

MICROFICHE

the
heroin addiction
problem

in
arizona



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MENT OF
SAFETY

"THE HEROIN ADDICTION PROBLEM"
IN
ARIZONA

PREPARED FOR THE SENATE COMMITTEE
ON HEROIN DETERRENCE

SENATOR ALFREDO GUTIERREZ
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PREPARED BY
THE ARIZONA DEPARTMENT OF PUBLIC SAFETY
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NCJRS

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ACQUISITIONS

EXECUTIVE SUMMARY

This report addresses the societal problems related to opiate drug use and offers a new, rational approach toward controlling the demand for, and abuse of, illicit narcotics in Arizona. This report includes statistics on Arizona's heroin addict population, narcotic-related crimes, their economic impact, the source of heroin, and the lack of sufficient treatment capabilities within the state.

Arizona's heroin addict population continues to rise annually; there is no reason to believe this trend will not continue. The existing high property crime rate and the proximity to the Mexican border are indicators of a continuing problem in the future. The 1975 Uniform Crime Report indicated Arizona had the highest per capita property crime rate in the nation. Numerous studies by both social science and law enforcement agencies have recognized the correlation between property crime rates and the heroin addict population. Heroin addiction is progressive; the addict grows increasingly dependent upon the criminal environment.

Existing efforts in drug abuse control include domestic enforcement of state and federal laws, international cooperation to reduce the source of illicit narcotics, and criminal prosecution and imprisonment of convicted offenders. Limited drug abuse treatment is available to addicts through state-funded and civilian programs, either on a voluntary basis or as a condition of probation or parole. Community-based facilities provide various types of services including emergency detoxification, residential and outpatient treatment; however, only a small percentage of the estimated statewide addict population receives treatment from these programs annually. The majority of the remaining addict population is left to survive within society, maintaining the demand for illicit narcotics and requiring society to absorb the resultant cost.

This proposed program will, through revised legislation, provide for the commitment of convicted narcotic drug users to a treatment center as a viable alternative to the present system. By employing fixed eligibility standards and requiring strict compliance to program regulations, this program attempts to maximize the return on criminal justice expenditures. Continued emphasis on narcotic law enforcement can, through the availability and use of this alternative program, appreciably decrease the narcotic drug abuse problem in Arizona.

TABLE OF CONTENTS

	PAGE
EXECUTIVE SUMMARY	ii
TABLE OF CONTENTS	iii
I. HEROIN ADDICT POPULATION IN ARIZONA	1
Arizona Heroin Addict Population	2
Heroin Addict Population Estimation Utilizing the Baden Formula	3
Heroin Addict Population Estimation Utilizing the Enumeration Method	4
The Los Angeles Concept of the Baden Formula	5
Venn Diagram of Opiate Addict Population	6
Los Angeles Police Department Arrest Statistics	7
II. ECONOMIC EFFECTS OF OPIATE DRUG ADDICTION	9
Average Age, Length of Use, and Fixes per Week of Heroin Addicts	12
Average Length of Use and Age of Addict, by Criminal Justice Planning Region	13
Regional Division of Arizona for Criminal Justice Planning Purposes	14
Unemployment, Food Stamps and Welfare Funds Available to Addicts	15
III. CRIMES RELATED TO OPIATE DRUG ADDICTION	16
Total Crime in Relation to Drug Arrests in Arizona	19
Property Crime in the United States	20
Violent Crime in the United States	21
Total Crime in the United States	22
Total Arrests in Arizona	23
Victim of Property Crimes - Arizona/National	24
Known Heroin Addicts in Arizona and Their Relationship to Crime	25
Average Number of Arrests of the Heroin Addict in Arizona	26

IV.	CRIMES RELATED TO OPIATE DRUG ADDICTION - CALIFORNIA EXPERIENCE	27
V.	SOURCES OF HEROIN AND ARIZONA'S PROXIMITY TO THE MEXICAN BORDER	30
	Heroin Distribution and Use Flow	33
VI.	NARCOTICS LAW ENFORCEMENT IN ARIZONA	34
	Arizona Law Enforcement Agencies With Full-time Narcotic Investigators	37
	Composition of Narcotic Investigation Forces in Arizona	38
	National Expenditures	39
	U. S. Criminal Justice Expenditures in Arizona	40
VII.	PRESENT TREATMENT PROGRAMS IN ARIZONA	41
	Regional Distribution of State-funded Drug Abuse Facilities in Arizona	43
	Drug Abuse Facilities and Services	44
	CONCLUSION	45
	BIBLIOGRAPHIC REFERENCES	46

SECTION I

HEROIN ADDICT POPULATION IN ARIZONA

I. HEROIN ADDICT POPULATION IN ARIZONA

- * DETERMINING THE NUMBER OF HEROIN ADDICTS IS NECESSARY IN ORDER TO ASSESS THE MAGNITUDE OF THE PROBLEM.
- * ARIZONA'S HEROIN ADDICT POPULATION HAS BEEN ESTIMATED UTILIZING THE BEST DATA BASE AVAILABLE.
- * THE COVERT NATURE OF HEROIN ADDICTION CREATES UNIQUE MEASUREMENT PROBLEMS.
- * A REASONABLE ESTIMATE UTILIZING A COMBINATION OF METHODS WILL PROVE ADEQUATE.

COMMENTARY

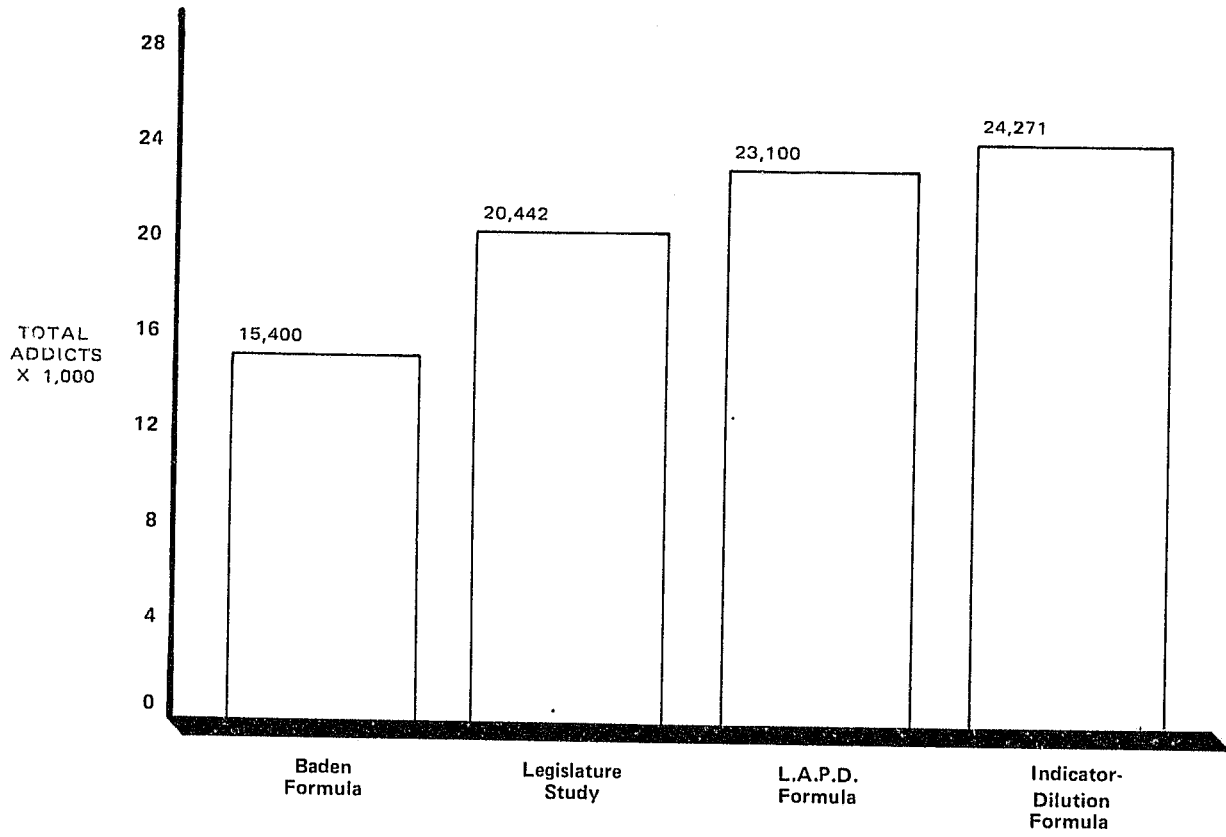
With the growing concern over the escalating addiction to heroin and other opiates, comes an attempt to estimate the opiate addict population. To accomplish this objective, several methods, using a variety of approaches, have been utilized to identify the number of opiate addicts present in the State of Arizona.

The estimates that have been made were based on three basic methods: the Baden Formula (two variations), simple enumeration, and the Indicator-Dilution Method.

The limitations of any method, regardless of criteria, are readily apparent. However, a reasonable estimate, utilizing combinations of the methods, is entirely possible and will prove to be adequate. None of the methods, used alone, should be the basis for an estimation of the volume of heroin addiction. A combination of methods, suited to the available resources, will provide an adequate estimation of the addict population.

The following pages depict and explain the methods used to arrive at the Arizona heroin addict population. Figure I provides estimates of Arizona's heroin addict population, as determined by utilizing four different methods.

FIGURE I
ARIZONA HEROIN ADDICT POPULATION
ESTIMATED FOR 1975



HEROIN ADDICT POPULATION ESTIMATION
UTILIZING THE BADEN FORMULA

Estimating the number of opiate addicts, based on the heroin overdose death rate, was developed by Dr. Michael Baden, the Deputy Medical Examiner of New York City. By comparing the names of fatal heroin overdose victims to the New York City Narcotics Register, he determined that 0.5 percent of the victims also appeared on the Register. By multiplying the number of overdose victims by 200, an estimate of the prevalence of heroin use can be made for a given locality.

In 1975 there were 77 fatal opiate overdoses in Arizona.¹ Using the Baden formula:

$$\begin{aligned} &77 \text{ Overdoses} \times 200 \text{ (Baden Factor)} = \\ &\underline{15,400} \text{ Estimated Addicts in Arizona.} \end{aligned}$$

HEROIN ADDICT POPULATION ESTIMATION
UTILIZING THE ENUMERATION METHOD

Simple enumeration is probably the oldest means used to identify addicts or users. Addict counts are supplied by physicians, treatment centers, pharmacists, law enforcement officers, and health officials. These totals allow researchers to make localized estimates of the extent of opiate addiction.

In 1974 the Arizona State Legislature, Criminal Code Commission, undertook a study to estimate the number of hard-core heroin addicts. The project utilized several sources of information:

- A. A mail survey of every hospital in Arizona.
- B. A survey of every functional drug abuse agency operating in Arizona.
- C. Questionnaires administered to heroin addicts, regarding the number of heroin addicts in their respective community.

By this process the percentage of addicts, in relation to the total population, can be assessed for each region of the state. Utilizing this method, the addict population for Arizona is estimated at 20,442. (See Page 4).

1975 HEROIN ADDICT POPULATION ESTIMATION
UTILIZING THE ENUMERATION METHOD

<u>INCLUDED COUNTIES BY REGION</u>	<u>POPULATION OF REGION *</u>	<u>PERCENTAGE ADDICTED POPULATION **</u>	<u>ESTIMATED ADDICT POPULATION</u>
Maricopa	1,230,000	.99%	12,170
Pima	452,000	.93%	4,203
Apache Coconino Navajo Yavapai	212,000	.57%	1,208
Mohave Yuma	108,000	.55%	594
Gila Pinal	117,000	1.27%	1,486
Cochise Graham Greenlee Santa Cruz	126,000	.62%	781
 	<hr/>	<hr/>	<hr/>
TOTAL	2,245,000		20,442 Estimated Addicts

(Regional population x Percentage of addicted population = Estimated Addict Population)

* Arizona Department of Economic Security, Population Estimates, (Report No. 8) Phoenix, 1975.

** Castle, Sidney R., HEROIN ADDICTION IN ARIZONA: A STATE-WIDE STUDY OF THE HARD-CORE ADDICT, 1974.

HEROIN ADDICT POPULATION ESTIMATES UTILIZING THE LOS ANGELES
CONCEPT OF THE BADEN FORMULA

The Baden Formula methodology was applied to data from the City of Los Angeles. That application resulted in the discovery of a ratio of 300 addicts for each overdose death, as compared to the 200 to 1 ratio reached by Dr. Baden for New York City. The difference may be due to the time lapse between the two studies (1969 for Dr. Baden's research in New York, and 1975 for the Los Angeles study) and the sociological differences between the two cities.

To substantiate or test the Baden Formula, the Indicator-Dilution Method was applied to Los Angeles. A month when the number of addict arrests was nearest the average for the entire year was chosen for 1974 (February, 694 arrests) and compared to an average month of 1975 (February, 661 arrests) -- coincidentally the same month. Twelve matching names were discovered. Thus, the Indicator-Dilution formula may be stated as $N = N_1 \text{ times } N_2 \text{ divided by } 12$. Upon applying their figures to the formula, they arrived at the following:

$$\begin{aligned} N &= (694 \times 661) \text{ divided by } 12 \\ N &= 458,734 \text{ divided by } 12 \\ N &= 38,228 \end{aligned}$$

This figure substantiates the 39,300 figure reached by using the 300 to 1 ratio indicated by the Baden formula.

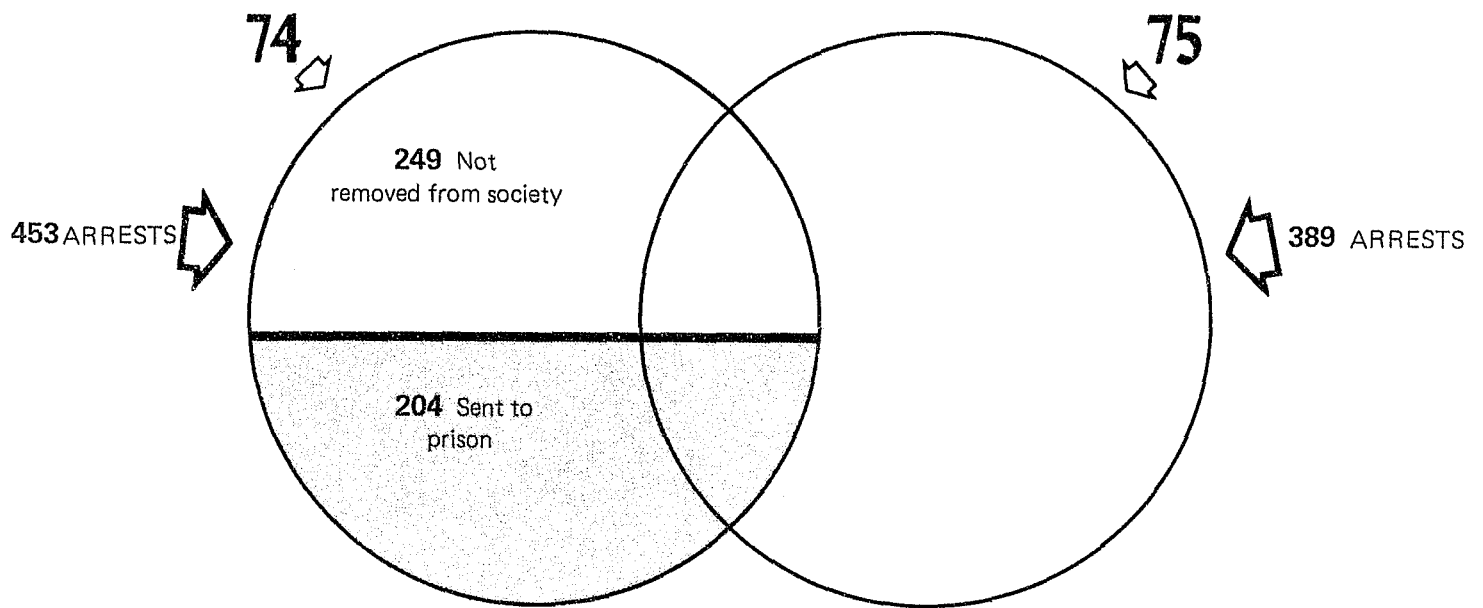
In 1975, there were 77 fatal opiate overdoses in Arizona. Utilizing the Los Angeles Police Department Baden formula factor of 300, we arrive at the following:

$$\begin{aligned} 77 \text{ Fatal Overdoses} \times 300 \text{ Addicts Per Fatal Overdose} &= \\ \underline{23,100} \text{ Estimated Addicts in Arizona.} \end{aligned}$$

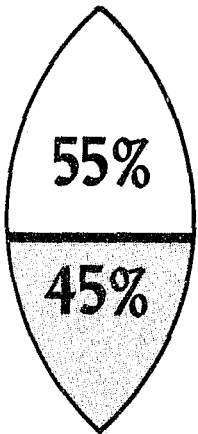
HEROIN ADDICT POPULATION ESTIMATION UTILIZING
THE INDICATOR-DILUTION FORMULA

The Venn Diagram in Figure II depicts the rationale used in the Indicator-Dilution formula. To estimate the addict population, the dilution formula was used and proven in Los Angeles using their heroin addict arrest figures. In order to adopt the dilution formula as a measuring device for Arizona, it was necessary to compare the arrest experience of both states. It was found that both states enforce similar narcotic laws, with the exception that Arizona law enforcement agencies seldom, if ever, arrest persons for being under the influence of heroin.

FIGURE II
VENN DIAGRAM OF OPIATE ADDICT POPULATION



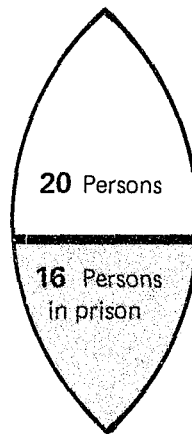
$$\frac{249 \text{ No Prison Time}}{453 \text{ TOTAL}} =$$



$$\frac{204 \text{ Sent to Prison}}{453 \text{ TOTAL}} =$$

$$\frac{20 \text{ Pers.}}{55 \%} = \frac{\text{TOTAL Pers.}}{100 \%}$$

TOTAL Pers. = 36 Pers.



YEARS	ARREST
1974	453 Persons
1975	389 Persons

SUSPECTS ARRESTED
IN 1974 AND AGAIN IN 1975 20 Persons

$$\frac{453 \times 389}{36} = 4895$$

ESTIMATED NUMBER
OF PERSONS INVOLVED IN
POSSESSION, SALE, AND
POSSESSION FOR SALE

As indicated on the preceding Venn Diagram, the figure of 4,895 includes only the crimes of possession of heroin, possession of heroin for sale, and the sale of heroin in Arizona. That estimate composes a small portion of the total addict population. Persons who are under the influence of heroin, although not arrested, are still part of the addict population. To determine the ratio of those arrested for possession, sale, and possession for sale, it was necessary to contact an agency that operates with a law for arresting persons under the influence of opiates, in addition to similar possession laws. The Los Angeles Police Department was chosen due to their statistical gathering capabilities. An average of two years was taken.

LOS ANGELES POLICE DEPARTMENT ARREST STATISTICS²

	YEAR	<u>1975</u>	<u>1976</u>	
Arrests for heroin possession		809	562	
Arrests for heroin possession for sale, and sale		1,305	1,284	
		<hr style="width: 50%; margin: 0 auto;"/>	<hr style="width: 50%; margin: 0 auto;"/>	
SUB-TOTAL		2,114	+	1,846 = 3,960
Arrests for being under the influence of heroin		6,697	+	9,087 = 15,784
		<hr style="width: 50%; margin: 0 auto;"/>	<hr style="width: 50%; margin: 0 auto;"/>	
TOTAL		8,811	+	10,933 = 19,744

Percentage of total arrests for heroin possession, possession of sale, and sale:

Arrests for possession, possession for sale, and sale	3,960		=	20 percent of arrests
	<hr style="width: 50%; margin: 0 auto;"/>			
Total arrests for heroin crimes	19,744			

Percentage of total arrests for being under the influence of heroin:

Arrests for being under the influence	15,784		=	80 percent of arrests
	<hr style="width: 50%; margin: 0 auto;"/>			
Total arrests for heroin crimes	19,744			

Utilizing the above ratio, an estimate of the Arizona heroin addict population is as follows:

Possession arrests = 20 percent or 1 in 5 arrests
 Influence arrests = 80 percent or 4 in 5 arrests

4,895 projected total number of persons involved in possession and sales	=	Total addict population
20 percent of total addicts		100 percent
Total addict population	=	24,475
Less addicts in prison	=	- 204
Estimated total addicts on the street		<u>24,271</u>

SECTION II.

ECONOMIC EFFECTS OF OPIATE DRUG ADDICTION

II. ECONOMIC EFFECTS OF OPIATE DRUG ADDICTION

- * THERE IS A HIGH CORRELATION BETWEEN ADDICTION, UNEMPLOYMENT, CRIMINALITY, AND DETERIORATING NEIGHBORHOODS.
- * THE COST OF MAINTAINING A HEROIN HABIT IS BETWEEN TWO AND TEN TIMES WHAT A TYPICAL STREET ADDICT COULD HOPE TO EARN.
- * DRUG ADDICTION IS OFTEN INCONSISTENT WITH SUCCESSFUL PARTICIPATION IN THE LABOR FORCE.
- * HEROIN ADDICTS TURN TO CRIME TO SUPPORT THEIR HABIT SINCE THE INCOME FROM NORMAL EMPLOYMENT IS INADEQUATE.
- * UNEMPLOYMENT, WELFARE, AND FOOD STAMP PROGRAMS OFTEN SUPPLEMENT ADDICT INCOMES. THIS COULD POSSIBLY AMOUNT TO AS MUCH AS THIRTY-FIVE MILLION DOLLARS PER YEAR IN ARIZONA.

COMMENTARY

There are several different types of drug-taking behavior including the experimental user, social or recreational user, self-medicating user, and dysfunctional user.

Drugs begin to dominate the life of the dysfunctional user. The process of securing and using drugs interferes with essential activities.³

It is known that there is no drug-user personality and no demonstrated profile for all addicts, but rather a wide range of individuals from different economic, ethnic, and geographical backgrounds.

A high positive correlation between addiction, unemployment, and criminality is to be expected for certain groups, such as youthful addicts living in neighborhoods where drug use has reached epidemic proportions.⁴

Current knowledge permits certain generalizations about which persons are likely to become involved with drugs. It can, for example, be predicted with a high degree of certainty that there will be a greater incidence of heroin abuse among inner city residents than among suburbanites. Present knowledge also permits differential drug abuse patterns to be anticipated for males, females, adolescents, and adults.⁵

There are indications of a trend toward middle-class addicts in Arizona.⁶

In many core city areas, street life often leads to contact with the law, as a part of growing up. It has been estimated that between 50 and 90 percent of all inner city males have a serious encounter with the law before they reach age 25.⁷ An arrest, which seems almost inevitable for young males in the inner city, often increases the likelihood that these youths will turn to more illegal activities. According to a study of Harlem, at least two out of five persons there, between the ages of 18 and 24, have some sort of illegal income.⁸

One recent study of a New York City neighborhood with high addict and crime rates found that less than two percent of the addicts there supported themselves by regular work. For such persons, illegal acts such as selling heroin may be the most convenient way of financing their habits.

Research has uncovered some heroin addicts who were able to function reasonably well as workers and provide for their families; however, it is safe to say that drug addiction is often inconsistent with successful participation in the labor force.⁹

There is abundant documentation of the relationship between the availability of jobs and the level of criminal activity. Glaser and Rice found that property crimes committed by adults vary directly with the level of unemployment.¹⁰ Fleischer's complex statistical analysis estimated that for every one percent increase in unemployment, there is a 0.5 percent increase in the rate of crime.¹¹

A comprehensive 1964 survey of males released from Federal prisons showed that 11 percent had never been employed, and more than half had been employed a total of less than two years before incarceration, even though their median age was 29 years. Post-release statistics showed that less than 60 percent were employed full-time and 16 percent were unemployed. Comparative figures for the national civilian labor force showed that 80 percent were employed full-time and only 5 percent were unemployed.¹²

A 1976 Arizona survey of 1,536 persons involved in a heroin treatment program showed that 35.6 percent were involved in employment, education, or skill development activity. The remaining 64.4 percent were unemployed.¹³

The average cost of a fix in Arizona in 1974 was \$10.00. The number of fixes per week per addict varied from 25 to 40. The cost to support a heroin habit averaged \$320.00 per week or \$17,160.00 per year.¹⁴ Today's cost remains at \$10.00 per fix.

Figures III and IV depict average ages of addicts, length of use and fixes per week by sex and race.

The cost of maintaining a heroin habit is between 2 and 10 times what a typical street addict could hope to earn. Thus, the addict is often driven to illegal acts to support his habit.¹⁵

Absence from the labor force and a lack of legitimate income puts the addict in the economic position of being able to qualify for governmental welfare and food stamp programs.

In a 1975 survey of methadone-maintained addicts conducted by the Narcotics Treatment Administration, Washington D.C., it was found that 19% used welfare as a primary source of income.

Of the estimated 22,000 heroin addicts in Arizona, approximately 82 percent or 18,040 are males. Using the 64.4 percent unemployment rate from a previous Arizona study, there are an estimated 11,618 unemployed male heroin addicts.

Government funded assistance programs are available for the unemployed and low income level persons. Unemployment benefits average \$71.00 per week with a 65 week maximum draw. Food stamps average \$26.36 per week bonus value. Welfare/ADC averages \$46.65 per week for each dependent.

The following is an example of the possible high costs resulting from addicts using these programs:

Unemployment - 50 percent (5809) of the unemployed males could draw \$21,446,828 per year.

Food Stamps - 50 percent (5809) of the unemployed males could draw \$7,962,512 per year.

Welfare/ADC - 10 percent (1162) of the unemployed males leaving a wife and one child could draw \$5,637,559 per year.

TOTAL - \$35,046,899 per year.

The above is only an example. No actual figures are available. Figure III details costs at different percentage levels for these programs.

Removal of the heroin addict from society has the potential capability of saving the dollars of socio-economic programs for their intended use. Detoxification and injection of a "cured" addict into society could maintain this dollar savings.

FIGURE III
 AVERAGE AGE, LENGTH OF USE, AND FIXES PER WEEK
 OF HEROIN ADDICTS

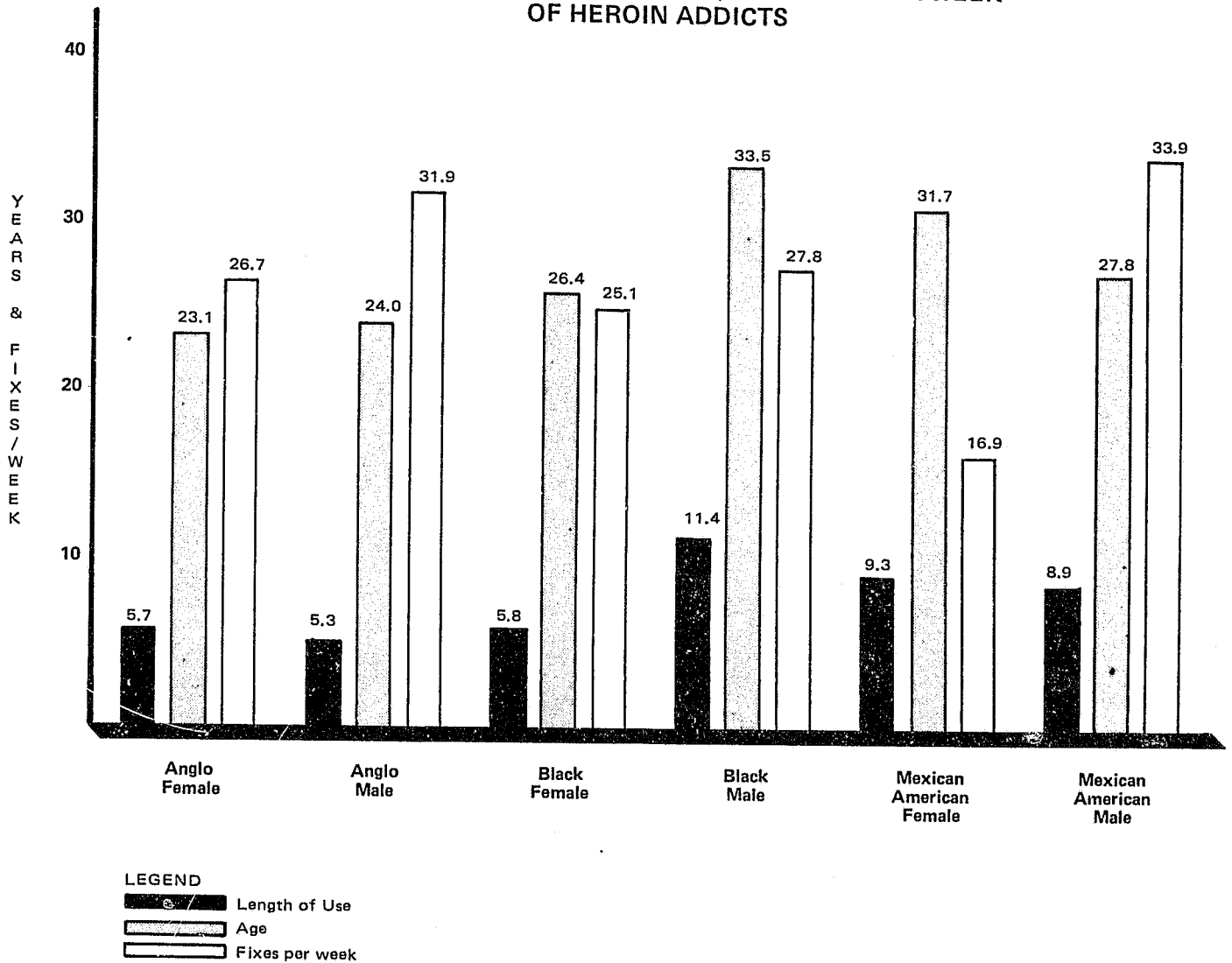
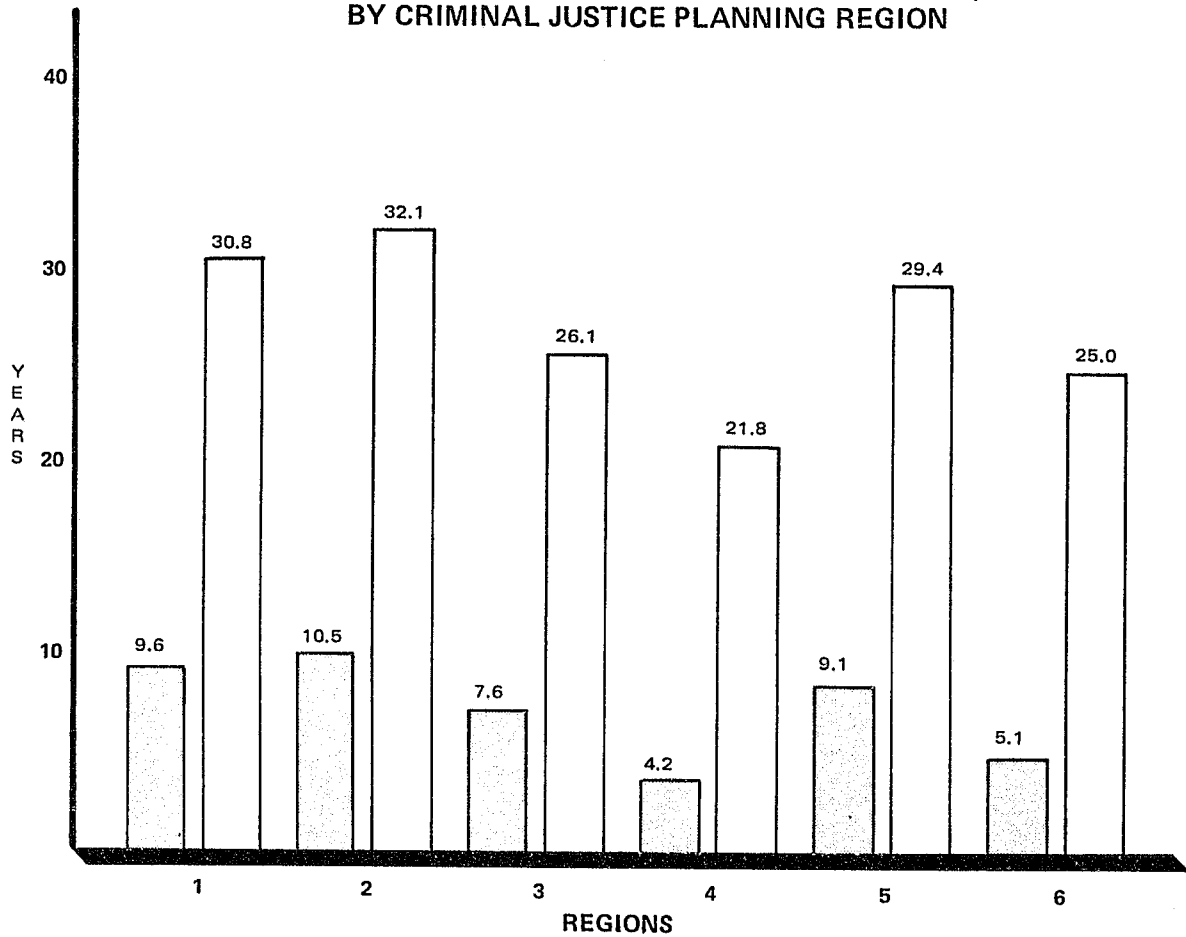


FIGURE IV
AVERAGE LENGTH OF USE & AGE OF ADDICT,
BY CRIMINAL JUSTICE PLANNING REGION

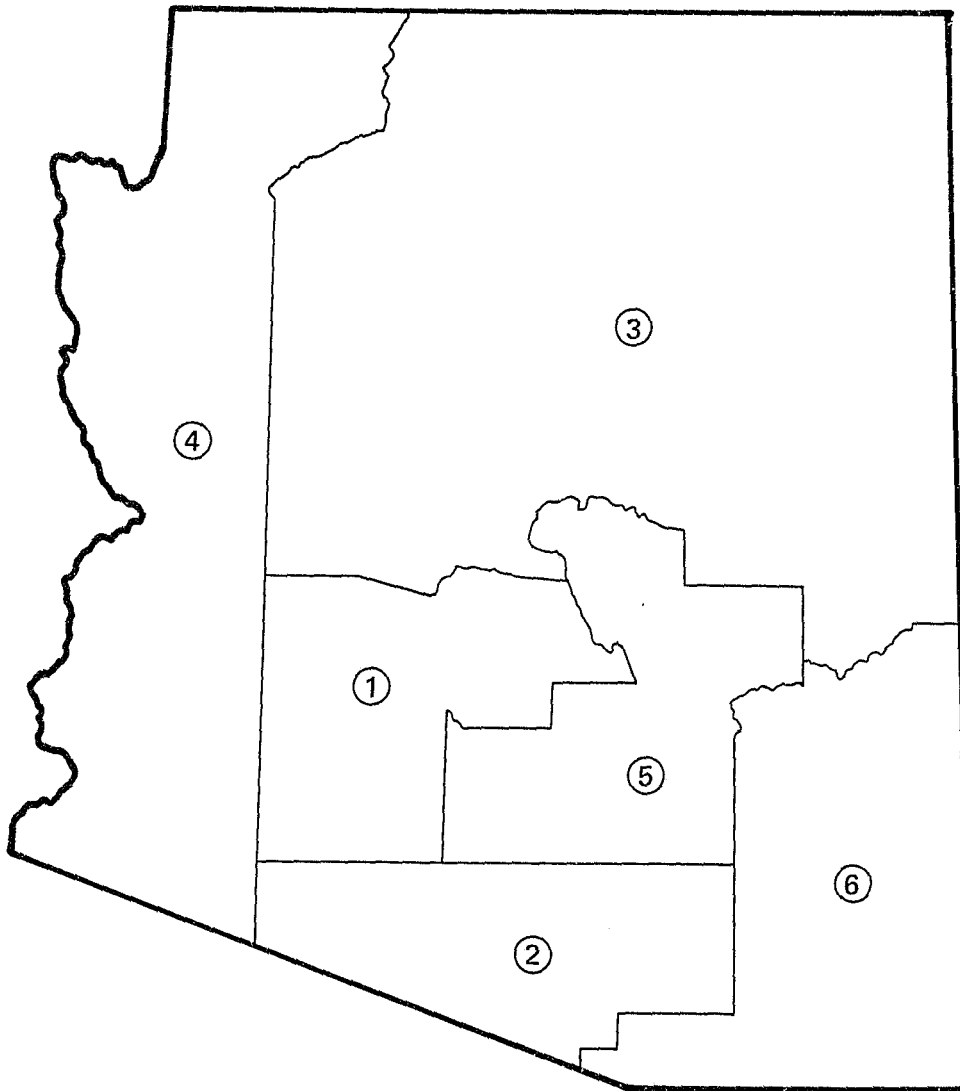


LEGEND

- Age
- Length of Use

(SEE FIGURE V FOR REGIONAL BREAKDOWN)

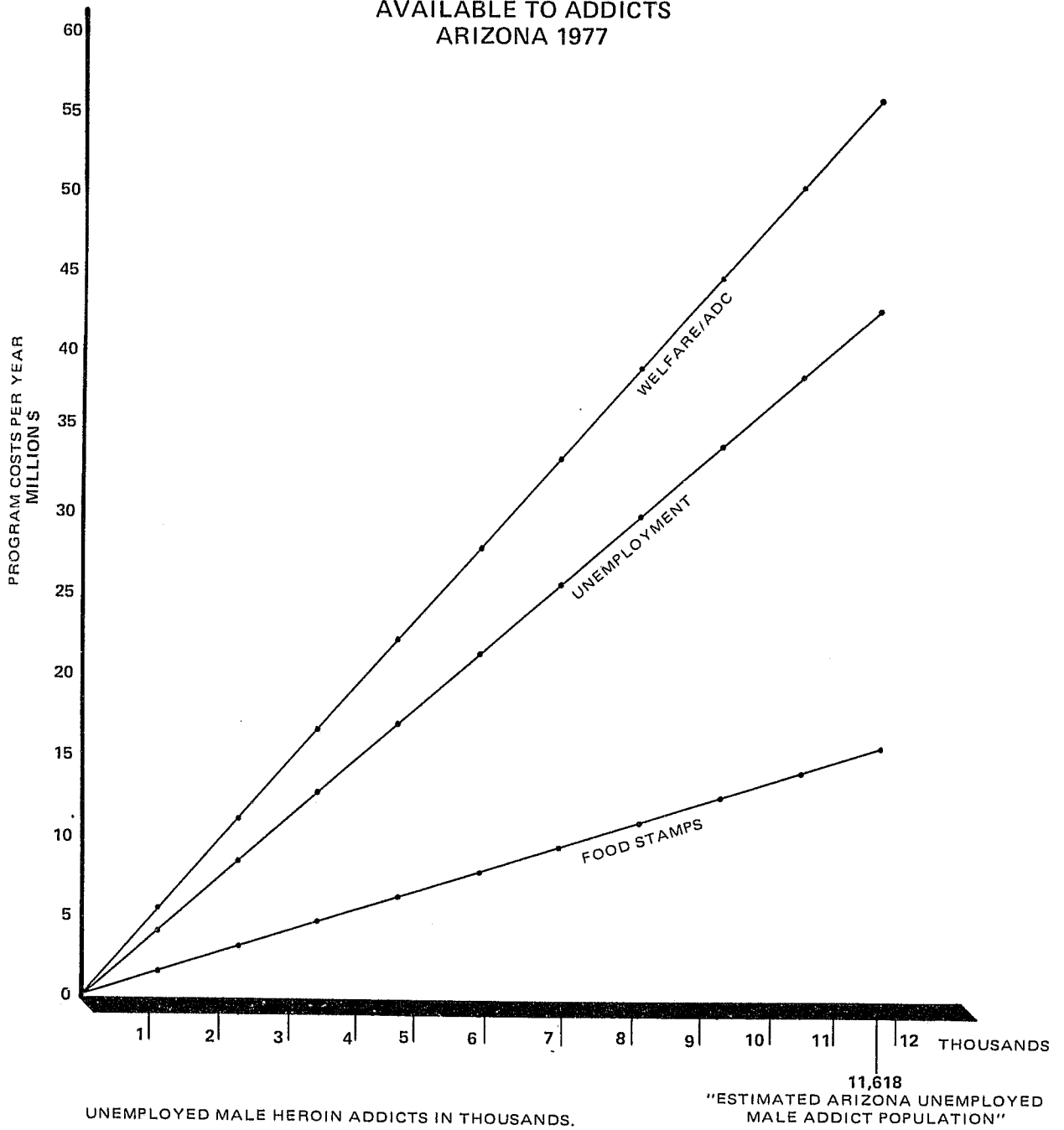
FIGURE V
 REGIONAL DIVISION OF ARIZONA FOR
 CRIMINAL JUSTICE PLANNING PURPOSES



REGION	COUNTY	REGION	COUNTY
1	MARICOPA	4	MOHAVE YUMA
2	PIMA	5	GILA PINAL
3	APACHE COCONINO NAVAJO YAVAPAI	6	COCHISE GRAHAM GREENLEE SANTA CRUZ

FIGURE VI

UNEMPLOYMENT, FOOD STAMPS & WELFARE FUNDS
AVAILABLE TO ADDICTS
ARIZONA 1977



Follow a line upward from the number of unemployed male addicts to the selected program, then to the left to find the cost of that program.

SECTION III.

CRIMES RELATED TO OPIATE DRUG ADDICTION

III. CRIMES RELATED TO OPIATE DRUG ADDICTION

- * OPIATE DRUG ADDICTION IS ON THE INCREASE.
- * HEROIN IS VERY PROFITABLE FOR OPIUM POPPY GROWERS, MANUFACTURERS, LARGE SCALE DEALERS, AND STREET PUSHERS.
- * HEROIN ADDICTION IS SO EXPENSIVE THAT ADDICTS CANNOT SUPPORT THEIR HABITS WITHOUT SUPPLEMENTING THEIR INCOME THROUGH ILLEGAL MEANS.
- * THIS ILLEGAL ACTIVITY USUALLY TAKES THE FORM OF PROPERTY CRIME, PRIMARILY BURGLARY AND LARCENY.
- * ECONOMIC LOSS FROM CRIME AMOUNTS TO OVER TWO AND A HALF BILLION DOLLARS ANNUALLY IN THE UNITED STATES.

COMMENTARY

Opiate drug abuse and addiction is on the increase in Arizona disproportionately to the general population increase. As an indicator of opiate addiction, accidental deaths from opiate drug poisoning are also on the rise.

In 1975, 77 overdose deaths were reported as compared to 24 in 1972, a 220 percent increase. For the same period, the population in Arizona rose by only 11 percent.¹⁶

Heroin addiction is expensive for the addict. In fact, most addicts cannot support their habit without supplementing their income through illegal means. This illegal activity usually involves a crime against property, primarily burglary and larceny; however, desperate addicts also resort to armed robbery. Other typical crimes committed by addicts include auto theft, drug dealing, pimping, and prostitution.

It is estimated that in the last seven years the losses from shoplifting alone have nearly doubled, and present national losses are estimated at close to one billion dollars annually.¹⁷ Some researchers have suggested that the addict must steal property amounting to between two and one-half and five times the actual cost of his habit.¹⁸

The mandate to law enforcement is clear; eliminate illicit narcotic use and a large part of the "crime problem" will solve itself. Typical of such philosophy is an article in Police Magazine, which concluded that "Overall crime should decrease 40-60 percent" if street drugs are not available.¹⁹

During a 1972 San Francisco Methadone Conference, it was stated that the huge volume of drug-related crime in New York City had created a mass fear of addicts, and that one-half of the new admissions to the City's jails were arrested addicts.²⁰

Delineating the outlines of a likely career for the criminal addict provides a useful aid in understanding the developing relationship between addiction and crime. This process puts significant events in sequence and context. Published literature suggests the following:

The future addict begins experimentation with opiates (usually heroin) at an early age, probably between 15 and 18 years. Addiction (daily use) generally follows within several months. The addict has probably been picked up by the police at least once for offenses such as gambling, joyriding, and vandalism. Some of his friends, however, have been involved in more serious crimes. As opiate use intensifies, the youth's circle of friends narrows to include mostly other opiate users. While early behavior did involve some criminal offenses, most of his behavior could be described as conventional. Now the costs of daily use are very different from the costs of experimentation. Crime becomes an earnest enterprise and is more oriented toward gainful offenses such as burglary and larceny. The addict's dependence upon criminal friends is almost complete. They not only continue his training as a criminal, but through them operates the informal grapevine on police activities and drug sources on which the addict is dependent for survival in his environment.²¹

He has probably tried methadone treatment programs which have done little but allow him more freedom in the way he spends the money from his crimes. At times, the neighborhood treatment centers become reinforcement for the behavior being learned through peer group association and dependence. The addict begins to manipulate his methadone doses or use them in addition to heroin. He learns to buy and sell clean urine for the urinalysis. Heroin dealers are at times encountered in the proximity of the treatment location.

For the most part, narcotic expenses seem to be deducted from the profits of an ongoing pattern of illicit activity. Of course, to some extent, the nature and regularity of this pattern is influenced by the recurring need to purchase drugs. While this is not a problem for most addicts, for some their habits get "out of hand." It is no longer a deductible expense. Some intensify crime as a response to this while others seek treatment, a situation which allows the habit to be resumed later at a normal cost.²²

Although other scenarios do exist, this seems to be the most common.

National economic loss from crime amounts to over two and a half billion dollars annually.²³ Monetary loss, however, is less significant when compared to the personal injury or death that may accompany an armed criminal's attack.

The total monetary loss directly attributable to heroin related crimes in Arizona cannot be accurately calculated. The minimum loss in three categories of crime in Arizona for 1975 is as follows: Larceny - \$3.6 million, burglary - \$3.8 million, robbery - \$.5 million.²⁴

In the spring of 1976, Department of Public Safety auto theft investigators went to a wrecking yard in Mexico. Of approximately 5,000 vehicles in the yard, a random sampling was made of 120. Of these 120 vehicles, forty-one (34%) had been stolen from Arizona. A conservative estimate by these investigators is that over 450 vehicles per year are stolen in Arizona and taken into Mexico. The majority of these are probably traded for narcotics.

Reporting procedures appear to be a serious problem affecting statistics. If, for example, an addict is arrested on several charges, only one charge may be recorded. As a result, the statistics can be misleading. Before effective measurements of the law enforcement system can be made, it will be necessary to develop the accuracy and uniformity of the reporting system.

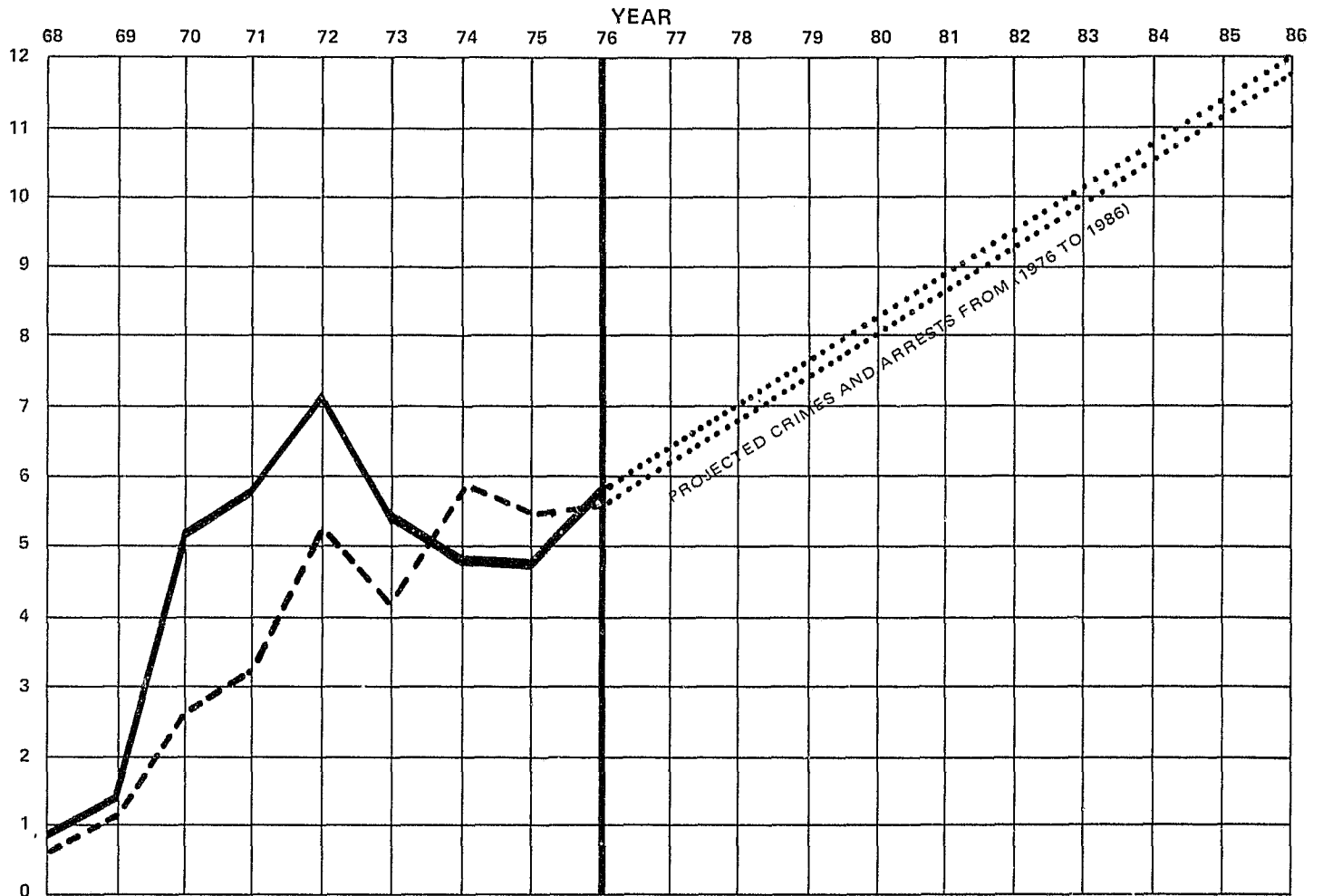
Reported heroin arrests in Arizona have increased from 181 in 1970 to 584 in 1976. Total arrests for these years have gone up from 51,813 in 1970 to 58,076 in 1976.²⁵

Figure VII represents a projection of total crimes and drug arrests for the next ten years. This projection is based on a "straight-line" approach in an effort to utilize the most conservative method. The extreme would be a projection based upon the same percentage of increase over the last ten years, an average of 67 percent per year. The true projection probably falls somewhere between these two approaches. Based upon the projection in Figure VII, total crimes and arrests for hard drug violations will double in the next ten years.

Arizona's crime rate is increasing. Figures VIII - XI show Arizona's relationship to the rest of the nation in violent crimes, property crimes and total crimes.

It is known that heroin addicts are responsible for many of these crimes. Fifty percent of those arrested for a heroin violation in Arizona have larceny records; forty-nine percent have burglary records. (See Fig. XII). Figure XIII gives a breakdown of heroin addict arrests by race and sex.

FIGURE VII
 TOTAL CRIME IN RELATION TO DRUG ARRESTS IN ARIZONA



LEGEND:
 — Total crimes x 10,000
 - - - Drug charges arrests (Hard drugs only) x 100

FIGURE VIII
COMPARISON OF PROPERTY CRIME IN UNITED STATES 1975

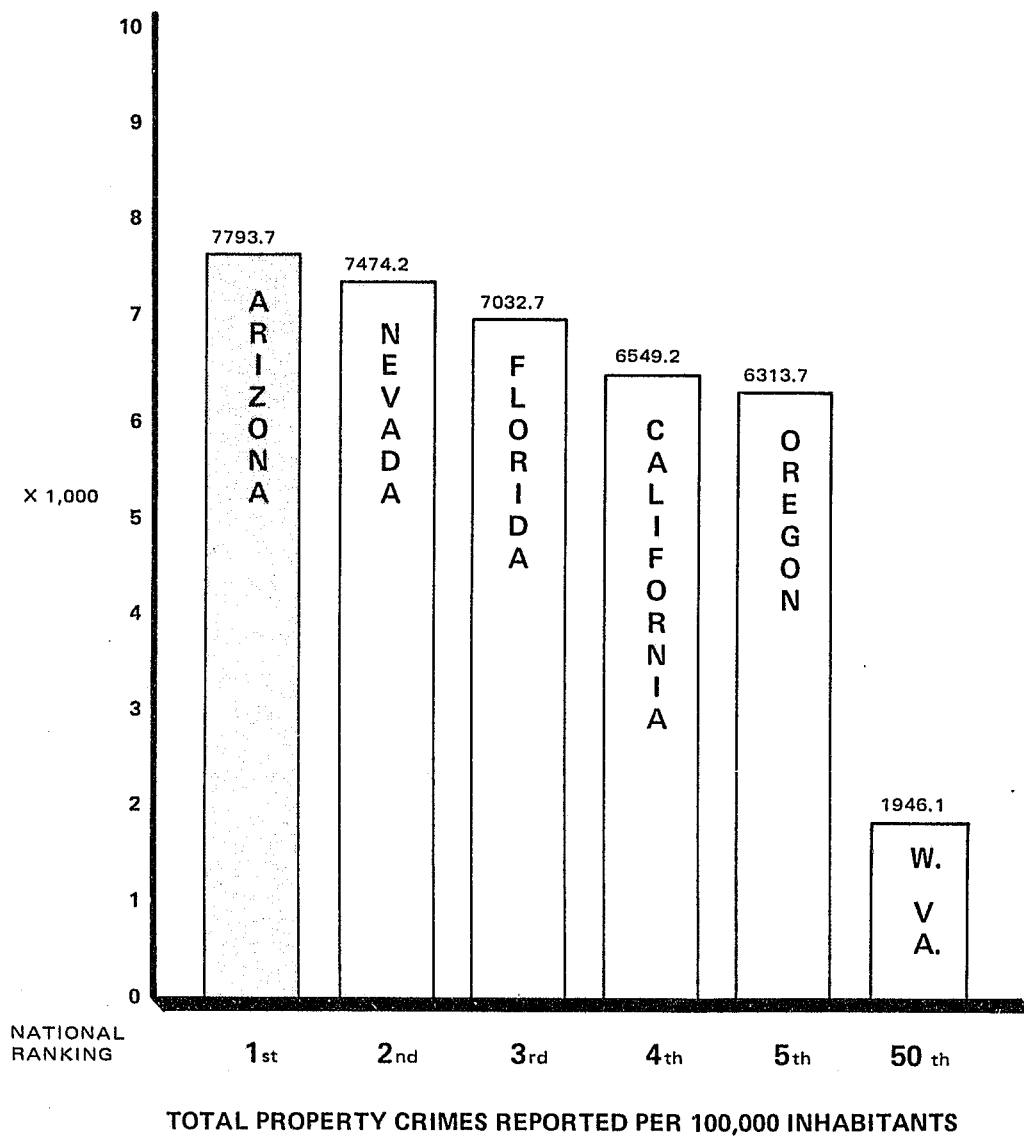


FIGURE IX
 COMPARISON OF VIOLENT CRIME IN THE UNITED STATES 1975

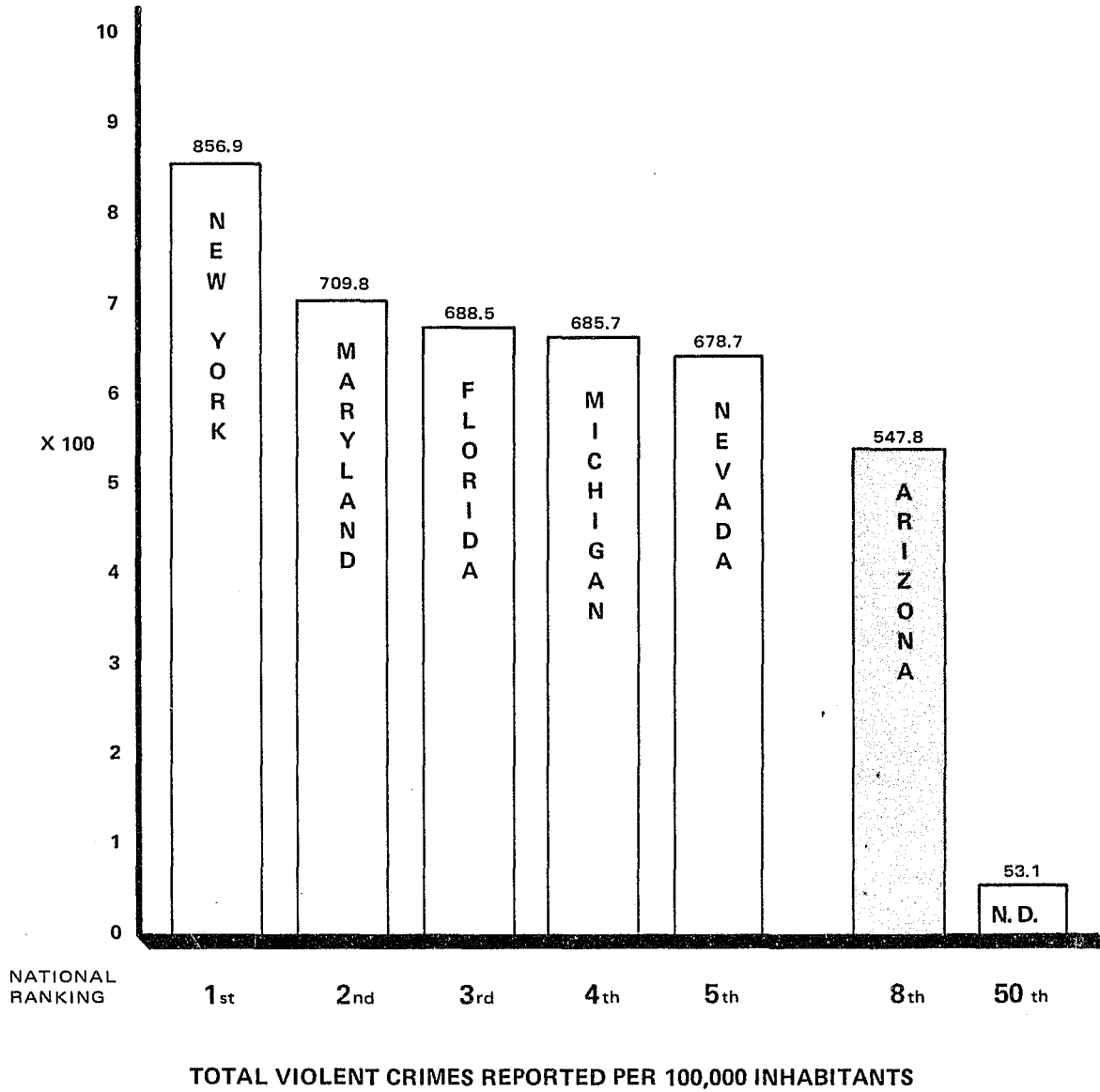


FIGURE X

COMPARISON OF TOTAL CRIME IN THE UNITED STATES 1975

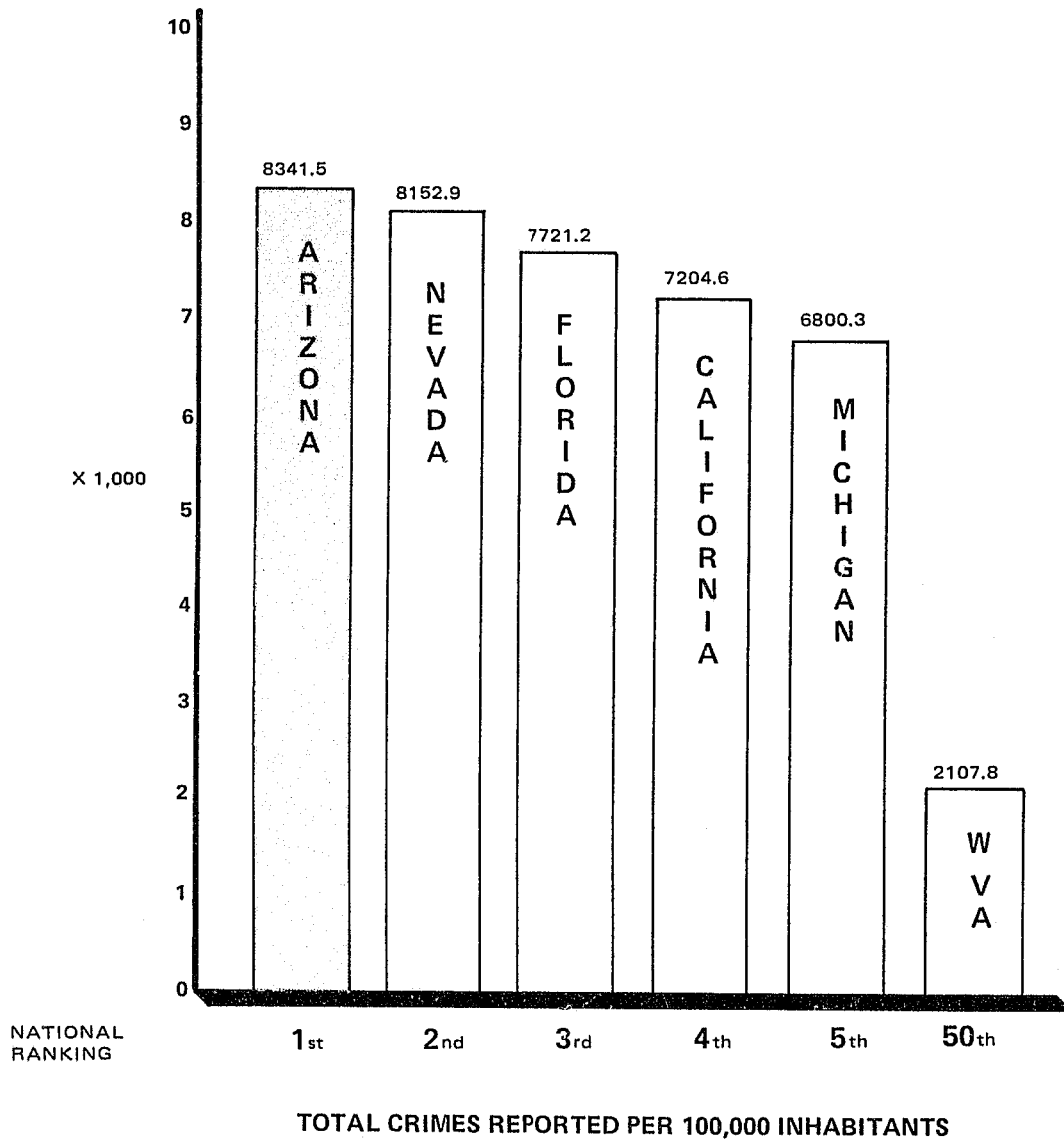


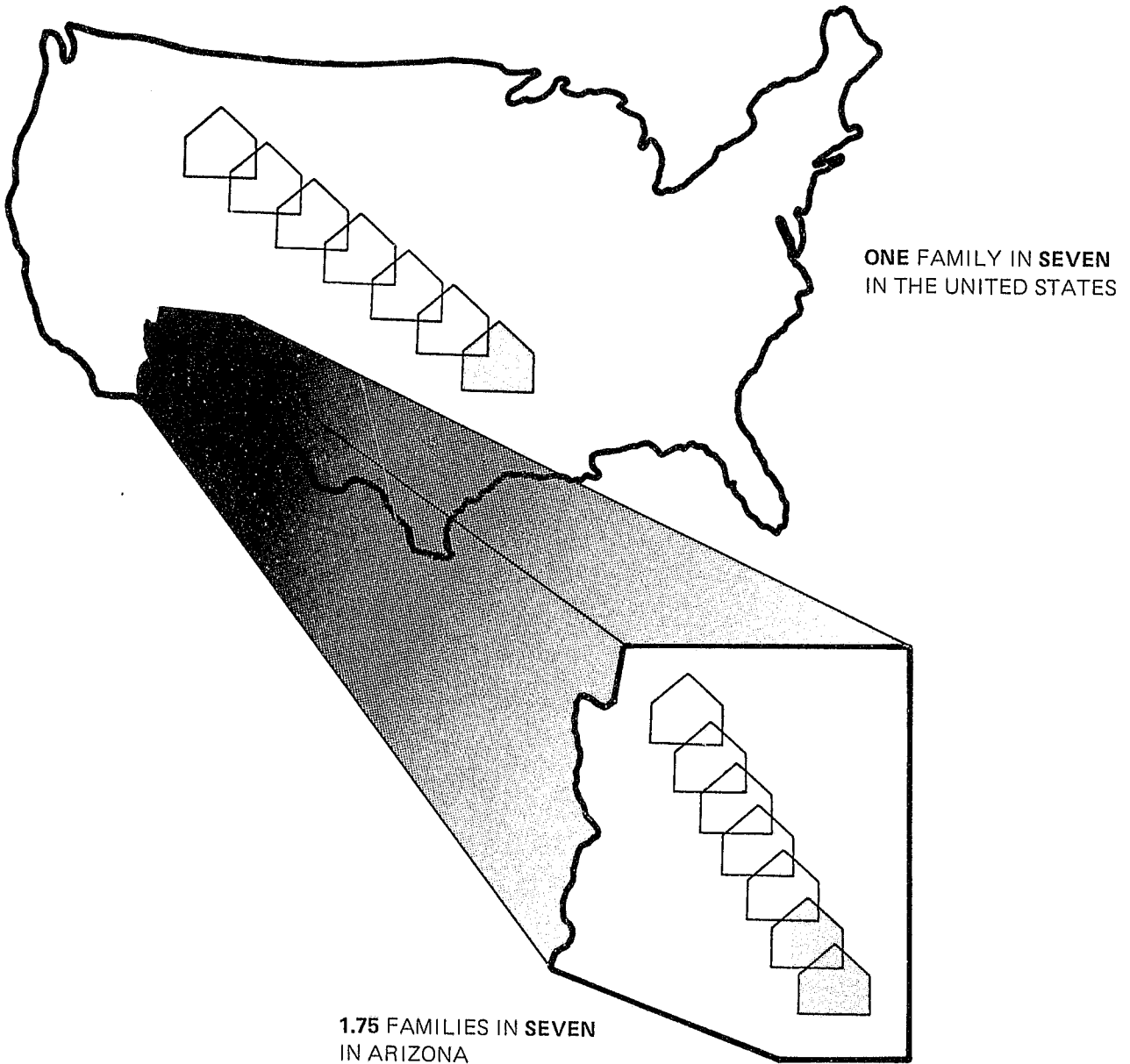
TABLE I

Total Arrests in Arizona 1975

OFFENSE	NUMBER OF ARRESTS	PERCENT DISTRIBUTION	RATE PER 1,000 POPULATION
MURDER & NON-NEGLIGENT MANSLAUGHTER	146	.1	.06
MANSLAUGHTER BY NEGLIGENCE	63	.1	.03
FORCIBLE RAPE	340	.3	.15
ROBBERY	1,324	1.2	.59
AGGRAVATED ASSAULT	2,720	2.5	1.22
BURGLARY	7,521	6.8	3.39
LARCENY	15,353	13.8	6.91
MOTOR VEHICLE THEFT	1,542	1.4	.69
PART 1 SUBTOTAL	25,009	26.2	13.05
OTHER ASSAULTS	2,796	2.5	1.25
ARSON	364	.3	.16
FORGERY-COUNTERFEITING	448	.4	.20
FRAUD	1,052	1.0	.47
EMBEZZLEMENT	272	.3	.12
STOLEN PROPERTY	1,391	1.3	.63
VANDALISM	2,395	2.2	1.08
WEAPONS - CARRYING	1,793	1.6	.81
PROSTITUTION-COMM. VICE	865	.8	.39
SEX OFFENSES	757	.7	.34
DRUGS	9,456	8.5	4.26
GAMBLING	37	.03	.02
OFFENSES AGAINST FAMILY	633	.6	.28
DRIVING UNDER INFLUENCE	23,404	21.1	10.53
LIQUOR LAWS	6,296	5.7	2.83
DRUNKENNESS	373	.3	.17
DISORDERLY CONDUCT	9,200	8.3	4.14
VAGRANCY	867	.8	.39
ALL OTHER - NON TRAFFIC	13,091	11.8	5.89
CURFEW - LOITERING LAWS	1,527	1.4	.69
RUNAWAYS	4,893	4.4	2.20
PART 2 SUBTOTAL	81,910	73.9	36.86
GRAND TOTAL	110,919		49.91

FIGURE XI

VICTIMS OF PROPERTY CRIMES



SOURCE: Uniform Crime Report
1975

FIGURE XII

KNOWN HEROIN ADDICTS IN ARIZONA AND
THEIR RELATIONSHIP TO CRIME

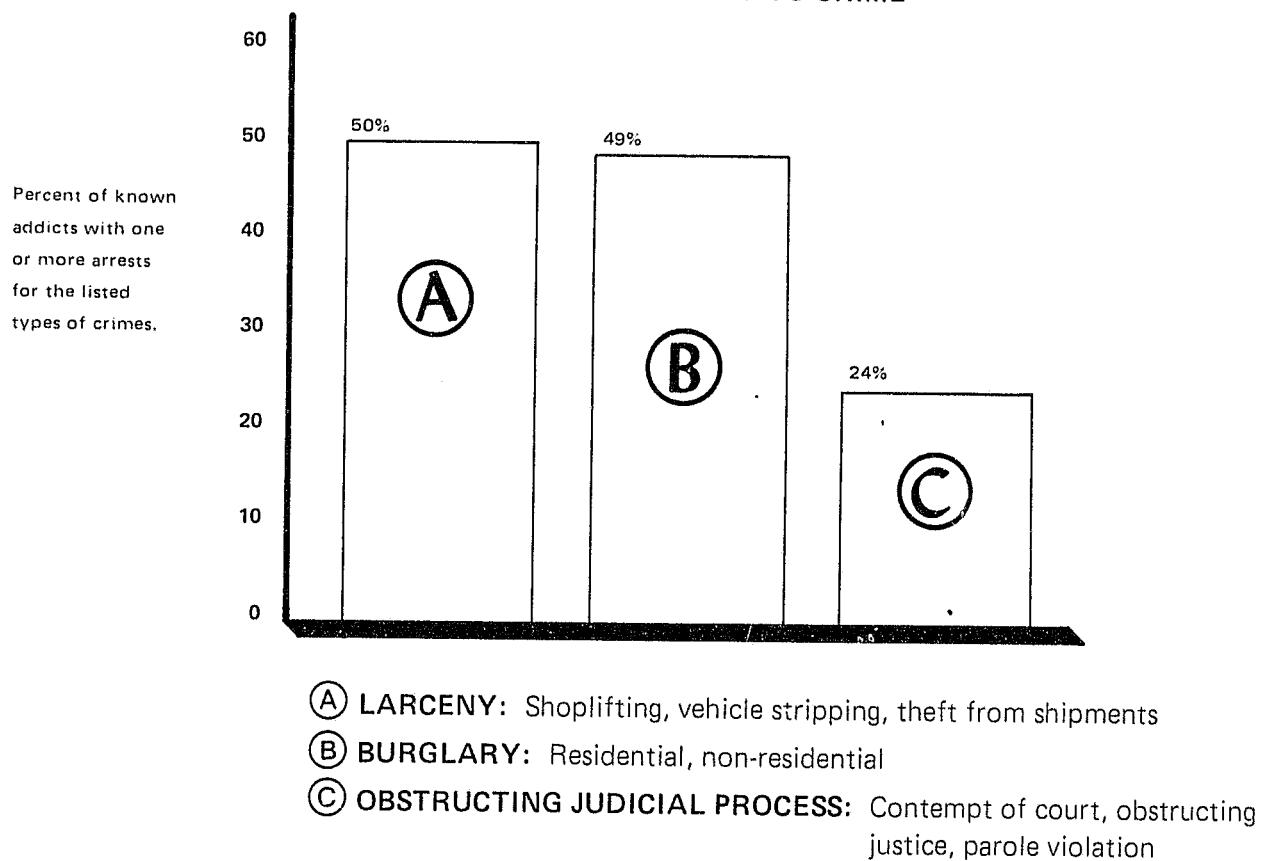
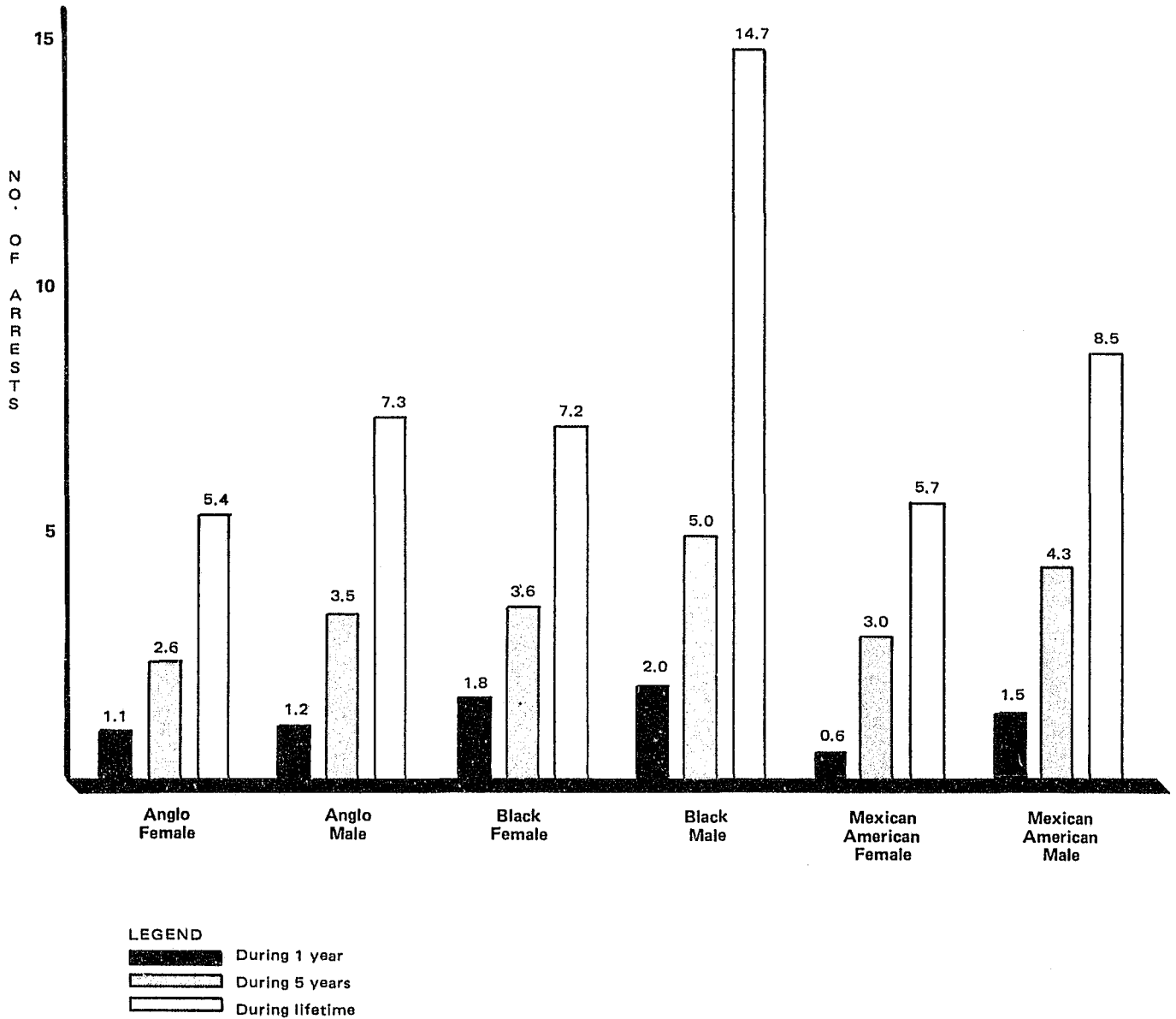


FIGURE XIII

AVERAGE NUMBER OF ARRESTS OF THE HEROIN ADDICT IN ARIZONA



SECTION IV.

CRIMES RELATED TO OPIATE DRUG ADDICTION - CALIFORNIA EXPERIENCE

IV. CRIMES RELATED TO OPIATE DRUG ADDICTION - CALIFORNIA EXPERIENCE

- * ACCORDING TO A STUDY BY A MAJOR POLICE DEPARTMENT, AN OVERWHELMING MAJORITY OF CONVICTED NARCOTIC USERS HAVE REPEATEDLY COMMITTED CRIMES AGAINST PROPERTY.
- * THE POLICE DEPARTMENT STUDY ALSO INDICATES THAT NARCOTIC OFFENDERS AVERAGE MORE THAN TWICE AS MANY PROPERTY CRIME ARRESTS PER PERSON AS THOSE WHO HAVE BEEN ARRESTED FOR PROPERTY CRIMES BUT NEVER FOR NARCOTIC OR DRUG OFFENSES.
- * ACCORDING TO A STUDY BY THE SANTA BARBARA POLICE DEPARTMENT, REMOVING ADDICTS FROM THE STREETS IN A CONTROLLED SETTING HAS PROVED EFFECTIVE IN COMBATTING CRIME.
- * ACCORDING TO THE CALIFORNIA DEPARTMENT OF JUSTICE, THE TRENDS IN ARRESTS FOR INCOME-PRODUCING CRIMES, COMPARED TO THOSE FOR DRUG VIOLATIONS, SUGGEST A NEED FOR GREATER ENFORCEMENT OF DRUG LAW VIOLATIONS.

COMMENTARY

Other law enforcement agencies have defined and documented the relationship between heroin addiction and property crime.

In November of 1972, the Staff Services Unit of the Administrative Narcotics Division of the Los Angeles Police Department prepared a report evaluating the relationship between the narcotic drug user and crimes against property.

The study²⁶ attempted to determine two things: the percentage of those persons arrested for crimes against property who had previously been arrested for narcotic or drug offenses, and the percentage of convicted narcotic offenders who had been previously arrested for crimes against property. Specifically, those crimes against property surveyed were burglary, robbery, theft, and forgery.

In order to determine the role of the narcotic and/or drug user in relation to property crime, various sources of information were reviewed and evaluated. Criminal records, statistical data, and relevant studies conducted by the Los Angeles Police Department and other jurisdictions were examined. After the results of the study were compiled, the report and all data used in the study were submitted to Dr. Lyle Knowles of Pepperdine University for statistical analysis. Dr. Knowles concurred with the Los Angeles Police Department findings and supported the statistical base on which the conclusions were based.

The Los Angeles Police Department study reported:

1. A large percentage of convicted narcotic offenders (86.7%) had prior records for crimes against property.
2. Forty percent of those arrested for crimes against property had prior arrest records for narcotic and/or drug offenses.
3. Sixteen percent of those arrested for crimes against property had prior arrest records for narcotic offenses.
4. Narcotic offenders averaged more than twice as many property crime arrests per person as those who had been arrested for property crimes but never for narcotic or drug violations.
5. Reports from Los Angeles Police Department Detective Divisions and other jurisdictions indicate a significant decrease in property crimes when addicts are removed from the streets.
6. Estimates of the high cost of addiction and reports of the personal characteristics of the addict tend to support the view that the addict resorts to crime in order to support his habit.²⁷

In conclusion, the report states:

The various studies, statistical data, surveys and opinions reviewed tend to point to considerable involvement of the narcotics user in crime against property. Even if one discounts opinion and studies by various agencies and relies only on analysis of criminal records, several points indicating involvement stand out. Most glaring of these is that an overwhelming majority of convicted narcotic users commit crimes against property -- and they commit such crimes repeatedly. Thus, even if the number of narcotic users is relatively small, the total involvement in crime against property is certainly significant.²⁸

Narcotic offenders had twice the number of arrests for property crimes as those having no narcotic offenses.²⁹

A study by the Santa Barbara Police Department, dealing with heroin addicts and related property crimes, was funded by the Office of Criminal Justice Planning in 1972.³⁰

The thrust and goal of the program was to eliminate the demand for heroin and reduce property crimes related to heroin addiction, through an organized effort directed at removing the addict from the street. Removal and control was apparently accomplished through civil commitment or criminal process.

Approximately one year after the first addict removal program, a second, identical removal program was implemented. Of the total number of addicts removed during the first phase, approximately fifty percent were encountered in the second phase. The remaining fifty percent had left the local area or were still in custody. The study states that the fifty percent encountered in the second phase was an indication that law enforcement alone is a temporary solution to the addict/crime problem but should be supplemented by addict control and rehabilitation.

The statistical results developed by the Santa Barbara Study indicated that for each addict month in jail, there were 12.8 fewer larcenies and 2.2 fewer burglaries committed.

During the period of time in which the maximum number of addicts were "under control," total addict related crimes showed a decrease of 45 percent. According to the Santa Barbara Police Department Study, "Crimes such as burglary, robbery, forgery, shoplifting and others have been shown to be, in large part, direct products of narcotic addiction and that those persons who were addicted or likely to be addicted to the use of narcotics, were responsible for a major portion of the crime rate in Santa Barbara."³¹

The study states, "From a law enforcement point of view, addict removal from the streets in a controlled setting has proved effective in combatting crime."³²

The California Department of Justice estimates that forty percent of all income-producing crimes committed in the State of California are drug-related. They define income-producing crimes as robbery, burglary, felony theft, forgery of checks and credit cards or petty theft. The report states, "The trends in arrests for income-producing crimes compared to those for drug violations, less marijuana, suggest a need for a greater enforcement of drug law violations. One conclusion could be that the drug-related, income-producing crimes have become an ever-increasing problem and have created demands on law enforcement, forcing attention directly upon burglaries, robberies and larcenies, instead of the less obvious threat of drug abuse. There appears to be a reduced effort in keeping the addicts off the streets or simply a re-direction of law enforcement resources away from enforcing drug law violations. Since we believe drug abuse is a major cause of income-producing crimes, then it becomes obvious that greater efforts are needed to focus on the drug abuse problem."³³
"It is a reasonable assumption that drug offenders are likely to continue their illicit activity when not confined to a correctional facility."³⁴

SECTION V.

SOURCES OF HEROIN AND ARIZONA'S PROXIMITY TO THE MEXICAN BORDER.

V. SOURCES OF HEROIN AND ARIZONA'S PROXIMITY TO THE MEXICAN BORDER.

- * A CORRIDOR FOR SMUGGLING MEXICAN BROWN HEROIN INTO THE NATION IS THROUGH ARIZONA.
- * AN UNLIMITED SOURCE OF HEROIN IS AVAILABLE FROM MEXICO.
- * SMUGGLING IS SOMETIMES ACCOMPLISHED BY THE DEHUMANIZING PROCESS OF SWALLOWING CONTAINERS FOR LATER RETRIEVAL THROUGH DEFECATION, OR BY CONCEALMENT IN BODY CAVITIES.
- * BODY CAVITY SEARCHES OF SMUGGLERS ARE SEVERELY HAMPERED BY CONSTITUTIONAL RESTRICTIONS.
- * LARGE QUANTITIES OF CONTRABAND ARE REGULARLY SMUGGLED ACROSS THE BORDER IN LOW FLYING AIRCRAFT UTILIZING ABANDONED AIR STRIPS AND RURAL ROADS AS LANDING AREAS IN ARIZONA.

COMMENTARY

Arizona's proximity to the sources of supply of Mexican brown heroin contributes to the socio-economic impact of heroin addiction upon the state. It also contributes to Arizona's reputation as a corridor for narcotics smuggling to the rest of the nation.

The interior states have the enviable possibility of identifying and eliminating the organizational hierarchy for heroin distribution organizations within their states. Through concentration on the identified distribution organizations, the interior enforcement agencies have some hope of effectively dealing with the source of the problem.

Naturally, enforcement agencies in Arizona also concentrate on distribution organizations. Arizona's unique problem is that when enforcement agencies are able to substantially affect the interior sources of heroin supply, the addict can simply travel to Nogales for an unlimited source.

"Small dealers selling dime papers abound in Nogales, Mexico." In fact the addict will be able to purchase any quantity that he is able to immediately finance through cash or stolen property.³⁵

Crossing into Arizona through the international border with ounce quantities of heroin is a relatively simple yet dehumanizing process for the addict. They all realize that they may be required to submit to a Customs search upon re-entry. To avoid detection, addicts will regularly place heroin in a balloon and swallow it. It is later retrieved by regurgitating stomach contents or by use of a laxative. Both male and female addicts will also conceal heroin in body cavities after placing it in balloons.

Experience has shown that carloads of addicts will use this means of smuggling heroin for a financier, in return for a portion of the drug. When a group re-enters Arizona, through U.S. Customs Ports of Entry, they will do so at irregular intervals at different locations.

Because searches of body cavities are immediately suspect of violating the constitutional reasonableness test, it is an extremely difficult search to implement. This immediate problem is compounded by a reluctance on the part of doctors and hospitals to provide the medical conditions under which these searches must be made.

To the uninformed, this method of smuggling would seem insignificant; however, it is philosophically and economically important.

Heroin addicts know that if their immediate source of the drug dries up they need not seek one of the narcotic treatment programs for relief, because the source of heroin supply in Mexico is ever present.

Heroin transactions are often conducted through the barter of stolen property. Items, ranging from weapons to vehicles, are traded for heroin at a relatively low return rate. The small return on the actual value of the property only serves to increase the problem. For the addict, the average trade value of a stolen vehicle is one ounce of heroin. Because the border is so near, stolen vehicles are often in Mexico before they are missed by the owner.

Arizona's proximity to the border makes it an excellent base for those larger smuggling operations utilizing airplanes. The planes cross the border in blind spots of the radar system and simply fly over all the problems encountered by ground border crossings. The planes are generally refueled, and the narcotics removed, at any of the many abandoned air strips or rural roads adequate for this purpose.

Mexican brown heroin accounted for only 20 percent of the heroin seizures across the country in 1972. Now policemen find it in 70 percent of their cases in both slum and suburban neighborhoods throughout the United States.³⁶

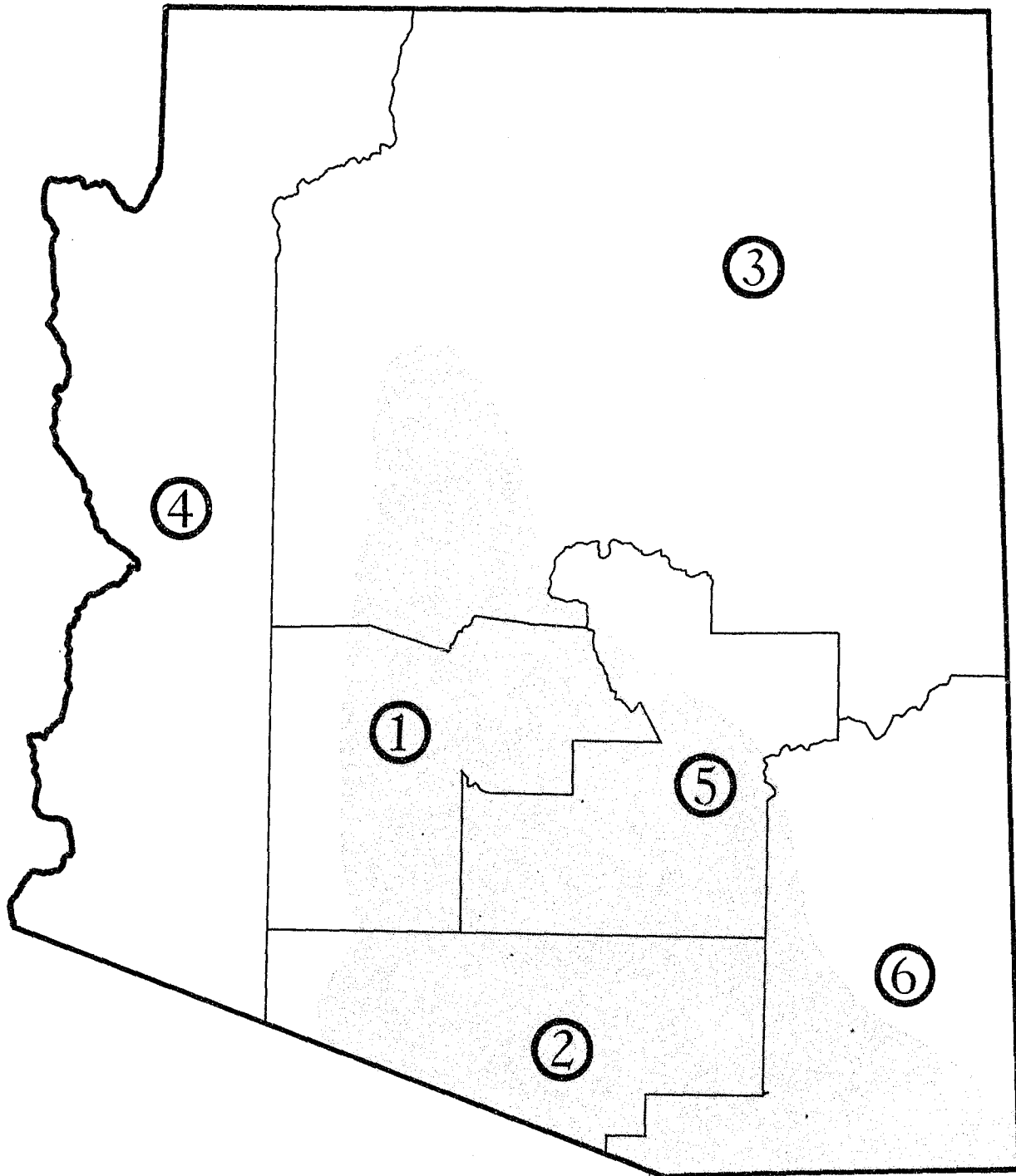
According to the New York Times Magazine, "Phoenix has become a busy terminal for the Mexican connection."³⁷ The indication is that the increased flow of heroin is through Arizona. Figure XIV depicts the flow of heroin that remains in Arizona.

The Drug Enforcement Administration estimates that Mexico currently provides 87 percent of the heroin smuggled into California. Southeast Asia provides the remaining 13 percent. Europe and the Near East, which formerly supplied most of the heroin to the United States, now accounts for insignificant amounts. A 23-week eradication program of opium fields in Mexico was recently completed. While it is hoped that this will affect the availability of heroin, similar programs in the past have not had any lasting effect.³⁸

The Drug Enforcement Administration believes that Burma, Thailand, Laos, and portions of Afghanistan and Pakistan can replace any decrease in Mexican heroin. These countries, with limited opium controls, have the immediate capability of annually producing in excess of 60 tons of heroin. The Drug Enforcement Administration and the National Institute on Drug Abuse estimate that the total heroin-using population in the United States requires an annual supply of 57.5 tons.³⁹

FIGURE XIV

"HEROIN DISTRIBUTION AND USE FLOW"



SECTION VI.

NARCOTICS LAW ENFORCEMENT IN ARIZONA

VI. NARCOTICS LAW ENFORCEMENT IN ARIZONA

- * THERE ARE 289 FULL-TIME NARCOTICS INVESTIGATORS IN ARIZONA.
- * THE EXPENDITURE FOR NARCOTICS LAW ENFORCEMENT WITHIN THE STATE OF ARIZONA IS APPROXIMATELY \$11.5 MILLION PER YEAR.
- * NARCOTICS ARE HOUSED IN MEXICO WITHIN 200 YARDS OF THE UNITED STATES BORDER.

COMMENTARY

At the Midwest States and Southern States Conferences in 1976, four states were cited as entry points for narcotics into the United States; Arizona, California, New Mexico, and Texas. Arizona was singled out as the major entry point for the nation's narcotic supply.

Presently 25 law enforcement agencies investigate narcotics violations in Arizona, at the federal, state, and local levels. (See Table II and Figure XV). They include the Drug Enforcement Administration, the Department of Public Safety, the Border Counties Strike Force, six County Sheriff's Departments, and sixteen City Police Departments. Within these agencies, 289 officers are assigned to narcotics investigations on a full-time basis. Figure XV shows a composition comparison of the narcotics investigation forces in Arizona.

The Department of Public Safety has 97 officers assigned to narcotics investigations at a cost of \$3.7 million for fiscal year 1976-77. The remaining 192 narcotics officers operate at an approximate cost of \$7.8 million. The total cost of narcotics enforcement in Arizona during fiscal year 1976-77 is estimated at \$11.5 million. These estimates do not include the Customs Patrol officers working in Arizona.

Approximately one year ago, a Narcotics Conspiracy Squad was formed within the Tucson District of the Department of Public Safety. Since formation of the unit, 88 arrests of major dealers have been made, with follow-up investigations and arrests in New York, Ohio, Iowa, and other states.

Historically, the quantitative measure for goal attainment, for those involved in narcotics enforcement, has been the total quantity of narcotics seized. Although this measure of success provided ease of quantification, it also established goal-directed activity that made innovative approaches to narcotics enforcement difficult at best.

A successful conspiracy investigation and prosecution does not rely on narcotics seizures; therefore, the traditional measure of goal attainment will not apply to conspiracy enforcement units.

The purpose of a Special Enforcement Unit is to attack a specific problem or to employ a specific resource. A special enforcement unit is the result of recognition that the added or marginal value of employing additional manpower in traditional enforcement methods may not be as great as using that manpower in a different, more productive way. This concept of marginal or incremental value, of a given activity versus an alternative way of using those resources, is a key to improving productivity.

The measure of marginal value in conspiracy unit endeavors lies in its ability to successfully prosecute beyond the limitations of the traditional approach to narcotics enforcement. The goal of the conspiracy unit thus becomes the provision of marginal value in the prosecution of narcotics cases.

In order to determine how well the conspiracy unit is reaching its goals, it is necessary to define the two general areas in which a conspiracy prosecution provides marginal value:

1. Larger illegal narcotics operations have evolved into structured organizations with a definable hierarchy. The organizers of such operations provide themselves with protection against the traditional enforcement approach through the use of middlemen who actually handle the contraband and negotiate the narcotics transactions. In a conspiracy investigation, the organizer may be prosecuted even though he may never have handled the contraband or negotiated a sale.
2. If, through traditional enforcement means, one or two members of an organization are arrested, the cohesiveness of the group allows those members to be replaced and the organization continues to function. A conspiracy prosecution uses the cohesiveness of the group and their familiarity with each other as the means to prosecute the individuals within it. Thus, the means used to hold the group together during operation also becomes the method by which the entire organization, with the exception of a few witnesses, can be prosecuted simultaneously. After the members of an organization have testified and provided information against each other during a conspiracy trial, they are not likely to organize again.

Santa Cruz and Cochise Counties are particularly difficult enforcement areas. These areas are sparsely populated and adjacent to the Mexican border, thus providing concealment for smugglers and easy access to the source of heroin in Mexico. The Department of Public Safety maintains regular surveillance on 25 airstrips in these counties. As other airstrips are discovered, they will also be watched on a regular basis.

Narcotics are warehoused within 200 yards of the United States - Mexico border, at Tres Piedras (Three Rocks), Mexico. Approximately twenty tons of marijuana alone is shipped weekly from this facility into the United States. A similar installation, the San Miguel Gate House, is also located just south of the border.

Nationally, \$15.6 billion was spent at the local, state and federal levels on criminal justice activities in 1975. In comparison, \$242.3 billion was spent on welfare, \$104.2 billion on health, \$110.4 billion on education, and \$85.3 billion on the military. (See Table III).

In Arizona, \$92,497,000 was expended by the Federal Government on police protection during 1974. During the same year, an additional \$62,434,000 was expended on other criminal justice functions, i.e., judicial, legal services and protection, indigent defense, correction, and others. (See Table IV).

TABLE II

ARIZONA LAW ENFORCEMENT AGENCIES WITH FULL-TIME NARCOTIC INVESTIGATORS

<u>FEDERAL</u>	<u>NUMBER</u>	<u>PERCENT</u>
Drug Enforcement Administration	80	27.7
<u>STATE</u>		
Department of Public Safety	97	33.6
Border Counties Strike Force	13	4.5
<u>COUNTY</u>		
Gila County Sheriff's Department	1	.3
Maricopa County Sheriff's Department	11	3.8
Mohave County Sheriff's Department	5	1.7
Pima County Sheriff's Department	5	1.7
Pinal County Sheriff's Department	1	.3
Yuma County Sheriff's Department	5	1.7
<u>MUNICIPAL</u>		
Casa Grande Police Department	1	.3
Coolidge Police Department	1	.3
Douglas Police Department	1	.3
El Mirage Police Department	1	.3
Gilbert Police Department	1	.3
Glendale Police Department	2	.7
Globe Police Department	1	.3
Holbrook Police Department	1	.3
Mesa Police Department	5	1.7
Peoria Police Department	2	.7
Phoenix Police Department	22	7.6
Scottsdale Police Department	7	2.4
Sierra Vista Police Department	1	.3
Tempe Police Department	2	.7
Tucson Police Department	18	6.2
Yuma Police Department	5	1.7
TOTAL	289	99.4*

*Does not total 100.0 due to rounding of percentage figures.

FIGURE XV

COMPOSITION OF NARCOTIC INVESTIGATION FORCES IN ARIZONA

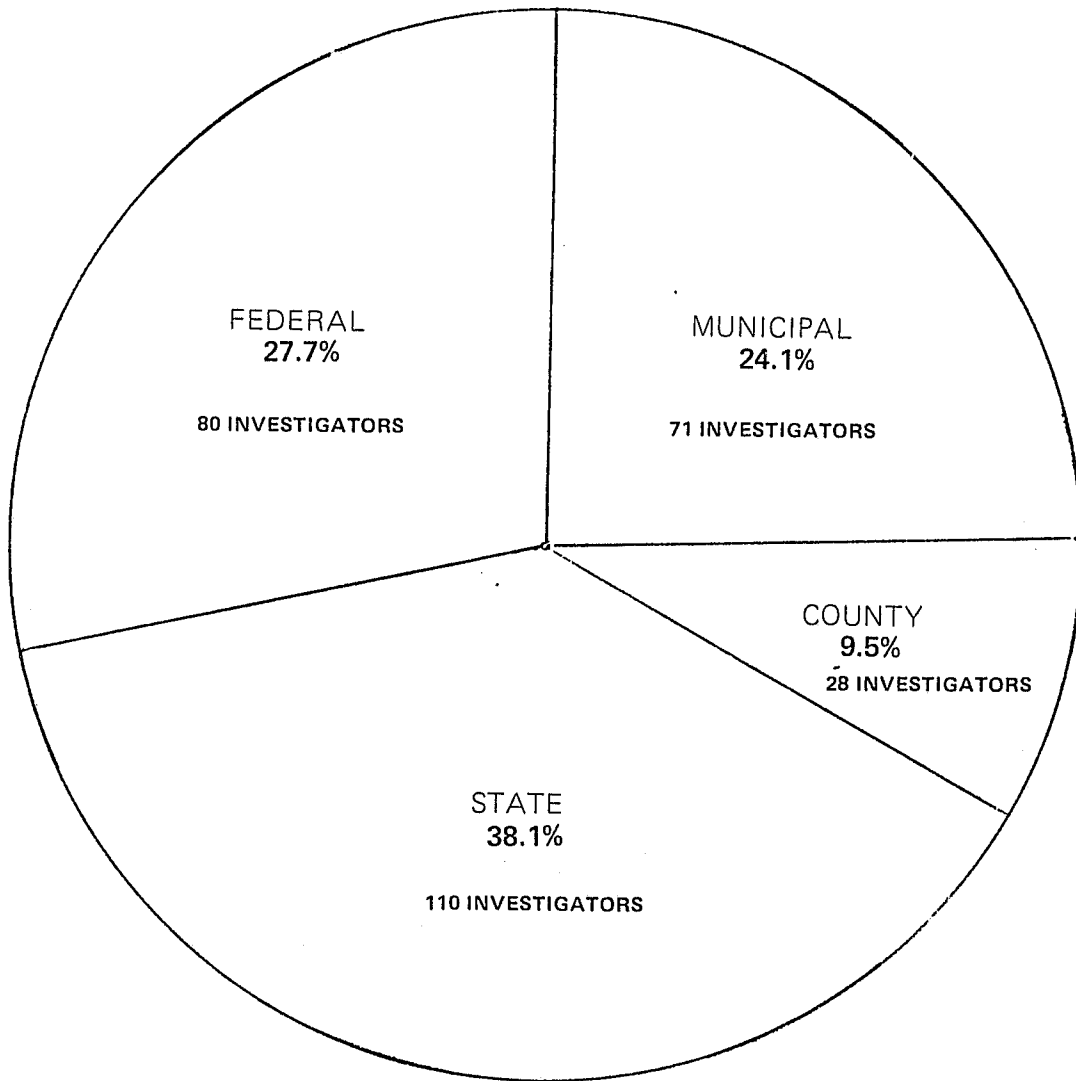


TABLE III
NATIONAL EXPENDITURES

	1974	1975
WELFARE	\$241.7 Billion	\$242.3 Billion
HEALTH	\$104.2 Billion	\$104.2 Billion
EDUCATION	\$ 98.8 Billion	\$110.4 Billion
NATIONAL DEFENSE	\$ 78.6 Billion	\$ 85.3 Billion
CRIMINAL JUSTICE	\$ 14.1 Billion *	\$ 15.6 Billion *

*THE FEDERAL GOVERNMENT SPENT JUST OVER 1% OF ITS TOTAL EXPENDITURE ON CRIMINAL JUSTICE ACTIVITIES.

SOURCE: U.S. Bureau of the Census Statistical Abstract of the United States, 1975. (96th Edition) Washington, D.C., 1975.

TABLE IV
U.S. CRIMINAL JUSTICE EXPENDITURES IN ARIZONA

	1973	1974
POLICE PROTECTION	\$78,313,000	\$92,497,000
JUDICIAL	\$14,207,000	\$18,590,000
LEGAL SERVICE & PROSECUTION	\$ 6,250,000	\$ 7,765,000
INDIGENT DEFENSE	\$ 1,375,000	\$ 2,337,000
CORRECTION	\$23,375,000	\$32,766,000
OTHER CRIMINAL JUSTICE	\$ 935,000	\$ 976,000

SECTION VII.

PRESENT TREATMENT PROGRAMS IN ARIZONA

VII. PRESENT TREATMENT PROGRAMS IN ARIZONA

- * THERE ARE FIFTY STATE-FUNDED DRUG ABUSE TREATMENT FACILITIES IN ARIZONA. ONLY ELEVEN, OR 22%, OFFER RESIDENTIAL TREATMENT.
- * FUNDING FOR DRUG ABUSE PROGRAMS IS LIMITED. ONLY 2800, OR 14%, OF THE ESTIMATED 22,000 STATE-WIDE HEROIN ADDICTS ARE RECEIVING TREATMENT EACH YEAR.
- * SIXTY PERCENT OF THE STATE-FUNDED DRUG ABUSE TREATMENT FACILITIES ARE LOCATED IN MARICOPA AND PIMA COUNTIES.
- * FUNDING FOR DRUG ABUSE PROGRAMS IS IN LIMITED SUPPLY AND IS DIRECTLY REFLECTED BY THE LOW PERCENTAGE OF ADDICTS BEING TREATED.
- * TREATMENT SUCCESS IS SUBJECTIVE. NO APPARENT STANDARD OF MEASUREMENT IS UTILIZED; HOWEVER, AVAILABLE STATISTICS SHOW LITTLE CONSISTENT SUCCESS.

COMMENTARY

Within the fourteen counties that comprise Arizona, there are fifty state-funded drug abuse treatment clinics dealing with 2800 addicts per year.⁴⁰ (See Table V). The various programs deal not only with heroin addicts, but also poly-drug and drug-alcohol addicts, and those who supplement methadone maintenance with other narcotics.

Funding for drug abuse programs is as varied as the number of available treatment facilities. There are numerous funding sources, but an agency must seek them out and then fulfill various obligations if funds are to be used. Funding sources include federal, state, and municipal governments, the National Institute on Drug Abuse, and the United Way. Funding is, however, in limited supply when one considers that there are approximately 12,000 heroin addicts in Maricopa County, and CODAC receives only enough funding to treat 400 + addicts.⁴¹ This problem will be compounded in the future because those involved in drug programs feel that the addiction level has yet to "peak out."

Treatment facility staffs are usually composed of a combination of professional and para-professional individuals, as well as volunteers. The type and exact number of staff personnel is dependent upon the type of facility and the particular services rendered. Most facilities are large enough to accommodate more clients, but they are grossly understaffed. Clients have individual needs that have not been met or are being met ineffectively.

Treatment orientations are as diverse as the individuals functioning within them. The fifty treatment agencies offer a total of 32 different services. (See Table VI). Most facilities offer individual as well as family counseling. The counseling techniques range from the humanist approach of Pre-Hab of Mesa, and the Behavior Modification program of Valle del Sol, to the Bible study of Teen Challenge and the methadone maintenance of ABIBIFO KORYE KUM. One basic view common to each program is that exposure to counseling offers the individual the opportunity to experience an alternate way of life and enhance his or her decision-making ability. Examples of some of the other services offered include emergency detoxification, psychological testing, medical care and job counseling; however, of the fifty state-funded treatment facilities, only eleven offer residential treatment. Sixty percent of these agencies are located within Pima and Maricopa Counties.⁴²

Most individuals enter the treatment programs as a result of word-of-mouth from other addicts, through the corrections system as a condition of parole, or as a walk-in off the street. The age of persons entering the treatment programs varies, as do the motives for seeking such treatment. It appears, however, that an addict must "hit bottom", or experience all the pains related to sustaining his habit, before he can begin successful treatment.

Drug abuse treatment program success is subjective. Each program gauges its efficiency using different criteria, with no apparent standard of measurement. Even when two agencies agree on a given time span for length of treatment, the requirements which must be fulfilled differ. Requirements may also differ within an agency depending upon the type of treatment program being considered. Treatment modes include residential, out-patient or maintenance programs.

Program costs also vary with the types of services rendered. Few charges are passed on to the individual except where there is no funding and, even then, it is usually based on the ability to pay.

An individual's return to a given treatment program depends upon the particular program's philosophy. Some feel that once an individual has completed a program, it would be counter-productive to allow a subsequent effort. The premise is that the individual would know all the "ins and outs" of the program. Others urge re-entry into a program because it increases the chance for success. There is referral between agencies, as a client may fail in one program yet succeed in another.

Evaluation of treatment programs is almost nonexistent. Even with success criteria ranging from "being hard drug free" to "restricted recreational use", the available statistics demonstrate little evidence of consistent success.

TABLE V
REGIONAL DISTRIBUTION OF STATE-FUNDED
DRUG ABUSE FACILITIES IN ARIZONA

REGION NUMBER	TOTAL REGIONAL FACILITIES	COUNTY	NUMBER OF FACILITIES WITHIN THE COUNTY
1	15	Maricopa	15
2	15	Pima	15
3	6	{ Apache Coconino Navajo Yavapai	1 1 2 2
4	5	{ Mohave Yuma	1 4
5	3	{ Gila Pinal	2 1
6	6	{ Cochise Graham Greenlee Santa Cruz	4 1 0 1
TOTAL	50		50

CONCLUSION

An overall statement of the heroin problem, both nationally and within this state, is presented in this report. Estimates of the total addict population in Arizona are provided, together with descriptions of their impact on the economy and the crime rate. Also discussed is the source of heroin, with respect to Arizona's proximity to the Mexican Border; manpower and funding of narcotics law enforcement, including a brief discussion of a conspiracy enforcement unit; and present treatment programs for addicts in Arizona.

The existence of crime, the talk of crime, and the fear of crime have eroded the basic quality of life for many Americans.⁴³

In a survey conducted by the Behavior Research Center in December, 1976 for the Phoenix Metropolitan Chamber of Commerce, voters were asked to identify what they considered to be the most important problem facing the City of Phoenix today. This survey recorded the highest level of concern about crime in the streets that we have seen in recent years. Comments about crime problems tended to focus directly on safety in the neighborhood (e.g., personal fear of rape, burglary, assault and robbery).⁴⁴

For public officials whose responsibility includes public safety considerations, the definition of the escalating, cyclical nature of crime and heroin addiction is important. The property crimes related to heroin addiction are symptomatic. In order to maximize the return on enforcement expenditures, emphasis should be placed on breaking the ritual of heroin use before it results in crime.

Arizona must actively respond to the ever-increasing heroin addiction problem in order to reduce the insidious threats to society that are associated with heroin addiction and related crime.

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