahoma City (2), Lawton, Enid, Tahlequah, and McAlester. In addition, the Oklahoma City Police Department and the Tulsa Police Department, the two major metropolitan jurisdictions in the state, have forensic labs with multiple disciplines.

Four police departments operate a Latent Print Lab in the communities of Broken Arrow, Lawton, Enid, and Stillwater. Four police departments operate Latent Print and Marijuana Identification labs. These labs are located in the Norman Police Department, Ardmore Police Department, Midwest City Police Department, and the Oklahoma County Sheriff's Office. The Oklahoma County District Attorneys Office has a Questioned Documents lab. The Office of the Chief Medical Examiner has the sole responsibility for investigating sudden, unexpected and suspicious deaths. This process involves scene investigation and medicolegal autopsy (including radiology, toxicology, histology, and microbiology) complementing the activities of law enforcement agencies, district attorneys, and public health officials.

In an effort to improve the quality of forensic science services provided to the criminal justice system throughout the state, Governor Brad Henry signed legislation on May 9, 2003, which required all labs operating and established to be accredited by the American Society of Crime Laboratory Directors – Lab Accreditation Board (ASCLD-LAB) or the American Board of Forensic Toxicologists (ABFT) by July 1, 2005.

As set forth in the legislation, a forensic lab is defined as a lab operated by the state or any unit of local government of a municipality, county, city, or any other local government that examines physical evidence in criminal matters and provides opinion testimony in a court of law in forensic disciplines accredited by ASCLD-LAB. Any testimony, results, reports, or evidence of forensic analysis produced on behalf of the prosecution in a criminal trial will be produced by a lab that is ASCLD-LAB accredited.

The statute exempts latent print identification that is performed by an International Association for Identification (IAI) certified latent print examiner and marijuana identification using methods generally accepted in the forensic field that are approved by a forensic laboratory accredited by ASCLD-LAB in controlled substances.

Since the passing of the legislation, six laboratories have received ASCLD-LAB or ABFT accreditation. These six labs are in addition to the Oklahoma State Bureau of Investigation who had received accreditation prior to the legislation. The accredited labs are:

1. Broken Arrow Police Department
2. Office of the Chief Medical Examiner
3. Oklahoma City Police Department
4. Oklahoma County District Attorney's Office
5. Oklahoma State Bureau of Investigation
6. Tulsa Police Department
7. Ardmore Police Department

COORDINATION

The effort to coordinate the JAG Program with other federal programs continues to occur. There is coordination between federal grant programs and the various Boards that provide oversight as well as increased collaboration with other state agencies that implement and/or receive federal funding in an effort to reduce duplication and maximize resources.

Coverdell Forensic Sciences Improvement Act Grant

The purpose of the Forensic Sciences Improvement Task Force is to improve the quality and timeliness of forensic science services to the criminal justice system in Oklahoma and to reduce the backlog of forensic science cases. Since the goal of the JAG Program is to improve the functioning of the criminal justice system, with special emphasis on drug-related crimes, violent crimes and serious offenders and forensic labs are indelibly intertwined in these types of crimes, it is a coordinating effort that will function well and maximize the funding efforts for both grant programs.

COPS Grant

A collaborative effort that is in the process of concluding with COPS Grant funding and the Drug Task Forces is the Canister Program. The Oklahoma Bureau of Narcotics and Dangerous Drugs Control (OBNDCC) was awarded a COPS Grant and has elected to use nearly one-half of the award to establish a Canister Program in the state. The Canister Program provides a hazardous waste storage facility in 5 counties throughout the state. OBNDCC provided either a 10'x10' or a 10'x24' facility where hazardous waste from clandestine methamphetamine labs can be stored for up to one week if properly packaged with a required EPIC lab tracker number.

As a result of this effort, the time spent by drug task forces waiting for qualified disposal personnel to remove all chemicals and associated glassware, equipment, and contaminated materials and waste

from the sites of each seized laboratory will be *significantly* reduced and the processes and procedures in meth lab clean up for the state will be *significantly* enhanced.

North Texas High Intensity Drug Trafficking Area

In late 2002, six counties were incorporated into the area of coverage of the North Texas High Intensity Drug Trafficking Area (HIDTA). The area covered by the North Texas HIDTA is a national transshipment and distribution region for drugs arriving from Mexico and destined for northern Texas, Oklahoma, and other areas in the country. In an effort to collaborate with the efforts of the North Texas HIDTA, the Drug Task Force Coordinator attends and participates at the quarterly meetings as a representative of the drug task forces throughout the state.

One of HIDTA's goals was to create a deconfliction program. A deconfliction program monitors search warrants, controlled buys, and "reverse buys" to prevent local law enforcement agencies, drug task forces, and federal agencies from unknowingly encountering each other during planned activities. The deconfliction program will have a 24 hour, 7 day monitoring service where drug task forces can access this information for a specific locality. In order to ensure usage of the deconfliction program, the DAC added this as a Special Condition for JAG awards.

Organized Crime Enforcement Task Force

The Organized Crime Drug Enforcement Task Force (OCDETF) is a federal drug enforcement program that focuses attention and resources on the disruption and dismantling of major drug trafficking organizations. OCDETF provides a framework for federal, state, and local law enforcement agencies to work together to target well-established and complex organizations that direct, finance, or engage in illegal narcotics trafficking and related crimes, such as money laundering, tax violations, public corruption, illegal immigrations, weapons violations, and violent crimes. The Drug Task Forces are attentive to cases that may integrate into the OCDETF Program. Once Drug Task Forces identify offenders in their community that fit the criteria for OCDETF, an Assistant United States Attorney is contacted. Drug Task Forces throughout the state are actively filing cases under the OCDETF Project.

Project Safe Neighborhoods and the Anti-Gang Initiative

Led by the 94 U.S. Attorneys throughout the country, Project Safe Neighborhoods and the Anti-Gang Initiative are programs to reduce gun and gang crime in America by bringing together resources from the local, state and federal levels. The goal is to create safer neighborhoods by reducing gun and gang violence and then sustaining the reduction.

As a part of Project Safe Neighborhoods, the Drug Task Forces have been trained by the Office of the United States Attorneys in all three districts in order to become a part of the solution in reducing firearms violence in their communities. Drug Task Forces throughout the state are actively filing cases under the Project Safe Neighborhoods Projects.

Association of Oklahoma Narcotics Enforcers

Since drug task forces continue to be the primary approach to combat Oklahoma's drug problem, a effort between local law enforcement agencies and the drug task forces continues. Beginning in 2003, administrative funds were used to provide local law enforcement officers with the opportunity to attend a premier, state of the art training on narcotics enforcement. This four-day annual training is sponsored by the Association of Oklahoma Narcotics Enforcers (A-ONE) in August of each year in Oklahoma City, Oklahoma. The DAC has paid for the registration fees and/or lodging expenses for

task force members and local law enforcement officers from each of the drug task forces. Overwhelmingly, the drug task forces report that attending this training with their local law enforcement counterparts significantly improved relationships more than any other effort ever undertaken.