

ARIZONA'S BORDER COUNTIES

Arizona was the last of the continental 48 states to enter statehood. Typical of western states, Arizona is arid and rugged, with sparsely populated rural areas and geographically large counties. The federal government and Indian tribes own most of the state, so decisions and policies made in Washington affect the state deeply. As with other states along the southwestern border, the macroeconomic and political conditions of Mexico reverberate throughout Arizona. Four of Arizona's 15 counties share the state's 360-mile border with Mexico. To varying degrees, Arizona counties have been grappling with the consequences of proximity to Mexico for many years. The economic benefits of easy access to Arizona communities by Mexican citizens have been well documented and encouraged for years, but the social, environmental and fiscal consequences of illegal activities have only recently come to the public's attention.

Arizona's population in 1999 was estimated to be about 5 million. Just over three-quarters are concentrated in Maricopa County (2,803,325) and Pima County (803,618), making Arizona an urban state. Roughly 83 percent of the state's 113,554 square miles is controlled by the federal government and 21 Indian tribes; only 17 percent is privately owned. Private land ownership by county ranges from a low of 3 percent in Gila County to a high of 41 percent in Cochise County. Status of land ownership is important, because counties derive their principal general fund revenues from the property tax. The two urban counties and 13 suburban and rural counties are active participants in state policy making to ensure that their concerns are addressed. All 15 counties are also members of the National Association of Counties, and several county supervisors participate on national task forces, particularly ones that relate to federal land policies and criminal justice. A tradition of county activism in federal and state issues that impact county government led the counties on the border to bring together their border counterparts in California, New Mexico and Texas. Santa Cruz County, the smallest in land base and population of the four border counties, had commissioned a precursor to this study in 1997, *Border Impact: Law Enforcement and Criminal Justice in Santa Cruz County, Arizona*.¹ The findings of that study led to a bill that garnered a significant state appropriation to the county's general fund in 1998. Santa Cruz County officials then distributed the study to other counties along Mexico's border, and the U.S./Mexico Border Counties Coalition was formed soon after. All four counties are founding members of the U.S./Mexico Border County Coalition, and Pima County Supervisor Sharon Bronson represents them on the executive committee.

Arizona's Border Environment

Arizona's four border counties include Cochise County, Santa Cruz County, Pima County, and Yuma County. They have a combined population of 1.1 million, 18 percent of the 6.3 million population in the 24 border counties. Seven ports of entry operate in Arizona: two in Cochise County, two in Santa Cruz County, two in Pima County, and one in Yuma County. In 1999 the INS recorded 34.2 million border crossings into Arizona, roughly 11 percent of all crossings along the southern border. In that same year, however, approximately 530,000 apprehensions were made by the Border Patrol, nearly 40 percent of the total number of U.S./Mexico border apprehensions. Arizona clearly experiences a disproportionately high share of illegal apprehensions; the state, indeed, is the top choice for entering illegally. Moreover, the hottest spot

currently for illegal entry is the Douglas area in Cochise County, where 56 percent of Arizona apprehensions were recorded. On a per capita basis, however, Santa Cruz County has the greatest proportion of illegal crossings of the four border counties. The terrain along Arizona's border is rugged and remote, but not impassable. The most daunting passage is through vast stretches of uninhabited desert in Pima and Yuma Counties. Still, Arizona is relatively accessible--- temperature rather than terrain is the principal physical deterrent. Table A1 presents border county data in Arizona.

Table A1: Arizona Border County Statistics

County	Population (%)	Square miles(%)	INS Crossings (%)	BP Apprehensions (%)	Ports-of-Entry
Cochise	112,754 (10.5%)	6,256 (28%)	7,078,430 (21%)	295,247 (56%)	2
Santa Cruz	39,150 (3.5%)	1,246 (6%)	14,774,813 (43%)	86,529 (16%)	2
Pima	803,618 (74%)	9,240 (41%)	1,665,802 (5%)	59,865 (11%)	2
Yuma	135,614 (12%)	5,561 (25%)	10,638,342 (31%)	87,939 (17%)	1
Total:	1,091,136	22,303	34,157,387	529,580	7

Source: DES, INS, BP

Characteristics of Arizona County Government

Arizona county governments are subdivisions of the state but with considerable local authority. While only the two urban counties, Maricopa and Pima, have the option of framing and adopting a home rule charter (though neither county has achieved voter approval), counties can levy a one-half cent sales tax for general purposes, set their own service charges, impose development impact fees, and establish sub-taxing districts for jails, health care, sports stadiums, and benefit service districts. Principal revenues for the county general fund come from the county property tax and state-shared taxes. (The State of Arizona distributes to counties a portion of the state sales tax, gasoline tax, vehicle license tax, and lottery profits.) Counties are uniformly structured: the governing body, called board of supervisors, is comprised of three or five members, elected to four-year terms from districts. The chairman is selected from among the members. The board of supervisors has overall fiscal and fiduciary responsibility for the county, but it does not oversee operations of the seven elected department heads, called county constitutional officers. They include county assessor, county attorney, clerk of superior court, county recorder, county school superintendent, sheriff, and county treasurer. All elected officials run on a partisan basis and can serve an unlimited number of terms. Judicial officers---superior court judges, justices of the peace, constables---are also elected on a partisan basis. (Superior court judges in Maricopa and Pima Counties are appointed by the governor and subsequently stand for voter retention.) All 15 counties have appointed professional managers or administrators with broad authority. Arizona counties belong to the Arizona Association of Counties, the County Supervisors Association of Arizona, and the National Association of Counties. Many top appointed officials also belong to

the International City/County Management Association and the Arizona City/County Management Association.

Arizona County Law Enforcement and Criminal Justice System

County governments have a state responsibility to process anyone apprehended on state felony or multiple misdemeanor charges. From apprehension to preliminary hearings, prosecution and indigent defense, pre-trial services, adjudication, probation and detention, (including a range of services to juvenile offenders), the county criminal justice system is complex and expensive. Most aspects of this system are funded through the county general fund with revenues generated locally.

In all counties, whether situated along the border or not, the major portion of the general fund goes toward financing law enforcement and criminal justice. Arizona’s system at the county level typically consists of eight departments. They include: sheriff, indigent defense, county attorney (civil and criminal), justice court, clerk of superior court, superior court, adult probation, and juvenile court center. The departments of sheriff, county attorney, and clerk of superior court are headed by officials elected countywide to four-year terms. Elected presiding superior court judges oversee the superior and justice (and municipal) courts and appoint court administrators. Each department has multiple divisions, depending on the size of the county and the level of criminal activity. The indigent defense system is the responsibility of the board of supervisors, and the adult probation and juvenile court functions are the responsibility of the superior court. The board of supervisors, however, has full legal and fiduciary responsibility for all departments in the law enforcement and criminal justice system.

Arizona border counties spent a combined \$170.1 million from the general fund on law enforcement and criminal justice functions, or \$155 per capita. The proportion of general fund expenditures that finances the county law enforcement and criminal justice system ranges from a low of 37.5 percent in Santa Cruz County to a high of 61 percent in Yuma County. (The average is 48 percent.) The four counties spent from \$16 per resident to \$154 for law enforcement and justice services. These statistics are found in table A2.

Table A2: General Fund Expenditures on Law Enforcement and Criminal Justice

County	Expenditure (% gen fund)	Per Capita
Cochise	\$14,178,450 (39%)	\$126
Santa Cruz	\$ 6,043,014 (37.5%)	\$154
Pima	\$132,000,000 (54%)	\$16
Yuma	\$17,917,646 (61%)	\$132
TOTAL:	\$170,139,110	\$155

Arizona County Indigent Health Care System

The county indigent health care system consists of several components. Counties are mandated by the state to provide health care to resident indigents through the state's version of Medicaid, called Arizona Health Care Cost Containment System (AHCCCS). Indigent medical services are not provided to nonresidents, but they can receive emergency care through the State Emergency Services (SES), a division of AHCCCS, or Federal Emergency Services (FES), a division of the federal government. Care for illegal immigrants treated under SES is indirectly financed by counties through their annual mandated contribution to AHCCCS. The SES program consumes about 9/10 of 1 percent of the state AHCCCS budget, and it is assumed that that portion of the county contribution goes to SES. The vast majority of non-resident indigents in border counties who receive emergency medical care, including labor and delivery, are undocumented immigrants. Further, counties conduct interviews and reviews to determine if applicants qualify for AHCCCS. Many of the applicants who do not qualify are illegal (though many who do qualify are residing illegally), so the eligibility determination function factors in a county's cost for emergency medical care for illegal immigrants. The number of applicants that are disqualified becomes the basis for determining cost. (Note that the requirements for qualifying for medical services differ among county, state and federal programs. There seems to be some disagreement on the interpretation of those qualifications, and more research is needed to determine exactly what types of non-residents, including illegal immigrants, are covered by either SES or FES [e.g., marital status and intent to remain in the state].)

Pima County presents a different situation with respect to emergency medical care. The county owns and operates Kino Hospital, so the county is in the medical care delivery business directly. While Kino Hospital is budgeted as an enterprise (i.e., self-supporting), the county general fund subsidized the hospital for \$18 million in FY 1999. Pima County also incurred some pre-AHCCCS medical expenses for illegal immigrants.

Medical personnel do not typically inquire about patient alienage, only county residency, so a county's illegal immigrant caseload is very difficult to determine. Estimated impacts on emergency medical services and eligibility determinations were based on general trends in border counties, interviews with a number of health care workers on various aspects of their work, and common sense. Likewise, the alienage of autopsy and burial recipients is not routinely documented, so other indicators were considered, such as manner of death (e.g., dehydration) and name (e.g., "John Doe"). Impact estimates in this domain, therefore, are meant to give only a general idea of costs.

Costs to Arizona Border Counties

Arizona's four border counties incurred an additional expenditure of \$24.2 million from the general fund during FY 1999 because of the influx of illegal immigrants who committed state felonies or two or more misdemeanors. The majority of this additional financial burden fell on law enforcement and criminal justice departments; a small portion was also tied to indigent health care for *any* illegal immigrant. Table A3 presents the cost estimates for each county as well as the cost per resident. These totals include the cost estimate for receiving services from general county government (e.g., information systems, board of supervisors, human resources, finance and

budgeting).

Table A3: Estimated Costs of Illegal Immigrants by County

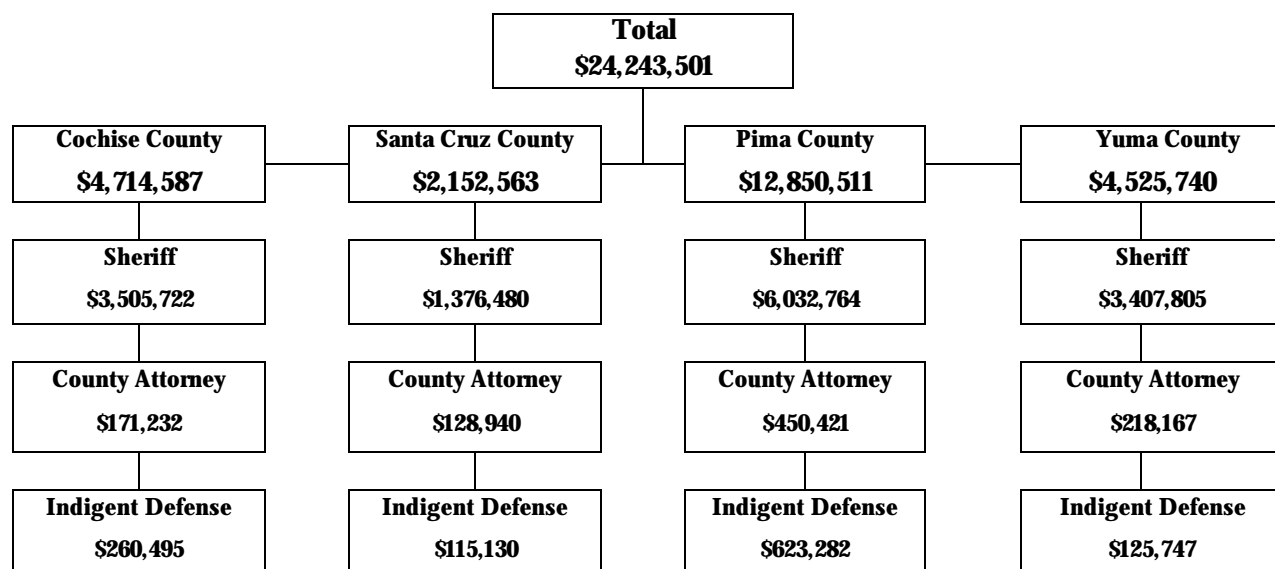
County	Cost Estimate (% of total)	Per Capita Cost
Cochise	\$4,714,587 (19.9%)	\$41.81
Santa Cruz	\$2,152,663 (8.6%)	\$55
Pima	\$12,850,511 (51.8%)	\$16
Yuma	\$4,525,740 (19.7%)	\$33.37
Total:	\$24,243,501	\$22.22 (ave)

Arizona’s border counties spent an average of \$22.22 per person to provide services to criminal illegal immigrants and illegal immigrants given emergency medical care, autopsies, or burials. Pima County’s total share of the burden is 52 percent. Santa Cruz County’s burden, however, is significantly disproportionate to that of the other three: The county’s per person expenditure, at \$55 is \$33 greater than the border average of \$22.

Costs to Arizona Border County Departments

Estimated costs to each department were determined first by estimating the impact on departmental workload of processing criminal illegal immigrants and illegal immigrants needing emergency medical services. Considering workload and then taking a commensurate percentage of a department’s general fund budget insures that the administrative overhead of the department is included. Additionally, estimates include the interdepartmental charges for general government services (“Gen Gov”) as explained in Chapter 1. Note that autopsies and burials are also included in the category of “emergency medical.” Table A4 presents estimated total costs by county and department.

Table A4: Costs to Arizona Border Counties by County and Department



Justice Court \$104,163	Justice Court \$95,868	Justice Court \$208,339	Justice Court \$59,487
Clerk of Superior Court \$96,903	Clerk of Superior Court \$64,990	Clerk of Superior Court \$36,342	Clerk of Superior Court \$61,698
Superior Court \$238,462	Superior Court \$156,320	Superior Court \$520,443	Superior Court \$211,518
Adult Probation \$44,856	Adult Probation \$149,528	Adult Probation \$132,308	Adult Probation \$105,581
Juvenile Center \$210,819	Juvenile Center \$55,255	Juvenile Center \$254,967	Juvenile Center \$0
Emergency Medical \$81,935	Emergency Medical \$16,152	Emergency Medical \$4,591,645	Emergency Medical \$335,736

As noted, the percentage of impact on workload is the basis for determining the cost to the general fund for each department. Impacts on the workload of each department are presented in table A5.

Table A5: Workload Impact on Departments by County

County	Sheriff Patrol/Jail		County Attorney	Indigent Defense	Justice Court	Clerk of Superior Court	Superior Court	Adult Probation	Juvenile Court	
Cochise	60%	40%	28%	15%	13%	9% (average)	26%	24%	14%	15%
Santa Cruz	30%	54%	23%	36%	36%	36%	36.0%	53%	10%	
Pima	18%	4%	4.5%	4.5%	9.3% (average)	4.5%	4.5%	4.4%	2%	
Yuma	25%	30%	20%	20%	20%	20%	20%	20%	0%	

Sheriffs bear the greatest impact and cost of any department in the law enforcement and criminal justice system. The combined cost estimate for sheriffs is \$14.5 million. Further, while impacts on workload vary by county, they tend to be consistent from department to department within counties. Cochise County's impact on workload varies considerably, but Santa Cruz County's is about 36 percent throughout, Pima's is about 4.5 percent, and Yuma's is about 20 percent. The sheer size and scope of Pima County's government explains its relative impact on workload.

Impact on Arizona Citizens

County boards of supervisors are constrained by comparatively high property tax rates and low assessed valuations, as well as revenue and expenditure limitations and burdened property owners whose taxes go principally to school and community college districts. In other words, raising the county property tax rate can be a wrenching experience and politically challenging, as property owners often assume that their entire tax payment goes to county government or that, if they live within an incorporated municipality, they receive no services for their county taxes.

The economics of running a county government make it difficult and frustrating for boards of supervisors to absorb expenditure demands that are beyond the control of local officials. For example, Santa Cruz County, which is disproportionately impacted by criminal illegal immigrants, has had one of the highest increases in the primary property tax rate in recent years, climbing 23 percent from \$2.6485 in FY 1995 to \$3.2487 in FY 1999. As shown in table A3, the cost to each Santa Cruz County resident of providing services to criminal and other illegal immigrants was \$55 considerably greater than the \$42 paid by Yuma County residents, the \$16 paid by Pima County residents, or the \$34 paid by Yuma County residents.

This per capita cost does not take into consideration other costs of illegal immigration in terms of private property damage, private property loss, or environmental degradation on state and federal land. Moreover, the tactics of illegal immigrants can engender fear in border residents. None of these social impacts has factored into the study. There are also opportunity costs associated with providing services to criminal illegal immigrants. The total estimated cost of \$24.2 million to Cochise County, Santa Cruz County, Pima County and Yuma County is revenue from local residents that could have been returned to property owners in the form of a decrease in the property tax rate or applied toward county programs that would add value to the community, such as airport development, new recreation sites, investment in economic development or expansion of existing programs and services.

The \$24.2 million cost reflects the impact in FY 1999 only. More recent statistics indicate that the costs of providing services to illegal immigrants in FY 2000 and 2001 will be higher. Apprehensions by the Border Patrol in the month of April 2000 were over 37 percent greater than those one of year before; they jumped from 47,482 to 65,213 in one month alone.² Border counties are likely to continue spending more and more of their general fund on apprehending, detaining, prosecuting, defending, adjudicating, and medicating illegal immigrants who not only cross into Arizona without documentation but also commit state crimes, give birth or become injured on the journey.

The following four sections provide a detailed description of the impact on workload and budgets on Arizona's border counties. Each section includes brief descriptions of the county, its border environment, and the cost to each department. Data collection methods and limits are cited, as well as key assumptions employed to reach reasonable cost estimates.

COCHISE COUNTY, ARIZONA

Cochise County lies in the southeast corner of Arizona. It contains 6,256 square miles and shares 84 miles of border with Mexico. The county general fund was \$36.7 million, and the total budget was \$59.1 million. Expenditures for law enforcement and criminal justice functions totaled \$14.4 million (39 percent of the total general fund), for an expenditure of \$126 per capita. The county's primary property tax rate was \$2.9873 per \$100 of assessed valuation, and total assessed valuation was \$457.6 million. The county's population in 1999 was 112,754. About 60 percent live in the seven incorporated municipalities of Benson, Bisbee, Douglas, Huachuca City, Sierra Vista, Tombstone, and Willcox. Only Douglas, with a population of 15,000, sits on the border. Other populated enclaves include Naco, Palominas, Hereford, St. David, San Simon, Bowie, and Elfrida. Institutions of higher education include a branch of The University of Arizona in Sierra Vista and Cochise Community College.

Cochise County's Border Environment

The Mexican State of Sonora shares the border with Arizona. The Sonoran cities near Cochise County's portion of the border include Agua Prieta, Naco and Cananea, with a combined population of 99,247. Two ports of entry operate in Cochise County, at Douglas and Naco. There were 7,078,430 border crossings into Cochise County during 1999 and 295,247 illegal apprehensions, 21 percent and 56 percent of the state total, respectively. Border Patrol stations in Cochise County are located at Douglas, Bisbee and Willcox.

In the last two years Cochise County has experienced the greatest increase in immigrant crossings among Arizona's border counties and likely along the entire U.S. border. The county has attracted national attention from media portrayals of ranchers who detain illegal border crossers on their property and hold them for the Border Patrol. Table A6 displays Cochise County border statistics.

Table A6 : Cochise County Border Statistics

Population	Square mi.	Border Length	INS Crossings	Border Patrol Apprehensions	Ports-of-Entry
112,754	6,256	84 miles	7,078,430	295,247	2

Sources: Census Bureau, INS, Border Patrol

Costs of Illegal Immigration on Law Enforcement, Criminal Justice and Emergency Medical Services

The total cost to Cochise County of apprehending and adjudicating criminal illegal immigrants is estimated to be \$4.7 million. This includes the costs for general government services, emergency medical care, autopsies, and burials. The cost per resident of Cochise County was \$41.81. One site visit was made in February 2000 and several interviews were subsequently conducted in Tucson and Phoenix. All department heads and many division heads as well as some elected officials, technical experts, and administrators were consulted. Budgets, court records, and available departmental statistics were reviewed. Follow-up inquiries were made through telephone calls, e-mails and faxes, and preliminary and final cost estimates were presented to officials for

review. The total cost and costs by departments are presented in table A7. A narrative for each department follows.

Table A7: Cochise County Costs by Department
County Total: \$4,714,587

Sheriff	County Attorney	Indigent Defense	Justice Courts	Clerk of Superior Court	Superior Court	Adult Probation	Juvenile Center	Emergency Medical
\$3,505,722	\$171,232	\$260,495	\$104,163	\$96,903	\$238,462	\$44,856	\$210,819	\$81,935

Cochise County Sheriff

Costs to the sheriff were estimated to be \$3,505,722. Consistent with other counties, the sheriff's budget is the greatest expenditure in the law enforcement and criminal justice system. (The sheriff's portion of the total costs of processing criminal illegal immigrants in Cochise County is 74 percent.) The sheriff's audited general fund expenditures were \$7.1 million. Interviews with officials indicate that the patrol, investigation, and administration divisions are impacted by criminal illegal immigrant activity at different rates. The patrol division incurred the largest impact, estimated to be about 60 percent of its workload. Impact on the investigation division was about 25 percent, and both impacted the administration division about 40 percent. Expenditures in these three divisions amounted to \$4.7 million dollars: \$2.4 million for patrol, \$.5 million for investigation, and \$1.8 million for administration. Jail operations comprise 34 percent of the sheriff's budget, or \$2.4 million. Documentation submitted to SCAAP indicates that criminal illegal immigrants amounted to 28 percent of the jail population. The average daily jail population is 150, and the average length of stay of illegal immigrants was 109 days. The total cost for detention came to \$614,354, with an additional \$91,575 in medical expenses for inmates and the services of a jail counselor. Combined cost to the Cochise County Sheriff for patrol, investigation, administration, and detention is \$2.9 million. (The sheriff received \$156,824 from SCAAP.) As shown in the table below, the addition of \$447,095 for general government services brings the total cost to \$3,505,722.

Table A8: Cochise County Sheriff Impact

Division	General Fund	% Impact	Cost
Patrol	\$ 2,402,881	60%	\$ 1,441,729
Investigation	\$ 518,269	25%	\$ 129,567
Administration	\$ 1,790,382	40%	\$ 716,153
Detention	\$ 2,427,153	28%	\$ 679,603

Medical-counsel	\$ 327,054	28%	\$ 91,575
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Cost	Gen Gov	Total Cost
\$3,058,627	\$447,095	\$3,505,722

The sheriff's office, located in Bisbee, is only six miles from the border and the county's two ports of entry. More than 60 percent of the activities of the sheriff's patrol division are related to undocumented immigrants or drug- and people-smugglers. Citizens living within a 10-mile area of the border make most of the calls to dispatch. Reported crimes, however, are not considered serious; burglaries are the most common offense. Activity is seasonal. Explains one official, "January and February bring heavy illegal entry attempts and the spring and fall are heaviest for drug smuggling."

Two-thirds of the arrests of criminal illegal immigrants are made by the sheriff's office (one-third of those in the summer). Often, from two to five immigrants together are taken into custody. They go through the booking process to a holding cell, where they receive a psychological profile by jail staff to determine which part of the jail is appropriate to house them in. Then jailers notify the Mexican consul in Douglas of their capture. Within 24 hours, deputies take them to justice court for formal arraignment. At this point, they are either bound over for trial or released on bond. If they remain in jail and receive a sentence of over 366 days, they are transferred to the state prison and become state prisoners. The largest impact on costs involving non-serious crimes occurs at the beginning point of contact: the dispatch center and the field deputy. Time spent on illegal immigrants is measured by number of phone calls and patrol logs. The sheriff also performs some search and rescue operations that occasionally involve illegals. While not a significant cost to the budget, the sheriff's office additionally lends support to the Border Patrol and municipal police departments in Douglas and Sierra Vista.

With no central population centers in the county, deputies are spread thin around the jurisdiction's 6,256 square miles. The sheriff operates five substations in addition to central operations and the detention center in Bisbee; they are located in Douglas, Sierra Vista, Benson, Willcox and Elfrida, and deputies reside near their substations. Activities that involve investigating and responding to illegal immigrants pull deputies away from their substation area and redirect them to the border area, "...forcing reprioritization of service calls throughout the county." Further, activities that are outside of a scheduled patrol nearly always require overtime pay. For example, a deputy may go home after working a 14-hour day in his or her area only to be called to Naco because no other deputies are available.

According to deputies, cases typically involve trespassers, many of whom break into barns or are found hiding under tractors and trailers. When deputies arrive, they decide if there has been a violation of state law or if they appear to be undocumented. If no serious crime has been committed, deputies call Border Patrol and wait for their arrival. Most property along the border is privately owned, so the sheriff has a state-mandated duty to remain and protect the property. Naco and Douglas experience about the same level of crime on a per capita basis, according to officials, and Sierra Vista is also beginning to get large groups coming through town attempting to reach public transportation. As a result, the Sierra Vista Police Department is now strapped for

resources. Added one sheriff's deputy, "From five to 30 immigrants a day cross my own property in Benson."

Trespassing on private property is so prevalent in Cochise County that a great deal of time is now spent on garbage cleanup, and citizens have formed a landfill steering committee to determine who or what agency should pay the tipping fees of clean up. Citizen patrols have also cropped up in response to the rising incidence of trespassing. One deputy reported that ranchers can deter anywhere from 300 to 600 illegal crossers in a single group on their property. Ranchers, especially within the first half-mile of the border, have occasionally reported some acts of terrorism intended to prevent them from making phone calls to authorities. Moreover, on the other side of the border, an emerging criminal activity involves preying on groups of immigrants preparing to cross. Rape, robbery, servitude and beatings are becoming more common, and Mexican officials are contemplating putting together teams to blend in with the immigrants to prevent these incidents.

In case of a medical emergency for an illegal immigrant inmate, the sheriff must perform the screening. If hospitalization is required, a deputy then transports the prisoner to the hospital and remains with him for the entire period of hospitalization. Detention officers are specially trained for this job. Often if the immigrants are bonded out from jail or placed on their own recognizance and they fail to appear, a bench warrant is issued. If they are captured, they enter the criminal justice system for a second time.

Cochise County County Attorney

Costs to the county attorney were estimated to be \$171,232. The audited general fund expenditures were \$1.3 million, 69 percent of which finances the department's criminal division (\$889,098). The criminal illegal immigrant caseload was estimated by department officials to be 15 percent, or \$133,365. The county attorney also prosecutes juveniles; that caseload is "conservatively" estimated to be 15 percent, or \$15,000 out of the \$100,000 juvenile division budget. (Many juveniles are residing in Cochise County illegally but claim legal status, so this estimate is low.) The county attorney's portion of general government services amounts to \$22,867, as shown in table A9.

Table A9: Cochise County Attorney Impact

Gen Fund	Crim Budget	Impact	Gen Gov	Total Cost
\$1,285,639	\$889,098+ \$100,000	15%	\$22,867	\$171,232

Burglary and theft constitute the majority of criminal illegal immigrant charges prosecuted by the county. Very few cases actually go to trial. Most plea bargain, but all defendants spend time in jail. Statistics generated by the office indicate that out of 506 files of indictments, 256 were prosecuted, 104 of which had undocumented alienage. They required a total of 7,836 case days, or an average case length of 81.6 days. They remained in jail during that period.

Cochise County Indigent Defense

Estimated costs for indigent defense of criminal illegal immigrants is \$260,495. Cochise County’s indigent defense system consists of the county departments of public defender and legal defender. A third component is contract defense counsel appointed by the bench under the budget item of “mandatory indigent defense.” Total general fund expenditures for the indigent defense system were \$1.7 million.

Officials estimate that the caseload impact of criminal illegal immigrants was 11 percent. However, the extra work required to defend undocumented defendants adds another 2 percent, bringing the impact to roughly 13 percent (see below). The cost estimate for indigent defense services to illegal immigrants is \$227,495, plus \$33,000 in general government services, as seen in table A10.

Table A10: Cochise County Indigent Defense Impact

Gen Fund	Impact	Cost	Gen Gov	Total Cost
\$1,749,961	13%	\$227,495	\$33,000	\$260,495

Officials report that most cases involving undocumented immigrants come first to the public defender. The public defender typically handles from 50 percent to 80 percent of these original cases. In cases of conflict of interest, the list of remaining defendants is then sent to the legal defender. If a conflict still exists (i.e., multiple defendants), the bench will appoint a private defense attorney who is under contract with the county. Attorneys in both offices explain that they are hampered by a shortage of attorneys who speak Spanish. The process of defending criminal illegal immigrants includes transcribing, translating and investigating, making long-distance phone calls to Mexico, and educating defendants in the American criminal justice system, particularly the concept of “ trial.” (Most of the defendants have minimal formal education, three to six years only.) Because of the lack of Spanish-speaking attorneys, bi-lingual county secretaries often must travel into Mexico to perform investigative fieldwork. Moreover, only one attorney (bi-lingual) in the public defender’s office handles undocumented immigrants, which diverts her from more serious cases. Using contract attorneys, who charge by the hour, drives up the cost of indigent defense significantly. Additional expenses are also incurred with the use of interpreters, bi-lingual court reporters, and witnesses. As one defense attorney explains:

Actually, the UDA [undocumented alien] cases often take a bit more work. They always require the services of an interpreter. I have learned a little Spanish and can speak it minimally. Another attorney in our office is headed for Mexico for a second, longer (3 month leave of absence, unpaid) course in Spanish. When he returns he will be fairly fluent. Until then, we have an investigator who is reasonably fluent and can

accompany the attorney to the jail to talk with clients. So that is more expensive: two people instead of one talking to one client. You also need to know that the court interpreter is needed to translate documents from Mexico, and to work at every court appearance. This increases the cost of defending and prosecuting all Spanish-speaking defendants.

According to officials, many undocumented defendants provide local addresses, but they are usually fabricated. Non-citizens also include the category of “border crosser,” someone who has a travel card to enter for work on a daily basis but commits a felony. Documented citizens in multi-party crimes also involve non-citizens, further complicating a case. On rare occasions when four or five defendants are arrested for the same crime, they will implicate each other, eliminating the need to hire contract attorneys. When defendants all agree, of course, there is no conflict of interest and the public defender handles the case.

Cochise County Justice Court

The cost to the six justice courts was estimated to be \$90,163. An additional \$14,000 was included for general government services for a total of \$104,163. Estimates were compiled by the superior court administration staff through interviews with justices of the peace, justice court administrators, and clerks. The combined general fund expenditure of the six courts was \$1.3 million. Since the justice courts handle civil and traffic cases as well, an estimate was first made of each court’s criminal workload, followed by an estimate of that workload devoted to illegal immigrants and border crossers. Table A11 shows workload impact and table A12 shows cost impact.

Table A11: Cochise County Justice Court Workload Impact

Justice Court	#1	#2	#3	#4	#5	#6
Crim Caseload	40%	75%	65%	65%	37%	20%
Impact	10%	30%	4%	7%	1%	10%

The criminal workload and illegal immigrant caseload depends on the location of the court. Justice Court #2, for example, is located in Douglas. Justice Court #5 is located in Sierra Vista, and Justice Court #6 in Bowie, a small, unincorporated community in the northeast part of the county.

Table A12: Cochise County Justice Court Cost Impact

Gen Fund	Impact	Cost	Gen Gov	Total Cost
\$1,289,268	varies	\$90,163	\$14,000	\$104,163

Cochise County Clerk of Superior Court

The clerk of superior court’s general fund budget was \$787,633. Clerks estimate that 41 percent of their workload is related to criminal cases. “Using a pretty extensive sampling method,” explains one clerk, “we came up with the figure of 26 percent of criminal cases involving illegal immigrants/border crossers.” The cost estimated for the clerk of superior court of providing services to criminal illegal immigrants was \$83,962. The addition of \$12,242 in general government services brings the total to \$96,903, as shown in table A13.

Table A13: Cochise County Clerk of Superior Court Impact

Gen Fund	Crim Budget	Impact	Cost	Gen Gov	Total Cost
\$787,633	\$322,930	26%	\$83,962	\$12,941	\$96,903

Illegal immigrants charged with state crimes generally go before a grand jury and do not receive a preliminary hearing. Most of them plead down, but they still remain in jail. (Some are also indicted who haven’t been to jail yet.) There is an impact on jury selection, however, because people get called to serve on a jury and then the defendant pleas out.

Cochise County Superior Court

The estimated cost to the superior court of providing services to criminal illegal immigrants and border crossers is \$205,417. An additional cost of \$33,045 is added as general government services, for a total of \$238,462. General fund expenditures for all court operations amounted to \$1.5 million. Operations include four superior court divisions (\$684,828), court administration (\$520,194), court security (\$149,853), interpreters (\$99,141), and jury commissioners (\$74,402). Court personnel estimated that the overall workload of superior court for criminal cases is 56 percent. Further, the percentage of criminal cases that are illegal immigrant or border crosser is 24 percent. These court statistics are provided in table A14.

Table A14: Cochise County Superior Court Impact

Gen Fund	Crim Budget	Impact	Cost	Gen Gov	Total Cost
\$1,528,418	\$855,904	24%	\$205,417	\$33,045	\$238,462

Cochise County Adult Probation

The estimated cost to the adult probation department of providing services to criminal illegal immigrants is \$38,856. Six thousand dollars was added as the cost of general government services, for a total of \$44,856. Expenditures covered by the general fund amounted to \$277,300 (the major part of this department is funded by the state). Department officials estimated that the number of pre-sentence investigations (PSI) conducted on criminal illegal immigrants was 205 and that each investigation and subsequent report took eight hours. They also estimated that it took 30 minutes to review each PSI. Most illegal immigrants plea bargain (95 percent), and work done on unsupervised probation cases consists of sending termination notices. The time spent on

undocumented immigrant cases for management information services and criminal history checks is also included. During 1999 there were also 220 additional interactions with undocumented cases that were still open from previous years. Further, according to one official, “The federal government dumps some of its probation cases on us.” These tend to be port-of-entry drug and vehicle theft cases. Workload devoted to processing criminal illegal immigrants was estimated to be about 14 percent of the department’s total workload. Calculations for various aspects of processing are arrayed below, followed by cost estimates in table A15.

PSI = 205 X 8 hours X \$19 = \$31,160
 PSI review = 205 X 30 minutes X \$25 = \$2,563
 Termination notification = 52 hours per year X \$19 = \$988
 MIS = 75 hours per year X \$17 = \$1,275
 Criminal history check = 205 X 1 hour X \$14 = \$2,870

Table A15: Cochise County Adult Probation Impact

Gen Fund	Cost	Gen Gov	Total Cost
\$277,300	\$38,856	\$6,000	\$44,856

Cochise County Juvenile Court Center

The estimated cost to the juvenile court center is \$167,505. An additional \$43,314 in general government services brings the total to \$210,819 (see table A16). A good portion of this department is state-funded; general fund expenditures amounted to \$1,271,969. The juvenile court center primarily provides detention services (\$666,196) and probation services (\$563,121). Juvenile court center officials estimate that about 9 percent of the average daily inmate population is illegal and that the average length of stay for them is 16.7 days. Out of 513 detainees in 1999, 45 of them were undocumented. Most illegal juvenile inmates are picked up for drug trafficking, burglary, or possession of marijuana. The incidence of “casual crime” has declined significantly since the border wall was erected at Douglas in 1998. One official defined the casual criminal in this way: “They are not professionals. They run into a house, grab a VCR, and run back across the border.”

Probation services for illegal juveniles consume from 10 percent to 13 percent of the department’s workload. Probation officers track illegal juvenile cases from detention to hearing to adjudication to resolution. A lot of time is spent attempting to reach parents in Mexico, which includes telephone costs, insurance, and sending staff across the border to search for documentation or locate family. Occasionally, psychic-evaluation tests are also conducted, at a cost of \$500 each.

Table A16: Cochise County Juvenile Court Center Impact

Detention Budget	Impact	Cost	Probation Budget	Impact	Cost	Gen Gov	Total Cost
\$666,196	15%	\$99,930	\$563,121	12%	\$67,575	\$43,314	\$210,819

Cochise County Emergency Medical Services

The aggregate estimated costs for illegal emergency medical services, autopsies, and burials amount to \$68,404. Added to these costs is \$13,531 in general government services for a total of \$81,935 (see table A17 for details). The county's contribution to AHCCCS was \$6.8 million; the portion that funds SES amounts to \$19,933. Burials are about \$750 a piece, and only two out of the 20 indigent burials were of illegal indigents. According to the county's medical examiner, about 6 percent of the autopsies performed were on illegal indigents. Not included in these medical estimates is the cost for ambulance service, which the county subsidized for \$103,254. (No records are available on the number of undocumented ambulance users. Moreover, the county subsidy for ambulance service disappears in 2001.) Estimates are likely very conservative: One health department official explained that the number of undocumented residents is significant in Cochise County. They reside with legal residents and can easily provide electric bills or other documentation to prove residency.

Table A17: Cochise County Emergency Medical Impact

Eligibility	Medical (SES)	Autopsy	Burial	Gen Gov	Total Cost
\$39,315	\$19,933	\$7,656	\$1,500	\$13,531	\$81,935

SANTA CRUZ COUNTY, ARIZONA

Santa Cruz County is located in the south central part of Arizona. The county serves as a major transportation route connecting Mexico Highway 15 with the United States via Interstate-19 and Interstate-10. Seventy percent of the nation's winter produce enters through Nogales, Santa Cruz County's larger municipality. Trade, commerce, and some ranching anchor the county's economy, and *maquila* (bi-national) plant operations abound. The county's assessed value was \$185.3 million and the property tax rate was \$3.2487 per \$100 of assessed valuation. The general fund amounted to \$16 million, with a total budget of just under \$30 million. Santa Cruz County spent \$6 million on law enforcement and criminal justice, which amounts to 37.5 percent of the general fund and \$159 per resident. Two incorporated municipalities lie in Santa Cruz County. Nogales, the county seat, is a shopping mecca for Mexicans and the dominant population center in the region. The other is the Town of Patagonia, northeast of Nogales, a tiny ranching community. Other population enclaves include Sonoita, Tubac and Rio Rico. Santa Cruz County is in the process of establishing a community college system. With a population of 39,150 and a land area of just 1,246 square miles, the county is the smallest of Arizona's border counties in terms of area, population and public resources.

Santa Cruz County's Border Environment

Santa Cruz County hosts two of the major ports of entry along the Mexican border. Nogales is the busiest of Arizona's seven ports of entry. Arizona's Nogales faces the largest border city in the State of Sonora, also called Nogales. Sonora's Nogales has a population of well over 300,000 (though census estimates are much lower), with several more municipalities lined along Mexico Highway 15 south to Guaymas. Sonora's capital of Hermosillo, just 150 miles south, has a population of nearly one million. Such population disparity and illegal entry pressures place significantly disproportionate pressures on the fiscal resources and taxpayers of Santa Cruz County.

The three ports of entry along Santa Cruz County's 56-mile border comprise two in downtown Nogales and one a few miles west. They have been modernized and expanded in recent years. In 1999 the number of persons crossing into the United States through Nogales amounted to 14,774,813. Entries into the county compose 43 percent of all crossings into Arizona. The number of illegal immigrant apprehensions by the Border Patrol amounted to 86,529, or 16.3 percent of all federal apprehensions in Arizona. The Border Patrol operates one station, in Nogales.

Undocumented immigrants who are apprehended on one state felony or two or more misdemeanors are jailed and processed. The Nogales Police Department makes about 70 percent of those arrests and the Santa Cruz County Sheriff's Office makes 30 percent. Table A18 presents some Santa Cruz County border statistics.

Table A18: Santa Cruz County Border Statistics

Population	Square mi.	Border Length	INS Crossings	Border Patrol Apprehensions	Ports-of-Entry
38,116	1,268	56 miles	14.8 M	86,529	3

Sources: Census Bureau, INS, Border Partol

Costs of Illegal Immigration on Law Enforcement, Criminal Justice and Emergency Medical Services

Estimated costs to Santa Cruz County for providing services to criminal illegal immigrants is \$2,152,663. This includes \$385,684 in general government services. The cost for every resident was \$55. Cost studies were conducted on the departments of sheriff, county attorney, justice court, clerk of superior court, superior court, adult probation and juvenile court center. Estimates for indigent defense, which is contracted out, were provided by several departments. Costs were also estimated for medical emergency care, burials and autopsies performed on all illegal immigrants. A site visit was made in March 2000 and additional interviews were conducted in Tucson and Phoenix. Follow-up to the site visit consisted of numerous telephone calls, e-mails, and faxes. Three previous studies,³ budget documents, court records, and available departmental statistics were also consulted. Both preliminary and final estimates were given to county officials for review. Table A19 presents total cost estimates for the county, and the section following provides a breakdown of estimates by department.

Table A19: Santa Cruz County Costs by Department
County Total: \$2,152,663

Sheriff	County Attorney	Indigent Defense	Justice Courts	Clerk of Superior Court	Superior Court	Adult Probation	Juvenile Center	Emergency Medical
\$1,370,480	\$128,940	\$115,130	\$95,868	\$64,990	\$156,320	\$149,528	\$55,255	\$16,152

Santa Cruz County Sheriff

General fund expenditures for the sheriff were \$2.7 million. The portion for patrol, investigation and administration ("Patrol" in the table) is about 49 percent of the budget, and that for detention is about 51 percent. The total cost of apprehending, investigating, and detaining illegal immigrants is estimated to be \$1,376,480, which includes \$230,000 in costs for general government services, as shown in table A20.

The most common crime committed by illegal immigrants in Santa Cruz County is burglary. The average daily jail population was about 65 inmates in 1999. The average daily inmate count that is criminal illegal immigrant is 35, or 54 percent of the total inmate population. Criminal illegal immigrants stay an average of 68 days. Jail officials indicate that inmates typically spend one month in jail before trial, another three weeks during trial, and approximately three more weeks after sentencing. Estimated costs for detention, which include medical care and transportation, amounts to \$743,586. A payment from SCAAP was \$173,800. Processing and handling criminal

illegal immigrants places an estimated burden of about 30 percent on patrol, investigation, and administration; those costs amount to \$396,900.

Table A20: Santa Cruz County Sheriff Impact

Division	Budget	Impact	Cost
Patrol	\$1,323,000	30%	\$396,900
Detention	\$1,377,000	54%	\$743,580

Cost	Gen Gov	Total Cost
\$1,140,480	\$230,000	\$1,370,480

Santa Cruz County County Attorney

Arizona county attorneys handle both civil and criminal cases. About 66 percent of the county attorney’s workload is devoted to criminal cases. That portion of the general fund budget is \$450,000. The county attorney processed 550 adult felonies and 345 juvenile felonies. (These figures do not include bad check cases, revocations or forfeitures.) About 23 percent of these cases were identified as illegal immigrants, all from Mexico. The portion of the county attorney’s general fund budget spent on processing illegal immigrants comes to \$103,500. Another \$25,440 is added as general government services for a total of \$128,940 (see table A21).

According to county attorney officials, juvenile felony cases have declined in the last year because of the greater number of Border Patrol officers in the downtown Nogales area. Opportunities for shoplifting and car theft have been minimized.

Table A21: Santa Cruz County Attorney Impact

Gen Fund	Crim Budget	Impact	Cost	Gen Gov	Total Cost
\$674,322	\$450,000	23%	\$103,500	\$25,440	\$128,940

Santa Cruz County Indigent Defense

Santa Cruz County does not have a public defender or legal defender. All indigent defense is contracted out to private attorneys. The total general fund budget for indigent defense was \$256,580. According to officials in several departments, from 60 percent to 70 percent of all felony cases in the county receive public defense, and 100 percent of illegal immigrants are assigned a court-appointed attorney. Just under 36 percent of indigent defendants were illegal immigrants. The estimated cost for defending illegal immigrants comes to \$92,369, and an additional \$22,761 for general government services brings the total to \$115,130, as the table below indicates.

Table A22: Santa Cruz County Indigent Defense Impact

Gen Fund	Impact	Cost	Gen Gov	Total Cost
\$256,580	36%	\$92,369	\$22,761	\$115,130

Santa Cruz County Justice Court

Santa Cruz County has two justice court precincts. The combined general fund budget was \$403,452. The justice court in Nogales is the busier, spending 78 percent of the budget. Justice courts handle criminal, civil and traffic cases, and officials estimate that about 53 percent of the court's workload is devoted to criminal work. The caseload percentage of illegal immigrants is consistent with that of the county attorney, just below 36 percent. The estimated cost of providing services to criminal illegal immigrants is \$76,979, with another \$18,889 added for general government services. The department total is \$95,868, as the table presents.

Table A23: Santa Cruz County Justice Court Impact

Gen Fund	Crim Budget	Impact	Cost	Gen Gov	Total Cost
\$403,452	\$213,830	36%	\$76,979	\$18,889	\$95,868

Santa Cruz County Clerk of Superior Court

Clerk of superior court handles both adult and juvenile criminal cases, as well as civil filings. The clerk's general fund budget was \$374,566, and the criminal portion of that budget is about 39 percent, or \$144,957. According to officials, the clerk's office processed the same percentage of illegal immigrant filings as did the county attorney and justice court. Estimated cost to the clerk of superior court is \$52,185, about 36 percent of the criminal budget. Added to that is the clerk's portion of general government services, \$12,805, for a total of \$64,990 (see table below).

Table A24: Santa Cruz County Clerk of Superior Court Impact

Gen Fund	Crim Budget	Impact	Cost	Gen Gov	Total Cost
\$374,566	\$144,957	36%	\$52,185	\$12,805	\$64,990

Santa Cruz County Superior Court

The superior court consists of two divisions. The general fund budget was \$900,947. The bench's criminal workload consumes about 39 percent of the budget, or \$348,666. During the year, 246 adult criminal cases were filed and 352 juvenile cases were filed. About 36 percent of those cases were illegal immigrants. In addition to the two superior court judges and judge pro-tems, also involved in processing criminal illegal immigrants are judicial assistants, secretary-receptionists, interpreters, and bailiffs. Some interpreters are under contract as well. Estimated cost to the superior court is \$125,520. Another \$30,800 is added to cover general government services for a total of \$156,320, as table A25 shows.

Table A25: Santa Cruz County Superior Court Impact

Gen Fund	Crim Budget	Impact	Cost	Gen Gov	Total Cost
\$900,947	\$348,666	36%	\$125,520	\$30,800	\$156,320

Santa Cruz County Adult Probation

The adult probation department is primarily funded by the State of Arizona. Expenditures from the county general fund amounted to \$226,200. All of the workload is related to criminal activity, and about 53 percent of the probation department's workload, which includes unsupervised probation and pre-sentence investigations, involved undocumented immigrants. Estimated costs to the probation department are \$120,000 for unsupervised probation services and performing pre-sentence investigations on illegal immigrants. As table A24 indicates, an additional \$29,528 is added for general government services, bringing the total to \$149,528. One hundred twenty-six illegal immigrants out of 236 were under supervision, or about 53 percent. This caseload figure does not include intensive probation, which is funded by the state.

Table A26: Santa Cruz County Adult Probation Impact

Gen Fund	Impact	Cost	Gen Gov	Total Cost
\$226,200	53%	\$120,000	\$29,528	\$149,528

Santa Cruz County Juvenile Court Center

Juvenile court services include supervised probation, unsupervised probation, and detention. The general fund budget for juvenile detention alone was \$430,000. A total of 299 juveniles were detained in 1999, and 30 (roughly 10 percent) were undocumented. Costs include medical care and education, which is mandated by the state and requires hiring a half-time bi-lingual teacher. Estimated costs of detaining criminal illegal juveniles was \$43,000, plus \$12,255 in general government services, totaling \$55,255, as shown in table 27. The number of juvenile illegal immigrants receiving other probation services is not available.

Table A27: Santa Cruz County Juvenile Court Center Impact

Gen Fund (detention)	Impact	Cost	Gen Gov	Total Cost
\$430,000	10%	\$43,000	\$12,255	\$55,255

Santa Cruz County Emergency Medical Services

Like all Arizona counties, Santa Cruz County finances emergency medical care for non-resident indigents through its contribution to the state SES program. Santa Cruz County's contribution was \$428,832, so the 9/10 of 1 percent to SES was \$4,345. The general fund expenditure for determining eligibility was \$220,200. About 65 percent of the 1,258 determinations made in 1999 were denied, and about 5 percent of those denied were undocumented immigrants. The cost of conducting eligibility determinations on illegal immigrants came to \$7,177. The total estimate for emergency health care for illegal immigrants amounted to \$11,522. Santa Cruz County buried four

illegal immigrants (out of 452) for a cost of \$1,800, but performed no autopsies on illegal immigrants. The addition of \$2,830 in general government services brings the total to \$16,152. Table A28 shows these statistics.

Table A28: Santa Cruz County Emergency Medical Impact

Eligibility (SES)	Medical	Autopsies	Burials	Gen Gov	Total Cost
\$7,177	\$4,345	\$0	\$1,800	\$2,830	\$16,152

PIMA COUNTY, ARIZONA

Pima County lies in south central Arizona. The largest of Arizona's border counties in terms of both population and area, the county's population was about 803,618, making it the second largest of the 24 border counties behind San Diego County. Pima County's 9,240 square miles include 126 miles of border, two Indian reservations, and several federal and state parks. The county has five incorporated municipalities. Tucson is the largest with a population of 450,000; the others are Marana, Oro Valley, Sahuarita and South Tucson with a combined population of 34,000. Other population enclaves include Ajo, Green Valley, Catalina, Casas Adobes, and Vail. Arizona's land grant institution, the University of Arizona, is located in Tucson, as well as Arizona International College, an extensive community college system, and several private colleges. The general fund budget was \$246 million, and the total budget was \$748 million. Pima County's assessed valuation was \$3.9 billion, and the county property tax rate was \$3.6852 per \$100 of assessed valuation. General fund expenditures for law enforcement and criminal justice were \$132 million, comprising 54 percent of the general fund. The per capita expenditure for law enforcement and criminal justice in Pima County was \$161.

Pima County's Border Environment

The county's two ports of entry, at Lukeville and Sasabe, are in remote desert and not heavily traveled. About 170,000 crossings were reported by INS in 1999. Only 60,000 apprehensions were made by the Border Patrol, which operates two stations, at Tucson and Ajo. Vast stretches of desert along the southern and western parts of the county through the Tohono O'odham and Pascua Yaqui Indian Reservations make illegal entry dangerous; over 50 immigrants perished and many more were seriously injured in the first six months of 2000 alone. Moreover, two interstates serve as major people-smuggling routes and lead to additional deaths and injuries from van roll overs. The western part of the State of Sonora is lightly populated as well. Sonoyta, Puerto Penasco, Caborca, and other small towns have a combined population of about 108,000. Table A29 arrays some of these border statistics.

Table A29: Pima County Border Statistics

Population	Square miles	Border length	INS Crossings	Border Patrol Apprehensions	Ports-of-entry
803,789	9,240	126 mi	170,000	60,000	2

Sources: Census Bureau, INS Border Patrol

Costs of Illegal Immigration on Law Enforcement, Criminal Justice and Emergency Medical Services

The costs for providing law enforcement and criminal justice services to criminal illegal immigrants is estimated to be \$12.9 million, which includes \$4.6 million in emergency medical services and \$800,000 in general government costs. This translates into a per capita cost of \$16. The following section provides a breakdown of costs by department. Dozens of officials were interviewed: department and division heads, jailers, prosecutors and defenders, elected officials, technical experts, and administrators. Available statistical records were consulted as well as budget and court documents, SCAAP applications, and newspaper accounts. Follow-up was conducted through second site visits, telephone and e-mail interviews, and faxes. Department heads were provided with final cost estimations for review. Table A30 presents total and departmental cost estimates for Pima County.

Table A30: Pima County Costs by Department
County Total: \$12,850,511

Sheriff	County Attorney	Indigent Defense	Justice Courts	Clerk of Superior Court	Superior Court	Adult Probation	Juvenile Center	Emergency Medical
\$6,032,764	\$450,421	\$623,282	\$208,339	\$36,342	\$520,443	\$132,308	\$254,967	\$4,591,645

Pima County Sheriff

General fund expenditures for the sheriff totaled \$58 million. Jail operations comprised 42 percent of the budget, for \$24.3 million. Patrol, investigation and administration (“patrol” in tables) operations comprised 48 percent, for \$33.7 million. Patrol and investigation deputies estimate a criminal illegal immigrant impact on workload of from 3 percent to 5 percent. The two sheriff substations closer to the border, in Green Valley and Ajo, have higher impacts, from 4 percent to 9 percent. An average of 4 percent was used to estimate costs to the patrol, investigation and administration side of the sheriff’s budget, for \$1,348,200. The cost for detaining criminal illegal immigrants was estimated to be \$4,366,440. This estimate is based on 4,851 criminal illegal immigrant inmates (out of an annual population of 515,380) whose average length of stay was 19 days. The Tucson Police Department makes about 70 percent of arrests, the majority of which involve burglary, auto theft, and multiple DUIs, and the sheriff’s office makes 30 percent. A general government services cost of \$318,124 brings the total to just over \$6 million. (A payment of \$956,000 was received from SCAAP.) Table A31 presents calculations.

Table A31: Pima County Sheriff Impact

Division	Budget	Impact	Cost
Patrol	\$33,704,999	4%	\$1,348,200
Detention	\$24,258,000	18%	\$4,366,440

Cost	Gen Gov	Total Cost
\$5,714,640	\$318,124	\$6,032,764

Pima County County Attorney

The county attorney's general fund expenditures totaled \$12.2 million. The criminal division consumes about 60 percent of the workload, or \$7.3 million. Added to that are expenditures for the 88-Crime unit, victims' witness unit, and a portion of administration for a total criminal budget of \$9.8 million. Estimated cost to the county attorney's office is \$437,221 for processing illegal immigrants. The addition of \$13,200 in general government services brings the total to \$450,421, as table A32 indicates.

Data collected by the county attorney's "issuing attorneys" and the superior court's pre-trial services indicate that about 9 percent of adult felony arrestees are illegal immigrants, and about 6 percent of adult misdemeanor arrestees are illegal. Six hundred ninety-six illegal immigrants were reviewed by issuing attorneys, and approximately 369, or 53 percent, went on to impact superior court and other departments (4.5 percent of total felony caseload). Misdemeanor workload is not included.

Table A32: Pima County Attorney Impact

Gen Fund	Crim Budget	Impact	Cost	Gen Gov	Total Cost
\$12,150,690	\$9,716,022	4.5%	\$437,221	\$13,200	\$450,421

Pima County Indigent Defense

The system of indigent defense consists of the offices of public defender, legal defender, and the use of contract attorneys. Total expenditures for indigent defense amounted to \$13.5 million. (The cost for contract attorneys was \$4.3 million, 32 percent of total expenditures.) Neither the public defender, legal defender, nor the contract attorney administrator tracks the number of cases of undocumented immigrants, but they estimate that the 4.5 percent caseload in the county attorney's office and pre-trial services would apply to their caseloads as well. It is assumed that the percentage of cases in the public defender's office holds for the legal defender and contract

attorneys. Costs to the indigent defense budget is estimated to be \$606,470. An additional \$16,812 in general government services brings the estimate to \$623,282, as table A33 presents.

Table A33: Pima County Indigent Defense Impact

Gen Fund	Impact	Cost	Gen Gov	Total Cost
\$13,477,110	4.5%	\$606,470	\$16,812	\$623,282

Pima County Justice Court

Justice court consists of seven precincts. Five are consolidated in Tucson, and the other two operate in Green Valley and Ajo. Total expenditures for all courts were \$4.1 million (85 percent in Tucson’s court). About 65 percent of the justice court workload is devoted to criminal cases, for a criminal budget of \$2.6 million. Criminal cases are further divided into felonies (23 percent), misdemeanors (46 percent), and criminal traffic (31 percent) cases. Each of these divisions incurs different impacts consistent with those of pre-trial services and the issuing attorneys—9 percent for felony cases, 6 percent for misdemeanors, and 6 percent for criminal traffic cases. The caseloads of illegal immigrants on the Green Valley and Ajo justice courts are higher: 12 percent and 8 percent, respectively. Estimated cost of providing services to criminal illegal immigrants is \$196,658. An additional \$11,681 in general government costs brings the total to \$208,339, as shown in table A34.

Table A34: Pima County Justice Court Impact

Gen. Fund	Crim Budget	Impact	Cost	Gen Gov	Total Cost
\$4,069,733	\$2,645,326	Various	\$196,658	\$11,681	\$208,339

Pima County Clerk of Superior Court

Total general fund expenditures for the clerk of superior court amounted to \$5.2 million. Approximately 15 percent of the court clerk’s workload is devoted to criminal cases, for a criminal budget of \$780,000. In 1999 the office handled about 4,361 criminal filings. While the office does not systematically track illegal immigrant cases, clerks offered a rough estimate of 3 percent. It is assumed that a more accurate estimate would be closer to the 4.5 percent to be consistent with that of the county attorney and pre-trial services. Estimated cost for processing criminal illegal immigrant cases is \$35,100; added to that is \$1,242 in general government services for a total of \$36,342 (see table A35).

Table A35: Pima County Clerk of Superior Court Impact

Gen Fund	Crim Budget	Impact	Cost	Gen Gov	Total Cost
\$5,200,000	\$780,000	4.5%	\$35,100	\$1,242	\$36,342

Pima County Superior Court

The superior court operated with a \$16.7 million general fund budget. Court operations that relate to illegal immigrant cases include pre-trial services, adjudication, administration, calendaring, information services, interpreters, commissioners, and law library. The court estimates that 60 percent of its workload involves criminal cases, for a criminal budget of \$10 million. While civil filings outnumber criminal filings, criminal cases require a great deal more work. There were 7,602 arrests made. Of those, 696 were illegal immigrants. About half of those arrested on state felonies go on to be issued, so approximately 350 continued on through the courts, or about 4.5 percent. Cost to the superior court of adjudicating criminal illegal immigrants is estimated to be \$450,000. An additional \$70,443 is included to account for general government services for a total of \$520,443. Table A36 presents these statistics.

Table A36: Pima County Superior Court Impact

Gen Fund	Crim Budget	Impact	Cost	Gen Gov	Total Cost
\$16.7 million	\$10 million	4.5%	\$450,000	\$70,443	\$520,443

Pima County Adult Probation

The Pima County Adult Probation Department receives funding from 17 different funds and grants. Only about 30 percent comes from the general fund, or about \$4.2 million. The cost of providing probation services to criminal illegal immigrants is estimated to be \$117,200. An additional \$15,108 for general government services brings the total to \$132,308, as presented in table A37 below.

The probation department provides numerous programs, including several types of supervision, pre-sentence investigations (PSI), and adult literacy instruction. Illegal immigrants as a rule only receive PSIs. The adult probation office conducted 3,808 investigations (extrapolated from three months of statistics). One hundred sixty-eight were conducted on illegal immigrants, for a caseload percentage of 4.4 percent. Pre-sentence investigations are estimated to cost an average of \$400 each in probation officer time and administration. They are conducted on felony cases only, so this figure does not include misdemeanor cases. The probation department estimates that the cost of conducting PSIs on illegal immigrants reached about \$67,200 in 1999. (These particular immigrants spent an average of 136 days in the Pima County Jail.)

While the department does not generally provide supervision to illegal immigrants, probation officers become involved if they return to Pima County while on probation and are brought to their attention. A number is allowed to remain in the county, and they receive regular probation supervision. According to officials, the courts are often reluctant to revoke probation status if the only charge is returning to the county. The department also becomes involved if these probationers are arrested. Arrest (or re-arrest) results in another investigation and report to the court, followed by one or more hearings requiring attendance of probation officers. This type of supervision is provided to about 50 criminal illegal immigrants a year at a cost of \$1,000 each. The additional \$50,000 brings the estimated cost in services to \$117,200.

Table A37: Pima County Adult Probation Impact

Gen Fund	Impact	Cost	Gen Gov	Total Cost
\$4,200,000	168 X \$400 + \$50,000	\$117,200	\$15,108	\$132,308

Pima County Juvenile Court Center

Services for juveniles include calendaring, early intervention, detention, and probation. The general fund budget for these operations totaled \$9.3 million. (The juvenile court receives significant state funding and other grants.) The number and percentage of criminal illegal immigrant juveniles in the center is low. Impact to the general fund budget is estimated to be \$245,544 for both detention and probation. The additional cost for general government services---\$9,423---brings the total to \$254,967 (see table A38).

Fifty-eight illegal juveniles were detained, all Mexican citizens. Their average length of stay during that year was five days, for a total cost of \$34,800. There are a few illegal juveniles who receive supervision, and illegal juveniles who are brought in to the center, whether they are detained or not, all require unsupervised probation. In addition, the center has from 20 to 30 illegal juveniles on supervised probation because they reside (illegally) with relatives in Pima County. The cost for these illegal immigrants is not included. Probation costs only are estimated to be \$210,744.

Table A38: Pima County Juvenile Court Center Impact

Detention Budget	Impact	Cost	Probation Budget	Impact	Cost	Gen Gov	Total Cost
\$4,074,214	<1%	\$34,800	\$1,848,727	11.4%	\$210,744	\$9,423	\$254,967

Pima County Emergency Medical Services

Pima County is the only county along the border that owns and operates its own hospital. Called Kino Hospital, it is budgeted as an enterprise fund, but it received an infusion of \$18.4 million from the county general fund in FY 1999. Hospital officials do not track the alienage of patients, but indicators such as lack of social security number or a local address suggest an absence of documentation. Investigators determined that a conservative estimate of costs of providing emergency medical services to illegal immigrants to Kino Hospital is \$1,840,000, or an impact of 10 percent.

The county's contribution to AHCCCS was \$30.2 million; the SES portion was \$271,497. Further, Pima County also had one illegal immigrant receiving long-term care at a cost of \$28,000 per year (his year of birth is 1956 and he is expected to remain in the county's care for the rest of his life.) Pima County spent \$650,000 on pre-AHCCCS medical care before eligibility was determined. Illegal immigrants are coded when interviewed as eligible for emergency services only, and they comprised about 15 percent to 20 percent of those receiving pre-eligibility care for a cost of \$113,750.

The eligibility determination unit spent \$3.8 million to conduct 35,000 determinations. About half of those were denied. The state is responsible for all patients who are determined to be eligible within 48 hours. If a determination cannot be made within that time, the county assumes the cost of care. Illegal patients are either residing in the county illegally or are nonresidents. Illegal residents can qualify for medical care, and illegal nonresidents receive emergency care under SES. According to health department officials, costs for this second group are extremely high for AHCCCS, especially for births. Many illegal nonresidents are flown to hospitals or arrive by ambulance, all resulting in millions of dollars in uncompensated care.

According to officials, eligibility determinations on illegal patients are not routine applications. They take an inordinate amount of time to process, often requiring home visits or phone calls to Mexico or Canada. Many will falsify claims of residency, even though they have addresses in another country. Claimants will also withdraw from the process after staff has invested a lot of time in making determinations. As many as 5,200 withdrew from the process at various stages, and they were identified as undocumented. Clients often receive multiple denials, many of which are made face-to-face. Between January and June 2000, for example, 27,414 determinations were made, of which 16.64 percent were approved. (Forty-one percent of applicants actually receive a face-to-face review; 35 percent of those were approved.) Thousands of applicants never show up for their review, most of whom are likely undocumented. The cost of determining eligibility on undocumented patients is estimated to be \$1,609,864.

Pima County spent \$1.1 million on autopsies in 1999. Out of 1,300 cases, about 70 percent resulted in autopsies. Cause of death of illegals is typically heat or cold exposure from desert crossings, or from an occasional vehicle accident (van rollovers on interstates are alarmingly more frequent). The medical examiner performed autopsies on 42 illegal immigrants at a cost of \$38,500, or 5 percent of \$770,000. Burials of undocumented immigrants were estimated to be \$7,250. Records are not kept of nationality or immigration status; however, 1,000 requests were made for burial and 125 were approved. Total costs are presented in table A39.

Table A39: Pima County Emergency Medical Impact

Eligibility	Medical/SES	Hospital	Autopsies	Burials	Gen Gov	Total Cost
\$1,609,864	\$113,750 \$271,497 \$ 28,000	\$1,840,000	\$38,500	\$7,250	\$682,784	\$4,591,645

YUMA COUNTY, ARIZONA

Located in the southwest corner of Arizona, Yuma County is separated from California by the Colorado River and from Mexico by desert. While much of the county is desert, the Colorado River Valley is rich farm land and sustains agriculture as a major part of Yuma County's economy. During winter months the county's population nearly doubles in size with the arrival of winter visitors. The county's year-round population is 135,614. Forty-eight percent live in the City of Yuma, the commercial center of the county (increasing to 68 percent in the winter). The other incorporated municipalities are San Luis (8,000), Somerton (5,800) and Wellton (1,100). Higher education includes a branch campus of Northern Arizona University and a community college. Yuma County is 5,561 square miles in area. Its assessed valuation was \$495 million and the county property tax rate was \$2.3180 per \$100 of assessed valuation. The general fund budget came to \$29.3 million and the total budget was \$128 million. Yuma County also levies a one-half cent sales tax for general purposes and a one-half cent sales tax for the county jail district. Expenditures on law enforcement and criminal justice amounted to \$18 million, or a \$135 expenditure for each resident. Yuma County spent 61 percent of its general fund on law enforcement and justice functions.

Yuma County's Border Environment

Yuma County shares about 94 miles of border with Mexico, much of that uninhabited desert. The county has one port of entry, at San Luis, its second largest municipality. A total of 10,683,342 crossings into Yuma County were recorded for 1999. The Border Patrol operates three stations in the Yuma Sector (Yuma, Wellton, and Blythe), which includes the southeast portion of California. The number of Border Patrol agents stationed in the Yuma Sector in 2000 was 310. Agents apprehended 87,939 illegal immigrants in FY 1999. The only Mexican city near the Yuma border, San Luis Rio Colorado, has a population of about 145,276. Table A40 presents some Yuma County border statistics.

Table A40: Yuma County Border Statistics

Population	Square Miles	Border length	INS Crossings	BP Apprehens	Ports of Entry
135,614	5,561	94	10 M	88,000	1

Costs of Illegal Immigration on Law Enforcement, Criminal Justice and Emergency Medical Services

The estimated cost to Yuma County of providing services to criminal illegal immigrants is \$4.5 million, which includes \$293,645 in general government services. Each man, woman and child living in Yuma County paid \$33.37 for these extr services in FY 1999. During one site visit in February 2000, many county officials and one Border Patrol official were interviewed. Additional interviews were conducted in Tucson and Phoenix. Court records, budget documents, cost analyses, newspaper articles, and 1997 SCAAP data were reviewed. Follow-up inquiries were conducted by telephone, fax and e-mail. Preliminary and final cost estimates were given to

department heads for review. Table A41 contains total and departmental estimates, followed by a breakdown of costs by department.

Table A41: Yuma County Costs by Department
County Total: \$4,525,740

Sheriff	County Attorney	Indigent Defense	Justice Courts	Clerk of Superior Court	Superior Court	Adult Probation	Juvenile Center	Emergency Medical
\$3,407,805	\$218,168	\$125,747	\$59,487	\$61,698	\$211,518	\$105,581	\$0	\$335,736

Yuma County Sheriff

The sheriff's cost is estimated to be \$1,073,196 for patrol, investigation and administration ("patrol" in the table) functions. Detention costs are estimated to be \$2,105,522. (The county did not apply for payment from SCAAP in FY 1999 because of insufficient staffing and an anticipated low award.) Combined cost to the sheriff is \$3,178,718. A general government services cost of \$229,087 brings the estimate to \$3,407,805, as table A42 below shows.

Officials report that about 30 percent of patrol operations, 10 percent of investigations, and 25 percent of administrative services were spent on criminal illegal immigrants. The patrol function is the largest of the three, and a reasonable estimate of 25 percent was used for the \$4,292,785 patrol budget. The most frequent call that deputies receive is for burglary. One officer described a common situation that occurs south of the City of Yuma during harvesting season: "Illegal immigrants steal about \$2 million in agriculture equipment every year."

According to jailers, the Yuma Police Department makes roughly 65 percent of arrests and the sheriff makes about 35 percent. A 1997 application to SCAAP listed 154 illegal inmates in jail for an average length of stay of 17 days, or less than 2 percent of the annual jail population. (Yuma County's jail averages 420 inmates a day.) However, these statistics were collected when the jail did not have the technology to track sufficiently those illegal immigrants who had committed a state felony or multiple misdemeanors. Jailers indicate that "at least half" of those are illegal. A estimate of 20 percent of the jail population is more reasonable than 2 percent, but far more conservative than 50 percent and more consistent with other departments in the system (see below).

Table A42: Yuma County Sheriff Impact

Division	Budget	Impact	Cost
Patrol	\$4,292,785	25%	\$1,073,196
Detention	\$10,527,612	20%	\$2,105,522

Cost	Gen Gov	Total Cost
\$3,178,718	\$229,087	\$3,407,805

Yuma County County Attorney

The county attorney’s general fund budget was \$1.5 million. Consultants have estimated that the criminal division is allocated 70.64 percent of the budget, for a criminal budget of \$1 million. According to prosecutors, the number of pre-sentence investigations conducted by the adult probation department also reflects the criminal division’s caseload: Out of 1,200 felony cases, about 240 were criminal illegal immigrants (20 percent). Twenty percent of the criminal division’s budget is \$205,650. An addition of \$12,518 for general government services brings the total to \$218,168 (see table A43). The costs of prosecuting misdemeanors and juveniles were not available.

Table A43: Yuma County Attorney Impact

Gen Fund	Crim Budget	Impact	Cost	Gen Gov	Total Cost
\$1,455,616	\$1,028,247	20%	\$205,650	\$12,518	\$218,168

Yuma County Indigent Defense

The indigent defense system in Yuma County consists of the office of public defender, the office of legal defender, and private attorneys on contract to the county. The total expenditure for indigent defense was \$1.6 million. According to officials, between 5 percent and 10 percent of the caseloads in both offices are criminal illegal immigrants. An average of 7.5 percent is used to determine the cost, for \$118,022. The addition of \$7,725 in general government services brings the total to \$125,747, as shown in table A44.

Table A44: Yuma County Indigent Defense Impact

Gen Fund	Impact	Cost	Gen Gov	Total Cost
\$1,573,632	7.5%	\$118,022	\$7,725	\$125,747

Yuma County Justice Court

The general fund expenditure for the justice court’s three divisions was \$907,307. Justice court administrators estimate that about 30 percent of the court’s business is criminal-related, for a criminal budget of \$272,192. (The court in the City of Yuma has the highest volume; Wellton’s handles traffic only, and Somerton’s handles one-tenth the volume of Yuma’s court [although,

according to administrators, Somerton's is growing substantially because of the magistrate's volume in San Luis].) Case filings totaled 25,548, and about 20 percent of those were illegal immigrants. Costs to the justice court are estimated at \$54,438. As table A45 shows, the addition of \$5,049 in general government services brings the total to \$59,487.

Table A45: Yuma County Justice Court Impact

Gen Fund	Crim Budget	Impact	Cost	Gen Gov	Total Cost
\$907,307	\$272,192	20%	\$54,438	\$5,049	\$59,487

Yuma County Clerk of Superior Court

The clerk of superior court's general fund expenditure was \$852,123. Officials estimate that about 33 percent of the court clerk's business is related to criminal cases, for a criminal budget of \$281,201. Approximately 20 percent of those criminal filings are for offenses committed by illegal immigrants. The estimated cost for the clerk of superior court's office is \$56,240 for processing criminal illegal immigrants. An additional \$5,458 in general government services brings the total to \$61,698, as seen in table A46.

Table A46: Yuma County Clerk of Superior Court Impact

Gen Fund	Crim Budget	Impact	Cost	Gen Gov	Total Cost
\$852,123	\$281,201	20%	\$56,240	\$5,458	\$61,698

Yuma County Superior Court

The superior court consists of five divisions. The court's general fund budget was \$1.6 million. With 5,659 criminal case filings in FY 1999, about three-fifths of the court's business is devoted to criminal work, for a criminal budget of \$960,815. The court's statistics are consistent with those of the adult probation department's PSIs on illegal immigrants: an impact of 20 percent on the court's criminal division. The cost to the superior court of processing criminal illegal immigrants is \$192,163. An additional \$19,355 in general government services brings the total to \$211,518, as shown in the table below.

Table A47: Yuma County Superior Court Impact

Gen Fund	Crim Budget	Impact	Cost	Gen Gov	Total Cost
\$1,601,359	\$960,815	20%	\$192,163	\$19,355	\$211,518

Yuma County Adult Probation

The adult probation department conducts about 1,200 felony PSIs a year. Probation officers calculate that about 240, or 20 percent, are conducted on criminal illegal immigrants. The department's general fund expenditure was \$938,264 (adult probation also receives funding from the state and grants). As table A48 indicates, half of that expenditure, or \$491,632, covers the PSI component. Twenty percent of that component brings the cost of processing criminal illegal immigrants to \$98,326. Another \$7,255 is added to cover general government services for a total of \$105,581. Criminal illegal immigrants did not receive supervisory probation services.

Table A48: Yuma County Adult Probation Impact

Gen Fund	PSI Budget	Impact	Cost	Gen Gov	Total Cost
\$983,264	\$491,632	20%	\$98,326	\$7,255	\$105,581

Yuma County Juvenile Court Center

According to juvenile court officials, the majority of juveniles in detention are illegal, but very few have committed state or local crimes. The children delivered by Border Patrol are not delinquent but simply awaiting deportation. For the most part they are "INS holds" and thus the costs for detention are reimbursed routinely by the federal government. However, there is some minimal impact; paperwork, interviews, a few phone calls, and one or two PSIs are occasionally required. The juvenile court center's budget is primarily funded with state grants, so the cost to the general fund is negligible.

Yuma County Emergency Medical Care

Emergency medical care costs consist of the county's contribution to AHCCCS for SES and the eligibility determination function. The AHCCCS contribution was \$1.3 million, and the portion that covers SES was \$11,700. Out of a total \$8 million general fund budget for indigent health care, the eligibility determination component was \$1.1 million. The unit processed about 5,000 applications for indigent health care. (In July 2000, 457 applications alone were processed; about 25 percent were ineligible to receive benefits because they did not have documentation and could not prove residency.) This group consists not only of undocumented immigrants, but also of illegal residents and U.S. citizens who live in Mexico.

Applications for health care are kept open for 30 days, during which time many do prove residency, but, according to health department officials, "a lot of fraud and attempted fraud are uncovered through investigative work on the part of the department." The cost of providing emergency medical care to illegal immigrants is estimated to be \$293,158. The public fiduciary's budget for indigent burials was \$41,000. Records indicate that the county buries an average of 8.57 undocumented immigrants each year at a cost of \$740 a piece. Total cost of illegal immigrant burials is \$6,342, about 15.47 percent of the total number of burials. According to one official, the number of immigrant deaths requiring burials is increasing, and in early 2000, 12 were buried in a single month. Evidence such as the name "John Doe" and police reports indicates alienage. Records on alienage are not maintained by the medical examiner, however, but applying the same estimate of 15.47 percent as for burials provides a reasonable estimate of workload and cost. The general fund expenditure for medical examiner was \$125,000. Estimated cost of performing

autopsies on illegal immigrants is \$19,335. All costs under the category of emergency medical are estimated to be \$335,736, which includes \$5,198 in general government services. Table A49 arrays statistics.

Table A49: Yuma County Emergency Medical Impact

Eligibility	Medical	Autopsies	Burials	Gen Gov	Total Cost
\$293,158	\$11,700	\$19,338	\$6,342	\$5,198	\$335,736

ARIZONA BORDER COUNTY SUMMARY

Arizona's four counties on the U.S.-Mexico border spent a combined \$24.2 million from their general funds in FY 1999 providing services to illegal immigrants for law enforcement, criminal justice, and emergency medical care. The total costs per county ranged from \$2.2 million to \$13 million. With a combined population of over 1.1 million people, each man, woman and child residing in these counties paid an average of \$22 to fund these extra services (the range was \$16 to \$55). Table A50 further shows the aggregate cost to each department in these counties. Sheriff's departments bore the greatest brunt, for a combined cost of \$14.3 million, or nearly 60 percent of all costs. The second hardest hit service area was emergency medical services, autopsies, and burials, for a total of \$5 million, largely because Pima County owns a hospital. The combined costs for indigent defense and superior court were both at \$1.1 million. It should be noted that defending criminal illegal immigrants is more expensive than prosecuting them. This could be because counties must hire contract attorneys at an hourly rate in order to handle the extra caseload with conflicts of interest. The federal government, through SCAAP, gave these counties \$1.3 million in compensation for the detention of some criminal illegal immigrants. Federal participation in this burden amounted to only 5 percent of the total cost to Arizona's border county citizens.

Table A50: Arizona Border County Combined Costs by Department

Department	Cochise	Santa Cruz	Pima	Yuma	Totals by Department
Sheriff	\$3,505,722	\$1,370,480	\$6,032,764	\$3,407,805	\$14,316,771
County Attorney	\$171,232	\$128,940	\$450,421	\$218,168	\$968,761
Indigent Defense	\$260,495	\$115,130	\$623,282	\$125,747	\$1,124,654
Justice Court	\$104,163	\$95,868	\$208,339	\$59,487	\$467,857
Clerk of Superior Court	\$96,903	\$64,990	\$36,342	\$61,698	\$259,933
Superior Court	\$238,462	\$156,320	\$520,443	\$211,518	\$1,126,743

Adult Probation	\$44,856	\$149,528	\$132,308	\$105,581	\$432,273
Juvenile Center	\$210,819	\$55,255	\$254,967	\$0	\$521,041
Emergency Medical	\$81,935	\$16,152	\$4,591,645	\$335,736	\$5,025,468
Totals by County	\$4,714,587	\$2,152,663	\$12,850,511	\$4,525,740	\$24,243,501

Notes: Arizona' Border Counties

¹ Tanis J. Salant, *Border Impact: Law Enforcement and Criminal Justice in Santa Cruz County, Arizona*, Tucson: The University of Arizona, 1997.

² Joseph Garcia, "Kolbe urges Clinton: Act now to calm U.S. border, *Tucson Citizen*, May 30, 2000, 1A.

³ See: Tanis J. Salant, 1991, 1997, and 1999.