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**DRUG ABUSE AND DRUG TRAFFICKING ALONG THE
SOUTHWEST BORDER (TUCSON)**

HEARING
BEFORE THE
**SELECT COMMITTEE ON
NARCOTICS ABUSE AND CONTROL**
HOUSE OF REPRESENTATIVES
NINETY-NINTH CONGRESS

SECOND SESSION

JANUARY 14, 1986

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Select Committee on Narcotics Abuse and Control

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(99th Congress)

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DRUG ABUSE AND DRUG TRAFFICKING ALONG THE SOUTHWEST BORDER (TUCSON)

TUESDAY, JANUARY 14, 1986

HOUSE OF REPRESENTATIVES,
SELECT COMMITTEE ON NARCOTICS ABUSE AND CONTROL,
Tucson, AZ

The subcommittee met, pursuant to call, at 9 a.m., Main Ballroom, Holiday Inn, Tucson, AZ, Hon. Charles B. Rangel (chairman of the committee) presiding.

Present: Representatives Scheuer, Collins, Guarini, Shaw, and Kolbe.

Staff present: John Cusack, chief of staff; and Elliott Brown, minority staff director.

The CHAIRMAN. Good morning. The House Select Committee on Drug Abuse and Control will come to order.

I want to thank all of you here, but more particularly we want to thank Congressman Jim Kolbe for having us here this morning, as well as, Mo Udall, to take a look at the fact of drug trafficking in the community of Arizona.

We also want to thank the congressional border patrol caucus. We recognize that we have a very sensitive relationship with the Government of Mexico.

We also know that 39 percent of the heroin coming into the United States originates in Mexico. We also know that an increasing amount of the cocaine coming into the United States is being transshipped through Mexico.

We have a variety of agreements with the Government of Mexico providing economic and other types of assistance, and as most of you know, recently the President of the United States has met with the President of Mexico in order to improve some of these agreements to extend the cooperation and to get more effective control over this growing problem.

We have started our hearings in El Paso.

We are here in Tucson; we leave this afternoon for San Diego, and we ultimately will end up in Mexico City. We will be meeting with the public officials in Mexico, as well as the President, hoping we can improve upon the relationship.

This is an 8-day mission covering the border, going into Mexico, and we do hope that at the end of these hearings we would be able to recommend to the Congress more effective controls on this substance. Yesterday we heard, and today we probably will hear, further that we should expect that there will be more cocaine and

heroin available on the streets, as well as marijuana, than last year.

This is notwithstanding the fact that the administration believes that we are having more cooperation with the heads of the drug-producing countries. Today we want to look into what we can do as a Congress and the select committee to be of assistance to the people in Arizona.

The border caucus has advised us that we have to be aware of the very extensive relationships that exist between the people of Mexico and the people of the United States as it relates to the friendship, the cultural, the commercial ties. And we want to make certain that we don't come into Arizona or into this part of the country believing that we have the answers of closing the borders or restricting tourist travel.

We are here to help, we are here to learn and, again, Jim Kolbe, we thank you for your hospitality and inviting us to the community. I yield to you for whatever statement you have.

[The statement of Mr. Rangel appears on p. 78.]

**TESTIMONY OF HON. JIM KOLBE, REPRESENTATIVE IN
CONGRESS FROM THE STATE OF ARIZONA**

Mr. KOLBE. Thank you very much.

Thank you, Mr. Chairman, and members of the committee. I want to welcome the Select Committee on Narcotics Abuse and Control to Tucson.

Ideally, I wish, as I think every member of this committee and everybody in this room wishes, that there was no need to hold a hearing here in Tucson or anywhere in the United States on the problem of drug abuse and control.

But we do know that we have a serious problem, and it is particularly serious along the border with Mexico where we have an avenue for drugs coming in from Latin America and Mexico into the United States. We are—those of us living in the border communities, those communities that you have been holding your hearings in yesterday, today, and tomorrow, are especially aware of this problem.

I find over and over again as I go around my district which borders hundreds of miles on the Mexican border, that there is literally no one in my community that is not touched in some way by the drug-abuse problem, either a member of their family that has had a problem or somebody that they know very well or a problem in their schools that they are intimately involved with, or a law enforcement problem.

All of us are affected in a financial, and a physical way with the tax dollars that we pay to try to cope with the problem that seems to be increasingly serious, and which we seem to have increasingly little ability to deal with. So, I appreciate very much the focus of this committee on this problem along the Mexican border, because I think attention needs to be given to this problem by our Federal, as well as by our local law enforcement officials and agencies.

Today we are going to hear from those people, Federal agencies, State and local law enforcement officials about the magnitude of the problem. We will have a chance to meet with officials in

Mexico to understand from them some of their problems about the sources and the magnitude of the problem as it exists in their country.

We are going to hear from young people and parents who are on the front lines of dealing with this problem. And we are going to be talking to people who are involved in the treatment programs.

Ultimately, the hope for this committee, I know, is to find solutions to the problem.

Is it better law enforcement?

Do we need better treatment programs?

Do we need, in the long run, better prevention programs; better education programs for our communities, and particularly for our youth?

I would hope that today we might begin with those hearings that you are holding to find some glimmer of the solutions to these problems. None of us would be so foolish as to suggest that we are going to go find all the answers here today.

But I am deeply appreciative of the fact that this committee has given the attention to this problem, that I believe that it needs here in Tucson, and elsewhere, along our border.

I want to welcome you to Tucson. I am sorry we don't have sunnier weather for you and your committee today.

I should tell you it is the first day of clouds we have had since Congress recessed on December 20. And unfortunately it came on the day you are here. But we are still pleased to have you with us Mr. Chairman.

Thank you.

The CHAIRMAN. Those of us that are from Chicago, New Jersey, and New York will tell you right now, Jim, you have no reason to apologize for anything.

We thank you for having us again.

Congressman Mo Udall represents one of the most forceful voices for drug control in the U.S. Congress.

It was at his personal invitation as well as that of the border caucus that we looked into this problem as relates to Arizona. He had expected to be with us today. He assisted us in putting together the witness list, as well as his staff, and Jim's staff. And if it was not for a personal family problem he would have been with us today.

And we thank him for his contribution.

Our panel includes Congressman Clay Shaw from Florida; Congressman Jim Scheuer from New York, will be joining us later—Jim Scheuer is now with us from New York; Congresswoman Cardiss Collins from Chicago; Congressman Frank Guarini from New Jersey.

Our witnesses this morning will include Col. Ralph Milstead, director of the Arizona Department of Public Safety, Chief Peter Ronstadt, Tucson Police Department.

They will be on the first panel that we will have this morning. They will be followed by representatives of the Drug Enforcement Administration, the U.S. Customs Service, Immigration and Naturalization.

And we will have very knowledgeable, experienced people, and committed professional individuals that are involved with drug treatment and rehabilitation.

One of my colleagues from the Bronx, I understand is now here, and will share with us the problems he is trying to overcome here.

We also will have on our prevention panel, representatives from the State board of education, the public school system, the National Federation of Parents for a Drug Free Youth. We also will have some high school witnesses.

A gentleman asked me this morning whether or not we could find time to have him to testify, and I told him that the schedule will be drawn up, but I will be glad to speak with him personally. And he evidenced confidence in me and in the Congress, and said, "baloney" but I would want him to know, the gentleman in the back, that I will be seeing you before I leave, sir, OK, you with the beard.

You didn't ask to see me?

Didn't you say you had something to say?

A VOICE. Yes.

The CHAIRMAN. Didn't I say I will see you this morning?

A VOICE. Yes.

The CHAIRMAN. And didn't you say, "baloney"?

A VOICE. Yes.

You didn't know what the noble experiment was this country went through in the twenties.

The CHAIRMAN. I will find out before I leave Tucson, thanks to you. You make a lot of sense.

We will now have our first panel.

Col. Ralph Milstead, director for Arizona Department of Public Safety and Peter Ronstadt, chief of police of Tucson.

Gentlemen, we welcome you to this hearing. We have your statements. We have read the statements.

Without objection of the committee your full statements at this point will appear in the record. If you want to highlight, summarize these statements and make yourself available for questioning that is permissible, but you may proceed, Colonel, as you feel most comfortable.

TESTIMONY OF COL. RALPH MILSTEAD, DIRECTOR, ARIZONA DEPARTMENT OF PUBLIC SAFETY; AND PETER RONSTADT, CHIEF OF POLICE, TUCSON, AZ

Mr. MILSTEAD. Congressman, thank you.

First I would like to say I am honored to be chosen to appear here before you and to share some of my thoughts.

I would apologize in advance, however, if a lot of frustration shows through in some of the things I am about to say to you with the situation of illegal narcotics and drugs throughout the State of Arizona, and throughout, of course, our country.

I began my career in 1960 with the Phoenix Police Department and by 1966 I was a supervisor on the narcotics detail. Since that time I have worked narcotics enforcement off and on at a variety of levels, in both the Phoenix Police Department, and then, of

course, with the Arizona Department of Public Safety, which is the State narcotics enforcement agency since 1980.

Simply put, the best efforts of law enforcement—we have given it a really good effort—both at the local level, working with the local police departments, with our State, with our Federal people, and really haven't reduced the availability of illegal drugs in Arizona, to my knowledge, and what I understand, or in this country.

It is not a matter of a few holes in the dike that can be plugged by additional manpower, by additional resources. The dike is gone.

We are awash in narcotics. And I share this with you from the perspective of 1965 when I was first a narcotics officer through 1975 and 1985, and some 20 years later I see more narcotics on the street, more availability, more users, greater supply than we had 20 years ago.

We have appropriated a lot of money into law enforcement, too. In my very brief paper I talked about marijuana and the deluge of marijuana coming across the border particularly right now.

I don't know of a time in Arizona that marijuana was not readily available to anybody that had the price and the price has never been very high.

Cocaine, and forgive the pun, we are up to our noses in it. We have got cocaine coming across the border practically unchecked.

Just an example, a uniformed highway patrolman a couple weeks ago stopped a lady driving a car with an expired license plate, simple highway patrol stop, and in her back seat she has got packages wrapped up with duct tape.

The highway patrolman says: "What is that?"

She says: "I don't know, I never saw it before."

He takes 41 pounds of cocaine; a highway patrolman. This isn't a narc.

An undercover-buy-and-search warrant, and he can pick up 41 pounds of cocaine between Nogales and Tucson. Weekly, hundreds of pounds of marijuana are taken off by highway patrolmen.

That is how prevalent it is. We recently found backpacks with 85 pounds of marijuana in each of them, laying along our border where they had been abandoned by some traffickers, some mules hauling them across.

They backpack it into Arizona. They truck it into Arizona, mules, horses, helicopters, airplanes.

When the—there is a truck gate at the port of entry in Nogales, and they let them through at certain hours of the day. There will be 150 trucks loaded with produce coming across the border practically unchecked and there just doesn't seem to be any way to stop this flood.

Heroin is the same thing. We have—we are not making the big seizures like we did and the price is pretty high right now but there is a lot of heroin out there.

I guess the point I want to make and really the only point, it seems like that we need to really focus our efforts on the demand side of the problem rather than the supply side.

I do not see how law enforcement staffed at anywhere near our present levels can stop the supply of drugs into this State or into our country. I don't mean just a few more people.

If you want to give me 5,000 narcs for Arizona, sure. But there is no way we can afford that. We have got to work on the demand side and we will hear people say, well, the problem is Mexico; the problem is Bolivia; the problem is Afghanistan; it is Colombia.

The problem is in the hearts and minds of our citizens who desire this flight from reality, this escape.

If we are going to put our resources some place, I honestly and sincerely believe our resources have to go to prevention and education. Now, not that that is a new solution, and not that we haven't tried it but, golly, I just read recently that we spent \$140 million in Mexico in the last decade to stamp out marijuana, in a marijuana eradication program.

There are no visible signs that that in anyway has occurred in this State that there is any lessening of the amount of marijuana available in this State because of any programs that went on in Mexico.

Do we make good cases, do we have good intelligence?

Absolutely.

Do we seize a lot of marijuana?

Yes.

Do we arrest a lot of people?

Certainly.

So you can say law enforcement is out there doing their job but it just doesn't seem like it has any effect on supply because there is so much money to be made there is simply new growers and new suppliers thought up all the time.

On the bright side, I want to mention this because I know you play such a role in their budget, but we have had tremendous cooperation from Federal law enforcement in the State of Arizona. The DEA, Drug Enforcement Administration, the cooperation could not be better from my standpoint.

I share that with you from the historical perspective of being a narcotics sergeant in the city of Phoenix in 1966, dealing with the various predecessors to DEA, FBN, and BNDD, and so on, right up until today, with our special agent in charge in Phoenix, our people in Tucson. We have very good cooperation and we work closely together.

I can say the same thing about customs. We have little problems every now and then, but on the whole, we get along very, very well with the Federal people.

We count on them for support. They do support us.

We are in task forces together here in the city of Tucson. We are in task forces together in the city of Phoenix.

We make good cases. We make strong cases. We do good conspiracy cases, and so on.

At the same time I comment about our relationship, and I am sure Chief Ronstadt will tell you the same thing, with the local people I think is very good.

We have the metropolitan task forces in Tucson made up of Tucson and Pima County, are housed in the DPS, and provides for good communication, and good cooperation.

Mr. Chairman, with that I will shut up.

[The statement of Mr. Milstead appears on p. 82.]

The CHAIRMAN. Colonel, your position is rather unique for a law enforcement officer, and your candor is certainly refreshing. You almost reach a point you were saying that we should decriminalize, or legalize, and concentrate on education and prevention, and really not concentrate on the law enforcement aspect of it; but you didn't get there.

Mr. MILSTEAD. Mr. Chairman, I wouldn't want that to be interpreted as part of my remarks. I think we need a strong law enforcement effort.

We need to keep the supply down as much as we can, keep the price as high as we can, and put everybody in jail we can get our hands on, but you know if you were to tell me what would happen—I have 60 State narcotics officers.

If you were to say if I give you another 60, and you were the Governor asking me could I decrease the supply of narcotics in Arizona, I would tell you, no. Let's start talking thousands, if you want to do it.

The CHAIRMAN. Then you concentrated on the millions of dollars that we have invested in programs in Mexico and pointed out that that has only caused an increase in the availability of drugs on the streets, but you never suggested that we should stop those programs.

Mr. MILSTEAD. I wouldn't want to suggest that, because I tell you what. I am not that close to our effort in Mexico, but I have a feeling that we would do better—we would be better off if we used our \$140 million—if we want to help Mexico then we need to trade with Mexico, and we have got a lot of economic policies we need to work on to help their economy.

I don't want to come off as an isolationist, but let me talk about my own narcotics officers first. I am probably better off using the words of my narcotics captain who is here today, is turn them into evangelists to go around to the schools and the parents, and say, these are the things that drugs do to you.

That is what drugs do to our country and you are making a bunch of Colombians and maybe even the Russians in Afghanistan, you are making them rich.

The CHAIRMAN. You are the top law enforcement officer in the State of Arizona, and if I get your drift, as we say in the city of New York, you are saying that no matter how well intended, the programs have been ineffective in Mexico.

Mr. MILSTEAD. Exactly.

The CHAIRMAN. If we did increase the resources in law enforcement in Arizona you have no reason to believe as a professional that it would decrease the availability of cocaine, marijuana, and heroin in the State of Arizona.

Having said that, would you share with me what you have advocated or what you have been successful in getting in the area of education and prevention in the State of Arizona, because it seems to me that the average citizen will be forced to rely upon that in your fair State.

Mr. MILSTEAD. We have had what I would describe as an enthusiastic but somewhat weak effort on education. It seems like when we ask for dollars from the State legislature, and I talk about

asking for narcotics or even enforcement people, we get a lot of interest in that. Yes, let's go put somebody in jail.

I would say that from the local level also. When you talk about getting officers, getting educational dollars, getting medical dollars for prevention and treatment, those programs have never been looked on as importantly as the first line law enforcement programs.

Now, I am delighted to also have more officers, and so on.

The CHAIRMAN. I am not talking about it that way colonel. I am also concerned that the chief of police in New York City, as well as the Administrator of the Drug Enforcement Administration are heavily involved in educational programs.

I am a former prosecutor, and I really followed the school of investigation, arrest, and convictions but it is a new day so we are in the educational business. But when the Governor asked you about what are we doing about drugs and you shared with him the ineffectiveness of our foreign policy in overseas operations, you share with him, notwithstanding the fact you need more money, you don't expect that is going to be effective.

Don't you tell him what you are telling us about the prevention and education programs which are necessary, and that is where the priority should be given?

If you do; how has the Governor responded?

Mr. MILSTEAD. Mr. Chairman, of course, I do. We have some programs in place, but I have never felt like—

The CHAIRMAN. You said they were weak.

Mr. MILSTEAD. I think they are weak compared to what they could be. Let me give you an aside.

I have seen what has happened in the last couple of years of drinking and driving. We are making some progress on that problem.

The number of alcohol-related accidents in this State are going down. We have groups, citizens groups, MADD, SADD. We have educational programs going on.

We have strong law enforcement efforts and we have—you can't hardly turn on our television today and not see an antidrinking driving, or drinking and driving kind of a program. Those kinds of efforts nationally, local, State, have to be done.

We have to really change the values and the attitudes of the American people and this is not a short-term solution. We have to be in for the long haul and have to be committed to it.

The CHAIRMAN. You have not been persuasive in the State of Arizona as the top law enforcement official in getting them to give priority to education as opposed to law enforcement.

Mr. MILSTEAD. Not really, Mr. Chairman, but I also need to perhaps confess that it has only been recently perhaps that I have really taken this turn and I started off by saying this frustration that I share with a lot of my colleagues, that this frustration has finally turned to saying why are we even bothering in Mexico and Colombia.

Let's bring our people back and let's go ahead and work on the problem here and let's work on the demand side rather than keep pouring dollars on the supply side. I liken it to killing a snake tail first.

We ought to start at the head and the head, of course, is the demand.

The CHAIRMAN. You should know this committee has just concluded a 17-day trip to drug-producing countries, cocaine and marijuana and what you are saying every President and head of state has said, "Don't bother us, take care of your demand."

Certainly the closer we get to the Mexican border the more we hear public officials sharing that type of concern. Are there any members of the panel that would like to inquire of the Colonel before we hear from the chief of police from Tucson?

Jim.

Mr. SCHEUER. Mr. Chairman, I don't have any questions to ask the Colonel.

You are accompanying what many of us have been thinking.

Our profound sense of discouragement and disillusionment is a mirror image of yours, but normally we don't get these enlightened thoughtful views from a law enforcement professional. And I simply want to congratulate you on your testimony.

It is very courageous of you as a law enforcement guy to say that law enforcement isn't really doing the job and we have got to look to another kind of mix.

You have said it very eloquently, very thoughtfully, very courageously. I am sure there are people around this State who take a much more simplistic view of things who can make problems, and I want to express my deep thanks for your honesty and your candor, and the forthright way in which you have given us your very intelligent and thoughtful views.

Mr. MILSTEAD. Thank you.

Mr. GUARINI. Mr. Chairman.

The CHAIRMAN. I might add the reflected views of Congressman Scheuer.

Mr. GUARINI. As the top law enforcement officer of the State, Colonel, many people speak in terms of surveillance on the border and, of course, now there are starting to become discussions about surveillance of people in the working place.

We have heard recently of the Capital Cities Broadcasting Co. wanting to make tests of employees to see that they are drug free.

Now how do you feel professionally concerning the employer going into the working place and testing the employees?

We are talking about productivity, we are talking about cleaning up within our society at no cost to the Government, an opportunity to surveil people themselves.

Mr. MILSTEAD. Mr. Chairman, Congressman, I would approach it really carefully. I saw that discussion recently over at Kerr-McGee Atomic Plant, nuclear plant and it seems like if people are in the kind of profession that all of our lives are at stake, aerial pilots, people that run nuclear reactors, and so on, then I can see myself leaning toward testing, but to go into other businesses or into law enforcement—especially if you were to suggest what do you think about testing your law enforcement people, I think perhaps that goes just a little bit too far.

Mr. GUARINI. Would you go into automobile plants and test there, because lives would be at risk if someone is on the assembly line who is subject to drug abuse or airplane factories or anyplace

where consumers' goods are involved, where our health and safety are involved?

Mr. MILSTEAD. Mr. Chairman, Congressman, I probably could draw some scenarios where I would support that, but I don't really feel qualified to discuss that in detail. Honestly, I haven't given that a lot of thought.

I know I really love the individual freedoms and it seems like that may go a little too far in a lot of cases.

Mr. GUARINI. Is there any testing that is going on in Arizona, to your knowledge, of employers and their employees in the workplace?

Mr. MILSTEAD. Not that I know of.

Mr. GUARINI. Thank you, sir.

The CHAIRMAN. Congressman Kolbe.

Mr. KOLBE. If I might, Mr. Chairman, I also want to congratulate Ralph on his testimony. This is kind of *deja vu*.

A number of times you have appeared before my judiciary committee when I chaired it in the State Senate, but I appreciate what I have heard today. It does represent something of a shift, as I recall testimony that you and I have shared before, and our conversations on the subject, but would be that I have also come to the same conclusion.

We have got to deal with the demand side. I look at the amount of resources that we are putting into drug enforcement and in the best measurement you can have is the price of drugs on the street.

Clearly with the price of drugs dropping that is an indication the supply is greater than it ever has been, so we are not getting at the problem with all that we are doing. I think we have to look for something—different solutions.

I want to ask you a question about the problem of law enforcement, the kinds of things that we do in law enforcement.

I think back to what we had in this State is what now many of us would agree is something of a failed experiment for whatever reasons, the narcotics strike force, that you will recall, became a tremendous political football in this State.

That was an effort to try to involve at the State level a good deal of intelligence operation, but we found a tremendous amount of lack of confidence in that among certain of the law enforcement agencies in the State, and it represented something of a conflict between your department, and, as you know, a county sheriff's offices.

What is the problem we face with regard to law enforcement agencies working together?

Is it a political problem that those are elected officials and they have their own political turfs to defend?

Is it a professional problem?

Why should our law enforcement agencies that are supposed to be dealing with this problem have the kinds of conflicts and problems that we have in coordinating our resources and our law enforcement efforts?

Mr. MILSTEAD. Mr. Chairman, Congressman Kolbe, I think you touched on part of it. Some of it deals with personality.

Some of it deals with the fact that there are elected officials involved in law enforcement along with appointed officials, and sometimes we have different agendas.

The other part, of course, is a lot of overlapping jurisdictions. But I tell you, at the present time in Arizona I think we do well in our cooperative efforts.

It is such a large problem it seems like that nobody really wants to claim ownership of it and say that is all mine and butt out.

Now, there are some areas, of course, where maybe the problem is not as big, and they said, we would rather you didn't get involved in that.

But the thing that really works was not so much the intelligence thing, and we are going to share it, but is sitting down in the same office, with all the officers involved, and working in this task force concept.

That is why I spoke highly of our DEA task force here in Tucson and our operation in Phoenix, where we can bring in the officers from the other agencies and all of us share the floor, if there is any, and the States, if that becomes important, particularly, your reelection or reappointment, and we get along better when we work in these task force operations.

Mr. KOLBE. Thank you very much, Mr. Chairman.

The CHAIRMAN. We don't usually do this, but the Colonel's unique views caused us to split the testimony.

So, Chief, we are pleased that you have made yourself available and we are anxious to hear from you this morning.

TESTIMONY OF PETER RONSTADT

Chief RONSTADT. It is my pleasure.

I would also like to express my appreciation to you and the entire committee for giving us a chance to be heard. I think it is important that the problem of narcotics abuse as it relates to the United States be dealt with in terms of the growing problem in the Southwest. You heard the director talk to that point. I think probably previous testimony you have heard also emphasizes throughout the Southwest the problem is increasing, probably at a disproportionate rate to the rest of the country.

With regard to my own particular viewpoint, I have indicated that I intend to focus primarily on the narcotics problem as it relates to the Tucson area; but if you will bear with me, I am going to feel free to express my opinion as it relates to the national problem as well.

First of all, with regard to the Tucson area, I think that the narcotics problem as it relates to substance abuse and local trafficking is probably typical of what you would find in any growing Sun Belt area. We have got casual abusers. We have hardcore abusers. We have heroin addicts, a rather consistent hardcore population of heroin addicts. We have a growing population, as do other growing Sun Belt cities, of very affluent substance abusers, primarily cocaine users. They started out, I think, abusing cocaine because it was fun and now they cannot stop. This is becoming, I think, throughout the country one of the most underreported but one of the most potentially gravest problems this country faces today, and

that is the affluent person who is capable of a great deal of mobility and a great deal of activity but is doing so with a skewed mental attitude because of substance abuse. That to me is a great potential problem that is going to come and haunt us within a few years if we do not do something about it right away.

Another factor that makes Tucson perhaps somewhat unique is its proximity to the Mexican border and the fact we have an international airlines terminal. I think this is one of the things that causes this area a problem that is somewhat disproportionate to the community itself. We, in other words, not only have a problem with substance abusers that live within the population, but we have a disproportionate problem caused by the fact that the Tucson area is somewhat of a transfer point for narcotics trafficking elsewhere in the country.

An example of this was during the sixties and seventies. The 1960's and 1970's, when we had such intense competition among narcotics traffickers in this area, that for a time on any given month in Pima County the homicide rate was in excess of the homicide rate you would find 100 years ago when the Tucson area was the Wild West. We were finding bodies in the desert as a commonplace occurrence. All of that affected this community even though a lot of the narcotics that passed through here were not destined for Tucson. I think at that time it was recognized pretty universally by enforcement people, by substance abuse specialists and others that were involved in the problem that the only way that any effective reduction of this problem could be brought about would be through a concerted effort of not just local and State but national and international efforts; that the problem obviously had grown way too big for traditional local enforcement or interdiction methods or, for that matter, even rehabilitation or education efforts.

The problem had extended beyond anybody's, any local or State authorities' capacity to deal with it. As a result of that thinking, there was concerted effort brought about throughout the Southwest in the area of narcotics interdiction across the border in the area of hitting major narcotics traffickers as well as a reduction of day to day in community substance abusers.

You are obviously familiar with the fact that widespread opium and marijuana spraying took place in Mexico. There was a concerted effort on the part of Federal law enforcement officials working at least in parallel, if not in total cooperation, with State and local authorities here and in point of fact the problem did get reduced. It became apparent that if you are able to concentrate your resources, that you can have some effect as long as you maintain that effort on the importation and the trafficking of narcotics.

What happened, unfortunately, is that the emphasis began to shift to other parts of the country. It became easier to import narcotics via the gulf coast. Everybody is familiar with what happened there. The complexion of narcotics trafficking changed. The violence level obviously escalated, again things that people are familiar with, but as Federal pressure and international pressure then started to focus on the gulf coast, the problem, in our opinion at least, seems to now be on the increase in the Southwest.

Again, it is a question of where the pressure is applied and the problem crops up somewhere else. We think that this was beginning to happen in the Southwest. All indications are that the Southwest can very easily become a primary focus again of narcotics importation and narcotics trafficking, with all the subsidiary problems that that brings about in a rapidly growing area.

I think it is important to recognize if you are in an area where already the population is expanding beyond the capacity of the State and local governments to provide routine service is somewhat a given, that they are not going to be able to deal very effectively by themselves with this disproportionate type of criminal activity that is brought in by perhaps the focus of the Southwest in terms of narcotics, international narcotics traffic.

I think, again, as I am saying, most or much of the narcotics traffic that we know in the Tucson area is destined for other parts of the country. There is no question that local use and local trafficking have increased considerably as well. For example, in 1980, the Tucson Police Department and the Metropolitan Area Narcotics Squad arrested a total of 287 juveniles and 644 adults on narcotics violations. In 1985 we just about doubled that rate: 519 juvenile arrests, 1,353 adult arrests. In other words, to echo Director Miltstead's words, in spite of the best efforts at the local and State level and in spite of recent, very promising successes by the use of combined Federal, local, and State task forces, our problem is getting worse instead of better. We know that.

I think that the action that needs to be taken to combat this is not necessarily going to be innovative. It is not something new and startling. I think the previous experience has shown that if you do have sufficient resources and proper management of those resources, you can have an effect on the importation, on the trafficking and on the abuse of illegal drugs. I think experience has shown this—if you have a focused effort, if you have managed that effort properly and if you have sufficient resources, because anyone who thinks this is a short-term effort or that it does not require a massive effort then is being unrealistic.

I think one thing I would like to point out, there has been some criticism, I think recently, which certainly has surfaced in local news with regard to the management of some Federal resources, very sophisticated resources by certain Federal agencies, and some indication that perhaps the programs, the funding that allow those resources to exist is going to be cut.

I would from my perspective implore the Federal authorities not to, if I can use a trite phrase, throw the baby out with the bath water. I think that a successful effort is going to take every resource that State, local, and Federal authorities can muster; and if you do not have the resources to begin with, you cannot very well work on the proper employment of them.

I think a lot of the problems that have occurred in the past, some of the demonstrated ineffectiveness of enforcement and interdiction efforts, have been not so much a fault of the concept but the fact that we have not had a whole lot of experience at this total cooperation between State, local, and Federal authorities until very recently.

I point out along those lines that the philosophy that the present administration seems to espouse with regard to cooperative task force efforts where you have the combined resources of Federal, State, and local law enforcement, I think is a good approach and I think it should be expanded. I do believe it is an effective approach.

The recent efforts we have had in this State, as Director Milstead has pointed out, we think are effective and we think they have got a great deal of potential for increased effectiveness. I think more creative ways for State, local, and Federal authorities to pool their resources and combine their efforts can and need to be developed. I also think that existing task forces need to be further enlarged, additional task forces created in critical areas of the Southwest where they do not now operate. I think local and State drug enforcement units which perform enforcement duties apart from task forces, for example, in smaller agencies, I think these people also have legitimate financial needs beyond the capacity of their local government to address and, therefore, subject to Federal assistance and I think new ways could be created for the Federal Government to provide additional financial assistance, especially to these small agencies for such things as overtime expenditures, funds for narcotics buys and informant payments and for specialized training, even though these smaller agencies may not be able to cooperate in multiagency task force efforts.

I think also there is a critical need for additional financial assistance for specialized training to larger State and local agencies. The problem is getting more sophisticated, not less sophisticated. We have to keep pace with this. I stress again that this is a problem that is beyond conventional State and local resources. Therefore, it requires the assistance of the Federal Government.

I think that more attention in this training area for State and local authorities needs to be focused on asset identification and tracking. This is a very successful means of combating narcotics traffickers. The RICO projects that have been done in this State and at the Federal level, I think, are starting to pay off, where you get the narcotics traffickers in the pocketbook where it hurts.

I would also recommend a well and realistically equipped pool of aircraft, vehicles, surveillance equipment, and radios be created in several regions throughout the Southwest along with technical assistance for them so those can be used not only by the multiagency task forces but also by State and local agencies.

I think it is imperative that the Federal Government significantly increase its prosecution capability in the Southwest part of this country. The caseload in this part of the country at the Federal level has all too often resulted in cases that are actually international, if not at least international, in scope having to be tossed to the county prosecutor and into the county court system simply because there is not room for them at the Federal level. The result in many cases is something that everybody is not in favor of. It overloads the local court system. Again, I think it is an example of the fact that this is not just a State and local problem.

Finally, I would like to mention very briefly one other major area, and this is probably echoing what you have heard before where Federal assistance is absolutely imperative. I think we have had some promising effect in the area of education so far. I think

much more needs to be done to educate today's youth on the hazards of substance abuse and to encourage youths to reject this kind of activity and this may be one of the key things.

We have talked a lot in the past about drug education and drug awareness, and certainly that is the first step; but from my perspective it is not enough to teach somebody about drugs and what they do. I think the case could be made in some instances where that is almost an attraction. If you tell somebody what certain types of narcotics are going to do to your head and leave the decision up to the child, without any guidance, you may, in fact, be creating an attraction there. I think more emphasis in the education programs needs to be placed on devising means of encouraging youth to resist drug abuse. It is not enough just to know about it. You have got to learn how to resist it.

As a matter of fact, there is no question in my mind that we should maintain a strong enforcement, interdiction effort which I believe is absolutely imperative to combat the problem and combine that with a very comprehensive education plan that starts at a very early age with children during their formative years. It is not enough to wait until they are in high school. You have got to start when they are in elementary school. It has got to be on a national effort; it has got to be massive and it has got to be ongoing to teach youth, while they are still forming their opinions on not only what drugs can do but how to resist them.

If we were able to do that for one generation—we were able to do that for one generation—that problem would go away. I echo the sentiments of Director Milstead that all the enforcement in the world is not going to solve the problem if it is not backed up with and if it is not equally supplemented by a massive education and drug resistance campaign that starts at a very early age with the youth of society.

Without that combined, two-pronged effort we are not going to have any hope of successfully addressing the problem. That is basically my information.

Thank you very much.

[The statement of Peter Ronstadt appears on p. 84.]

The CHAIRMAN. Chief, while it is clear that this committee does not speak with one voice, I as a Member of Congress welcome your statement and perhaps because it reflects my views, I don't know.

As you pointed out, when we have had some degree of success it was with a sound foreign policy that dealt with eradication. It was with strong local, State and Federal law enforcement and it was with a good sound education and rehabilitation program. You need that entire ball of wax if you intend to have any impact.

Of course, today it appears there is a growing belief we should leave as much to local and State governments as we can. This appears to cut back to local level what is a national and international problem. I sponsored H.R. 526, which 100 Members of Congress have supported. We will have hearings early this year. I hope I can get the support which will make available \$750 million to tackle all of these areas not dealing with the foreign policy aspect of it.

One of the problems that I am having is that many more local law enforcement officials and State law enforcement officials and Federal U.S. attorneys as we have hearings are emphasizing more

and more the education and prevention aspects of this problem, and I have just been trained in the old school that I expect to hear most of this type of testimony coming from the educators and the community people rather than from the law enforcement people.

In New York, in Boston, in Chicago, in the District of Columbia U.S. attorneys are talking about what we should be doing in the classrooms and at home. But when I ask the question, Well, how persuasive have you been in installing or locking into place these types of programs, especially in my State of New York? I hear that we have an enthusiastic but weak educational program. So as a citizen and not as a politician, I say if I go to my cops and they send me to my schools and, of course, the closer you get to the Mexican border and you leave the foreign governments alone because they are developing countries, they have got their own problems, there is not much of an answer to this growing problem.

Chief RONSTADT. Mr. Chairman, if I might respond to that very briefly, I think you have touched on perhaps one of the most effective methods. There is no question that when police start talking to youth about drug abuse the fact that they are police is somewhat of an attention getter. I think it is possible for law enforcement and the schools or law enforcement and the community to develop curricula that can be used in the school as part of the regular educational curricula.

The CHAIRMAN. I could not agree with you more, Chief, but they are not doing it.

Chief RONSTADT. I think some efforts have been made and I will cite Tucson as an example. We have some programs in place here through the school resource officer unit that we have. The Benevolent and Protective Order of Elks helped us create a drug awareness program, and I think it serves as a model. As a matter of fact, it has been introduced in schools here. That is the type of thing I would like to see increased.

The CHAIRMAN. Yesterday one of the public officials in El Paso was lauding the great efforts that were made by the Reverend Jesse Jackson—it was the Governor of New Mexico—the great program that Jesse Jackson had brought into a high school where he has got 75 to 80 percent of the students to at least admit they were drug abusers, and they came forward and testified and then said that even though sitting in the audience many of them just did not have the courage to step forward and a member of the congressional panel said, Well, after they came forward what type of assistance did you offer the kids? He says, "We are working on that."

Who is seeking recognition to inquire?

Congressman Scheuer.

Mr. SCHEUER. Yes.

Mr. Chairman, I would make the same accolades with regard to Chief Ronstadt I made in regard to the former witness. This is remarkably thoughtful testimony from a law enforcement official. Normally, law enforcement officials say we need more law enforcement. Both of you are saying you have achieved a concensus we need law enforcement, of course, but we need something else too very, very urgently. I think that is commendable.

Can I ask both of you at what age do you think some kind of drug education programs ought to commence in the school? I take

it you are agreed it should come before high school. Should it come when the kids are 7, 9, 10, what age?

Chief RONSTADT. Mr. Chairman, Mr. Congressman, if I may answer first, we have had some experience in this city with when may be the most effective age to start instilling attitudes and so forth. I think educators will also agree with this and that is the earlier the better. By the time, from my perspective, at least, by the time a child is through with junior high you are probably not going to do too much to change their attitude. At that point I think a lot of their attitudes are formed, so the earlier the better.

I would start at age 5 possibly, just as soon as they are old enough to understand reasoning. I think it again has to be a two-pronged type of thing. One is to teach them the stuff is out there and the other is to teach them and encourage them in ways of resisting that.

Mr. SCHEUER. To say no.

Chief RONSTADT. Yes, sir.

Mr. MILSTEAD. Mr. Chairman, Congressman, I would like to respond to that.

I think the earlier the better. Just something to think about when you think about the decisions our children make. We make most of them for them. This is your allowance. This is when you can drive. This is the shirt you are going to wear and the shoes you are going to wear. These things are insignificant to that decision of whether or not to use drugs, and we make most of the decisions for our kids. But when they make probably the single most important decision of their lives as to whether or not to get involved in drugs, we are not going to be there. That kind of scares me. That person that is going to offer them drugs is not going to be Colombian, not somebody from the Mafia; it is going to be one of their buddies right there in that school. That is why I have to go back to what Chief Ronstadt said. We need to teach people values and drug resistance the earlier the better. I heard the other day half of our values and attitudes are formed before we ever get to school.

Mr. SHAW. Yield at this point?

The CHAIRMAN. Mr. Shaw.

Mr. SHAW. I think here is a good point. I think when we start talking about peer pressure and the decisions that are going to be made when we are not there, they are getting all the help they need to make the decision the wrong way just from the music they listen to, from the stars that they idealize as to what is going on. The words "cocaine" and "marijuana" and all these things that are in the music that they listen to, the peer pressure is tremendous.

Colonel, you mentioned a while ago the question of the effectiveness MADD has had on drunk driving. I agree with you. They are to be given a tremendous amount of credit for that, but a lot of that pressure has been brought upon law enforcement to have them crack down on drunk driving and a lot of people who are so-called upstanding citizens who were driving after a few drinks have quit because they are scared of being caught up in this big dragnet.

So, I think there is a tremendous cooperation that has to come both ways, but there has to be a lot of community pressure, I think, brought upon the glamour that is put upon the use of drugs.

Our kids are just bombarded by that at their most impressionable age. The young kids that are 5 you are talking about, Chief, they have the peer pressure of looking at the kids 13, 14 years old and they are listening to this trash and they start listening to it. I do not know how parents, particularly working parents, can be able to cope and be able to try to filter what their youngsters are listening to and the peer pressure they are coming against not by the people in school but the people they are looking up to and their idols. Maybe someone would like to comment on that and what can be done about that.

Mr. SCHEUER. Mr. Chairman, I asked the two witnesses to answer my questions as to when in their best estimate these education programs ought to start in the school. We got an answer from Chief Ronstadt.

I would be interested in hearing from the Colonel as to your estimate, Colonel, of when we ought to start trying to influence the kids, to give them the facts and then to say no.

Mr. MILSTEAD. Mr. Chairman, Congressmen, I have no trouble with when school starts, but I really think that this is why part of the education process has to include the parents because these are attitudes and values that are built before they get to school. The idea if you do not feel bad—if you feel bad, you take a pill, you have got a little snuffle, take a pill, you have got a headache, take a pill, and let's have a drink tonight, parents have to know what kind of influence they have over these very young children and what the consequences of their own actions can be before they ever get to school.

I think that has to be an important part of training parents to care for their children as changing diapers and whatever else we teach parents to do.

The CHAIRMAN. Who is seeking recognition?

Mr. SHAW. I do have a question I would like to ask both of these gentlemen.

I guess the Chief has already reflected on his own program.

Colonel, do you have any particular ideas as to what the Federal role might be and the training and what the role of—in other words, how do you develop these educational programs that would impact on the demand side?

Mr. MILSTEAD. I think DEA and the Federal people do have a role. I am intrigued by the program DEA is working on where they are working with high school coaches, at least, and maybe educators in creating peer pressure within the high schools. Like Chief Ronstadt, I think when a law enforcement officer shows up at a school or a parent group, people listen simply because he represents law enforcement. I think DEA and Customs could have a lot of impact there, particularly when they talk about the consequence of drugs. I do not think DEA or anybody in the Federal law enforcement have been sharing that role with us of educating people.

Mr. SHAW. That would be the Federal role. Then you are not talking about more funds and things of this nature. Obviously you are not turning away from that, but you are looking at using existing resources and turning it toward education.

Mr. MILSTEAD. Yes, sir. I think that should be part of the Federal role.

The CHAIRMAN. Are you really saying what he suggested; that you are not talking about any additional Federal assistance but you are talking about redirecting the existing moneys, especially as it relates to law enforcement and overseas operation and concentrate on education? You said "Yes" to that question. Is that what you think?

Mr. MILSTEAD. I earlier talked about the \$140 million that we wasted.

The CHAIRMAN. You are saying we ought to redirect some of the resources we have to the Mexican Government and to your department and concentrate more on education?

Mr. MILSTEAD. I agree; yes.

The CHAIRMAN. Chief.

Chief RONSTADT. For whatever it is worth, I would like to take exception because I do not believe you can substitute one for the other. I believe if you do drugs you ought to go to jail. I believe a stronger enforcement effort, more so than is being promoted right now, is essential. I think, in addition to that, there has to be an increase in the education in drug resistance. We are probably saying the same thing, but I would like to emphasize—

The CHAIRMAN. You are sure saying it in a different way. I want to say if you take this posture the Federal Government ought to stay out of it. We have a \$300 billion education budget and only \$3 million is directed toward drugs, and that does not even go to the States. That goes for those teachers who may want to come to Washington to learn whatever knowledge we have, if we have any at all. But I am certain that we will work that out.

Let me thank both of you. Obviously you have impressed this panel and we look forward to working with you.

The next panel is the law enforcement panel.

As you know, we have had the opportunity to read your testimony. It would help us if you could summarize and highlight so you could give the congressional panel an opportunity to inquire.

Mr. Johnson, I also want to thank you for your long years of service to your government and to the Drug Enforcement Administration that has taken you all over the country, including the great jurisdiction of New York, and the State of Arizona is indeed fortunate to have your expertise here.

TESTIMONY OF DICK JOHNSON, SPECIAL AGENT IN CHARGE, DEA, PHOENIX, AZ; JERRY D. JONDALL, CHIEF PATROL AGENT, INS BORDER PATROL; DENNIS SNYDER, REGIONAL COMMISSIONER, U.S. CUSTOMS SERVICE; JOSEPH MAXWELL, CHIEF, AIR WEST; DON TURNBAUGH, ASSISTANT REGIONAL COMMISSIONER (ENFORCEMENT), U.S. CUSTOMS SERVICE; DONALD COUGH, ASSISTANT REGIONAL COMMISSIONER (INSPECTION), U.S. CUSTOMS SERVICE

Mr. JOHNSON. Thank you very much, members of the committee. As you mentioned, you do have my testimony, and I won't repeat too many parts of it. I think one thing that is important to recognize as it relates to Arizona, and Director Milstead and Chief Ronstadt talked about it briefly, is the shift in drug trafficking patterns.

As pressure has been increased in other parts of the country, primarily in the southeastern part of the United States, drug traffickers are seeking new ways and methods for getting drugs into the country.

They have allied themselves especially in the cocaine area with the old line Mexican heroin and marijuana trafficking organizations which were temporarily put out of business in the late seventies because of the opium ban and other activities.

They have taken over the cocaine trafficking in that part of the world. There is a tremendous amount of cocaine which does come up out of South America through Mexico, through Arizona, and on to other parts of the United States.

In the area of heroin and marijuana, we have noted a tremendous increase just over the last several months in the number of referrals from the Border Patrol and from the U.S. Customs Service in seizures and arrests of traffickers bringing these drugs in.

As an example, between the period of October 1, 1985 and December 31, 1985, the last quarter of the calendar year, there were 69 referrals to our Nogales and Tucson offices alone, and a couple in Yuma that resulted in 91 arrests of individuals bringing in mostly marijuana.

A total of over 10,000 pounds of marijuana was seized in those 3 months. These are in small quantities of 50 to 200 or 300 pounds each.

As I mentioned before, though, the cocaine problem seems to be the major problem in Arizona. It is readily available throughout the State, and we have noticed this trend of tremendous amounts of cocaine coming through Mexico.

In August 1984, the sheriff's office in Gila County, AZ, which is in the northeastern part of the State seized over 1,688 pounds of cocaine which had been brought in by an aircraft from Mexico and was offloaded there.

The arrest was made more by luck than anything else, it was a combined State, county, and Federal investigation, which followed up on that particular seizure which resulted in the indictment of 21 people in Phoenix, including a number of the top members of the so-called Guadalajara Cocaine Cartel.

This was the organization, the group that was responsible for kidnaping, torturing, and murdering Special Agent Enrique Camarena in Guadalajara in February 1985.

The investigation in Arizona focused on a local Phoenix resident who was serving as an offload crew organizer for this group. He has since been indicted. He had already been indicted and was out on appeal pending a Federal conviction for trafficking in cocaine.

Information developed in that followup investigation revealed that the load that was seized was one of nine loads of similar or larger sizes that had been flown into that particular clandestine strip in Gila County, AZ.

We also know that the organization was utilizing up to 10 other air strips in Arizona, in addition to air strips they were using in California and other parts of the United States.

In the area of dangerous drugs, while there are sizable quantities of dangerous drugs available, one of the problems we see in Arizona is the ready availability of precursor chemicals.

These are the chemicals that are needed to manufacture the drugs. California and Nevada, our neighboring States, have passed legislation locally which have put controls on these precursor chemicals.

Arizona has no such law, and we have noticed a considerable number of dangerous drugs and clandestine laboratory operators from California and from Nevada, coming into Arizona to purchase their chemicals.

The Drug Enforcement Administration, along with the Arizona Department of Public Safety, is sponsoring legislation which we hope will be introduced in the Arizona State Legislature in this session which opened yesterday in Phoenix. We hope that the legislation will be introduced and passed in this session which will put controls on precursor chemicals in Arizona.

State and local task forces have been discussed at some length here by the previous witnesses, and I would only like to add that the Drug Enforcement Administration and its predecessor agencies has long recognized the absolute need for close coordination with State and local agencies.

As the previous witnesses mentioned, we do have formalized State and local task forces in Phoenix and in Tucson. Both of them have members from the DPS, Arizona Department of Public Safety, and the one in Tucson also includes members of Chief Ronstadt's department—the Tucson Police Department, as well as the Pima County Sheriff's Office.

An example of the type of investigation that these task forces can accomplish was the October 1985 indictment of over 84 people from the Scottsdale area.

Of these 84 people, about 50 of them were from the town of Scottsdale, and a number of them were associated with a particular high school in that city. That case received nationwide publicity, and serves as an example of the type of case that a task force approach can have.

It had a tremendous effect on the local community, and it broke up a rather well-established and well-organized local cocaine distribution ring.

In the area of education and prevention, Congressman Scheuer said he thought there were some remarkably thoughtful comments made by law enforcement.

I will also try to be remarkably thoughtful and go along with that thought. I have been in Federal law enforcement for 21 years. I have worked in several places in the United States as well as overseas in Europe, and it is discouraging, because the amount of drugs that are available now are certainly more than were available when I came on this job in 1964.

I think that law enforcement does and can play a role in the education and prevention area. I don't advocate that DEA resources be diverted to go out and teach young people, but DEA resources and other law enforcement resources can assist the professionals in getting education, training, and prevention programs in our schools at all levels.

One last comment I would like to make before I turn the microphone over to the other witnesses on this panel is the area of international cooperation.

Colonel Milstead did state in his opening testimony that periodically we have disagreements, and I do have to disagree with the Colonel.

While he may not be pleased with the effects of the \$140-some million that was spent in Mexico and feels it could serve better purposes being spent somewhere else, I don't think we can even think about decreasing our overseas efforts, because without effective enforcement action in the source countries, in the major producing countries, in the major transit countries, we are going to have a very serious problem of stopping the drugs coming into the United States.

I will be glad to answer any questions you may have later.

[The statement of Mr. Johnson appears on p. 88.]

The CHAIRMAN. Mr. Jondall, chief patrol agent.

TESTIMONY OF JERRY D. JONDALL

Mr. JONDALL. I want to thank you for the opportunity to testify here today. The U.S. Border Patrol itself is relatively new to this problem.

We went from 1984, we seized about 5,000 pounds. In the last 3 months of this fiscal year, October, November and December, we seized over 45,000 pounds.

Even that—though it is not our main function out there, we are out there to enforce immigration laws, prevent the entry of illegal aliens, and apprehend those that do enter, we are placed in a position on that border where we do come in contact with drugs constantly.

We find that most of them are taken off of I-19 and Interstate 10, those two highways primarily. We have almost 280 miles of border and about 158 agents, so therefore we are spread pretty thin.

As far as resources, we have some innovative techniques and equipment that we are bringing to service this year. One is an enhancement vehicle that has an ANTAS 6 IR scope on a 30-foot mast, which allows the operator to see up to 3½ miles at night.

That will be beneficial. We are in the process now of installing low-light level TV at both Douglas and Nogales. We also have in the mill a FLIR system, which is forward looking, infrared, and that will be mounted in a helicopter which will enable the pilots to see portions of that border we know are used exclusively for drug trafficking at night.

As far as anything else in the drug problem, like I say, we are relatively new, within the last year, and if there is anything I can enlighten you on, or just our operations, I will be glad to do so.

[The statement of Mr. Jondall appears on p. 99.]

The CHAIRMAN. Thank you so much.

Mr. Snyder.

TESTIMONY OF DENNIS SNYDER

Mr. SNYDER. Mr. Chairman, as you know I testified at some length before the committee yesterday in El Paso about the Customs operational resources devoted to the interdiction of narcotics along the Southwest border.

I have with me today Mr. Joseph Maxwell who is the director of our Air Operation Center West, and Mr. Maxwell, with the chairman's indulgence, would be the primary witness for the Customs Service to describe to the committee some of our air interdiction resources that the Customs Service uses to combat this problem in this part of the country.

The CHAIRMAN. Mr. Maxwell.

TESTIMONY OF JOSEPH MAXWELL

Mr. MAXWELL. Thank you, sir. I submitted my testimony, and I would just summarize that testimony.

The CHAIRMAN. Without objection, the testimony of all of the witnesses will be entered into the record at this time, in its complete form.

Mr. MAXWELL. The Commissioner of Customs has made the interdiction of illegal narcotics the primary enforcement mission of the U.S. Customs Service.

In the last few years, even the most stubborn skeptics have come to realize the availability of potent, highly addictive drugs poses an unacceptable risk and threat to the survival of our Nation.

In discussing the effort to stem the flow of illegal narcotics over the Southwest border, we cannot overemphasize the importance of better cooperation between United States and Mexican authorities.

At the United States-Mexico Law Enforcement Conference held in December, the Government of Mexico delegation agreed to study the proposed concept of a joint Mexican-United States crewing of overflights of our common border.

The successful implementation of this joint overflight agreement is a keystone of a successful air program in the Southwest.

The United States and Mexico must pursue a range of cooperative programs to enhance our air detection capabilities. The Customs Service initiated Operation Ace III, which has proven very effective in both countries.

Ace III was designed to provide training in radar intercept and air interdiction techniques to selected Mexican customs officers.

Recently, the Ace III operational concept was modified and presented to the United States Embassy in Mexico City and to Mexican authorities for their review under the name "Tequila Fly." If approved by Mexico, "Tequila Fly" will provide United States Customs with access to selected air traffic control facilities in Mexico for the purpose of conducting aerial surveillance of suspect aircraft.

Yesterday, Regional Commissioner Snyder described the multifaceted ways in which contraband is smuggled into the United States. Today I would like to address our air interdiction program in more detail.

Smuggling attempts by private aircraft pose a particular challenge to Customs.

A critical element of a successful interdiction program is detection. Without a detection capability the interception, tracking and apprehension phases of our air strategy cannot be set into motion.

We have been working to improve the coordination of detection capabilities between the Department of Defense, the Department of

Transportation and the Customs Service. Customs works closely with the Department of Defense in this area.

Currently, the Defense Department's detection capability is provided by a number of different airborne platforms, including the use of sophisticated equipment such as the Air Force E3A AWACS, and the Navy's E2C, which supplements the current platforms existing within the Customs Service.

Other initiatives to increase detection capabilities include the use of tethered aerostats as radar platforms to cover areas that are commonly used by smugglers. The aerostats in the Southeast have proven to be a useful tool in drug interdiction efforts.

In response to a congressional initiative, steps are currently being taken to test an aerostat in the Southwest. We anticipate that the aerostat will be located at Fort Huachuca, AZ.

While the Southwest aerostat may meet some of our coverage requirements, uncovered areas remain. Customs is also exploring the use of a gap-filler radar system that could be deployed in uncovered mountain and valley areas.

The integrated use of United States aircraft conducting Mexican overflights, the aerostat and gap-filler radar could provide an enhanced detection capability on the Southwest border.

Customs has also been working with the Federal Aviation Administration to develop procedures which will enable us to better detect suspected smugglers.

The interception, tracking, and apprehension phases of the air interdiction mission have also been enhanced. The first of eight Customs high endurance tracker aircraft is due to be accepted by Customs in March 1986.

Each of these aircraft will be equipped with an F-16 radar and a mini-FLIR for infrared detection. Once delivered, a total of five of these aircraft will be assigned to locations in the Southwest.

The Black Hawk helicopters have been an important addition to our apprehension capability. There are currently three deployed in this arena, and we have recently taken delivery of a fourth Black Hawk for the Southwest.

The training of Customs pilots to operate these aircraft has been delayed due to the grounding of all Black Hawk helicopters because of safety problems. As a result, the ability to fully utilize these helicopters at some locations has been temporarily impeded.

Customs has worked out an agreement with the Defense Department to train one of our pilots who will then serve as an in-house instructor for Black Hawk recurrency training.

However, initial ground training of our pilots to fly the Black Hawks must still be provided by the Army.

As Customs aircraft resources increase so must the personnel level which is dedicated to the program. Over the past 16 months, the number of approved positions devoted to this program has been increased from 250 to 385. Approximately 50 percent, 192, of our air program field personnel are allocated to the Southwest.

Additionally, the committee is aware of our efforts to integrate our investigative and interdiction components into one cohesive enforcement structure. As part of this effort, 62, 32 in the Southwest, fully dedicated investigative positions have been allocated to sup-

port and enhance the effectiveness of the aviation enforcement program.

This is in addition to the 385 positions dedicated to the operation and management of the air program assets. Staff increases to the air program were due to specific actions the Commissioner of Customs took to reallocate resources within Customs.

In order to better manage and control our interdiction assets, Customs expects to establish two C31, command, control, communications and intelligence centers, one in south Florida and one in southern California.

These centers will manage Customs interdiction assets in an integrated fashion. This will optimize our command, control, communications and intelligence efforts.

This concludes my statement. I will be glad to answer any questions the members may have. Thank you.

[The statement of Mr. Maxwell appears on p. 104.]

The CHAIRMAN. Thank you. We thank this great panel.

Let me ask this, Commissioner Snyder: Based on hearings we had yesterday in El Paso, and the information that we received this morning, I get the impression that as relates to interdiction, that is the amount of drugs that we are able to seize before it enters the mainstream that we are interdicting about 10 to 15 percent, a guesstimate of what really comes into the country; is that correct?

Mr. SNYDER. Mr. Chairman, that is a figure that is often used, and I think it is within the realm of credibility. No one can say with full specificity, of course.

The CHAIRMAN. I also got the impression that it was testified yesterday that even if more resources were available or the effectiveness was increased, that it was the general impression by Customs that the supply would increase so that the availability would not decrease; that is even if you were able to interdict 25, 30 percent that that would not have any appreciable effect on the amount of cocaine, marijuana, and heroin that would remain available.

Mr. SNYDER. I think Colonel Milstead captured it extremely well earlier this morning. Give me more interdictory resources for the Customs Service down here, and I will seize more cocaine, and I would like to think we will do it more effectively, but if you ask me, will that reduce the amount of cocaine on the American market, the answer in my opinion is no.

Mrs. COLLINS. Why not?

The CHAIRMAN. Mr. Johnson, do you dispute that statement at all?

Mr. JOHNSON. No, I do not. The Customs Interdiction Program is certainly one of the facets that needs to be emphasized as part of the overall law enforcement effort. DEA needs more resources; Customs needs more resources; certainly, the State and local authorities need more resources.

We have to increase our efforts overseas, and that combined with what we spoke of before, the education and training program, I think we have an opportunity to do something about it.

The CHAIRMAN. So, I will repeat for the purpose of emphasis, this Federal panel is saying that if we were to increase the resources, if you were able to seize more contraband, that it is your professional

opinion and that of the Department that you represent that that would have no significant impact on the supply of drugs that would be available.

Is that basically what you are saying, Mr. Johnson?

Mr. JOHNSON. It is a question of amount certainly, Mr. Chairman, but it would have an impact. Whether it is a significant impact, I can't say.

The CHAIRMAN. Mr. Snyder is saying it would have no impact, because I think your testimony is the supply will increase to compensate for whatever would not be available, is that correct?

Mr. SNYDER. Yes, sir; that is my observation as a professional law enforcement officer.

The CHAIRMAN. Mr. Maxwell, you agree?

Mr. MAXWELL. Yes, sir.

The CHAIRMAN. As relates to immigration, what impact do you think your agency is having as relates to illegal aliens?

How many, roughly, would you believe—and believe me, I am talking about guesstimates, are coming into the country, and what percentage of that amount do you think you are preventing from coming into the country?

Mr. JONDALL. We apprehended over 55,000 last year here in the Tucson sector. That is 280 miles of border from the Yuma County line to New Mexico. There is various estimates. If we got one in three, one in four, it is really hard to determine.

The CHAIRMAN. But is it safe to say that there is a connection between the open-door policy in terms of illegal immigrants and drug trafficking across the border, that they are related?

Mr. JONDALL. Definitely. I think the stats show about 75 percent of the seizures we make for narcotics are illegal aliens.

The CHAIRMAN. To reframe the question, and as long as we have the political posture that we do in connection with open borders, that even if we increase the resources available to your Department, what impact would that have on the illegal immigrant problem?

Mr. JONDALL. I don't think it would be that significant. I think that we need is reform, immigration reform.

Mr. SCHEUER. Would you elaborate on that?

Mr. JONDALL. Basically—

The CHAIRMAN. I yield to the gentleman from New York because that ends my questions.

Mr. SCHEUER. I would simply ask you to elaborate on that conclusion.

Mr. JONDALL. Yes, sir.

I feel, as far as immigration reform, probably the portion of that bill that had the most impact would be employer sanctions, to take away the incentive for them to be here in the first place.

I think I saw some stats that, in 1990, the population in Mexico, 51 percent of it is going to be under 21 years of age. So it is not going to improve.

Mr. SCHEUER. Let me ask you, we heard yesterday an estimate from an Immigration and Naturalization official that he felt approximately 2 million illegal immigrants were coming into our country every year.

Does that seem like a reasonable estimate to you?

Mr. JONDALL. Judging from the fact that we arrested over 1.3 million last year, I would say yes, it is.

Mr. SCHEUER. The former Immigration and Naturalization Service Commissioner, Lionel Castillo, testified before the Congress 5 or 6 years ago that he thought we could reduce illegal immigration by 80 or 85 or perhaps even 90 percent by hardening the border, by what he thought would be acceptable means, more surveillance, more technology, more sensors, and some kind of structure, a fence, the like.

He felt it would take \$800 or \$900 million to do it. Do you have the feeling that this approach would work? By more add-ons of surveillance personnel along the border, additional high-technology assistance for detecting illegals in cars, trucks, and so forth, and some kind of additional barriers to protect our borders, we could have a significant reduction in the current level of illegal immigration?

Mr. JONDALL. I think that would help, but I think also that it has to be in conjunction with some sort of legislation.

Mr. SCHEUER. It would have to be legislation given that kind of funding, and I think we all agree with you—I think we all agree with you that some kind of employer sanctions is an absolutely indispensable component of a total package.

Do you think along with an effectively lay on of employer sanctions that we can take significant means to harden the border and reduce the flow in?

Mr. JONDALL. I feel that way, yes.

Mr. SCHEUER. What are some of the specific things you would advocate we do? If we gave you \$100 million to spend on hardening your border, what would you be thinking about as the various alternatives, various options you have?

Mr. JONDALL. Probably one of the first things would be to enhance or update the sensor system we have now. In most places, most sectors, that is outdated. Here in Tucson, we are in the process of installing a new one, but this is one of the few.

More sophisticated equipment, as far as infrared scopes. People placed along the border more strategically at areas that are what we consider hot areas, El Paso, San Diego.

Mr. SCHEUER. Thank you.

Mr. Chairman, I have just one more question to Mr. Maxwell. Mr. Maxwell, we heard yesterday from several witnesses on the matter of interdiction and the flow of drugs through aircraft, that they couldn't spot aircraft flying under 10,000 or under 5,000 feet. They used those two figures more or less interchangeably.

Now, we get the definite feeling that an AWACS capability would remedy that problem. AWACS can see down to zero feet. They can see aircraft moving on a runway. We understand that you have had some experience with the 707 AWACS and also with the E2C antisubmarine with an AWACS capability.

Can you tell us what your preliminary experience has been up to now about those two types of AWACS capabilities, and what you would like to see in the way of an AWACS capability supplied to you along the entire 1933-mile border between the United States and Mexico, and in fact indeed around our whole Southern border

really, and what effect you think that kind of AWACS capability would have in reducing the drugs flown in by aircraft?

Mr. MAXWELL. We first began to use AWACS capability down in the Southeast when we were faced with the tremendous problem down there in the early eighties. At that time, posse comitatus was modified so we could use the Air Force and Navy assets.

We have had great success with E2C's and E3B's. Last year, for instance, they flew 558 missions in support of us, approximately 2,000 hours of flighttime, and they were responsible for, off the top of my head, roughly 28 cases.

Mr. SCHEUER. Why do we keep hearing testimony that we have no way of spotting aircraft coming in under 5,000 feet up?

Mr. MAXWELL. With fixed base radar, primarily FAA and NORMAD, that is correct. With the airborne Customs recently took delivery of P3A's, which provide us with mini-AWACS, which we have two on the southwest border, and are soon to get the third one.

We do utilize the assets when they are available.

Again, the military's primary mission is defense, and we are limited in what we can ask of the military. I believe General Ties testified last week before the English committee they are at this time almost saturated in their requirements and commitments, so they do support us on a not-to-interfere basis, and we do utilize those assets in the Southwest.

Mr. SCHEUER. As a percentage increase of the AWACS assets that you have available to you know, what would it take in terms of a percentage increase to give you reasonably total AWACS coverage of our entire Southern flank?

Mr. MAXWELL. That is a hard question. Right now, we are limited with our own surveillance to flying 100 hours a month for each of those aircraft. Our interdiction assets are also geared to support that 100 hours a month.

Any more than that—

Mr. SCHEUER. Where does that 100 hours a month come from?

Mr. MAXWELL. That is mandated to us by our budget.

Mr. SCHEUER. That is a budgetary problem, not a law enforcement standard. That is a budgetary limitation.

Let's assume there were budgetary limitations. As a percentage increase of the AWACS capability that you have now, what would it take to give you reasonably total coverage of our entire Southern flank?

Mr. MAXWELL. You are speaking of total coverage 24 hours, 7 days a week?

Mr. SCHEUER. Yes, sir; that is where the aircraft come in 24 hours, as I understand it.

Mr. MAXWELL. Yes, sir.

Mr. SCHEUER. We have got an enemy out there. We have to play—we can't play by an 8-hour day, because he isn't playing by an 8-hour day. We have to be prepared to surveil that enemy when that enemy is trying to attack our shores and ravage our kids.

What would it take to stop that enemy 24 hours a day, 365 days a year, to spot them before they come across so we can meet them?

Mr. MAXWELL. It would take a significant increase, much more than we are prepared to accept right now. We do not have—even if

we were given 24-hour-a-day coverage right now, we could not support the interdiction process behind that coverage.

Mr. SCHEUER. Why not?

Mr. MAXWELL. We do not have the assets. We are not funded for the assets at this time.

Mr. SCHEUER. You don't have the aircraft to follow the enemy aircraft in and make apprehensions?

Mr. MAXWELL. That is correct. We are adding assets as time goes on. We have increased our capabilities. We, right now, are adding six additional aircraft to the Southwest.

Mr. SCHEUER. I wonder if you could give us a very brief memo, one, two, or three pages, saying what it would take in the way of increased assets to give you a total 24-hour-a-day, 365-day-a-year surveillance capability, AWACS surveillance capability over our entire Southern flank, and then what would it take in the way of increased assets for you to apprehend those aircraft when they came in?

Mr. MAXWELL. I will be glad to provide that. Thank you, Mr. Chairman.

The CHAIRMAN. I am going to recognize Congresswoman Collins from Chicago. Would you include that an assumption that the equipment that you would need would be Custom equipment and not Department of Defense equipment? You don't have any problem with that, do you?

Mr. MAXWELL. No, sir.

The CHAIRMAN. Congresswoman Collins.

Mrs. COLLINS. Thank you, Mr. Chairman. I yield to the gentleman from New Jersey, Mr. Guarini.

Mr. GUARINI. Thank you. I just want to follow up. Suppose you do have all this capability of surveillance, and do you still come to the conclusion that there will still be the same amount of drugs that will be coming through our borders that is not going to change the overall picture because of being replaced by other means?

Mr. MAXWELL. I believe they will change their methods.

Mr. GUARINI. So the end result would be the same, so we would still have as much drugs on our streets as we have now.

Mr. MAXWELL. Yes, sir.

Mr. GUARINI. Therefore, all the extra moneys, and all the extra AWACS, and all the other monitoring surveillance would be for naught, is that your opinion?

Mr. SCHEUER. Let the record show there is a long silence after that question.

Mr. MAXWELL. Well, sir, what it would do, we would force them into other methods of smuggling, and it would increase the risk. Any time you make a move of their set patterns, you increase the risk to the smuggling organization.

Mr. GUARINI. Therefore, there would be no sense of the U.S. Government spending all these additional funds, because we will be no better off than we are today; is that correct?

Mr. MAXWELL. I wouldn't say that, sir.

Mrs. COLLINS. What would you say?

The CHAIRMAN. What would you say?

Mr. MAXWELL. I think what we would say is we would increase the risk and at some point in time, I believe we would have an effect on that.

Mr. GUARINI. But is it worth spending the money if you are going to be in the same result if you look at how money is spent and the Gramm-Rudman bill we have before us, and the other cut-backs in Government, would you say it would be a wasteful gesture of public funds?

Mr. MAXWELL. No, I would not.

Mr. GUARINI. Let the record show that was after you had a consultation.

Mrs. COLLINS. Mr. Chairman, may I reclaim my time?

The CHAIRMAN. Mrs. Collins.

Mrs. COLLINS. Thank you.

Mr. Maxwell, can you tell me what percentage of the cocaine and heroin that enters into Arizona is coming in by air?

Mr. MAXWELL. We estimate approximately 20 percent, 20 to 30 percent of it.

Mrs. COLLINS. How is the other percentage coming in?

Mr. MAXWELL. As we heard testimony yesterday, it is coming in in almost every manner. The regional commissioner testified yesterday to the backpacking method, to hidden compartments in vehicles, in trucks, et cetera.

Mrs. COLLINS. Have you had an increase in the amount that is coming in by air into Arizona?

Mr. MAXWELL. There appears to be an increase, yes, ma'am.

Mrs. COLLINS. What do you attribute that increase to?

Mr. MAXWELL. I believe it is directly attributable to the actions we have taken in southeast Florida.

Mrs. COLLINS. It is forcing it into this corridor. There has been some discussion by a number of people on the staff about whether or not there is a possibility that there could be fewer air corridors made by FAA, for example, so that any aircraft coming into this particular area would have to go through a certain corridor, and that any aircraft that were seen on radar or any other way not in this corridor would be suspect, and somebody would go out and find out what is on it.

What are your thoughts about that kind of think, and have you talked with FAA about this of thing?

Mr. MAXWELL. Yes; we have had several meetings in Washington with the FAA, and we are working with them on redefining some of the corridors and changing some of the current procedures for aircraft entering the United States from foreign countries.

What you are addressing is exactly one of these proposals, and we have asked that we take a funnel effect, where the aircraft entering the United States must—right now currently, they have to give 15 minutes' prior notification to report to several airports of entry.

We have asked that reporting time be increased to an hour for us to sort through the arriving aircraft to determine whether it is a threat and also to funnel the aircraft again to these specific ports of entry.

Mrs. COLLINS. What would happen if, in fact, the funneling is begun, you have these certain corridors through which all aircraft

must go, and there is some aircraft out there on the radar board? How quickly could you get to that aircraft to see, in fact, if indeed it has contraband stuff on it?

Mr. MAXWELL. That is a function of where our units are placed, and we do have units placed throughout the Southwest border at approximately 200-mile intervals.

If it was close to one of the units, we would get there much quicker. We do have high-performance jets and their primary function is to scramble and intercept. It would not take long at all.

Mrs. COLLINS. I was under the impression by the time you got there, the aircraft could have landed and gone off again.

Mr. MAXWELL. With current radar, but with increased capability, we could do that.

Mrs. COLLINS. How many interdictions has Customs made in the last 5 years as compared to what DEA is doing?

Mr. MAXWELL. I do not have those figures with me. I will be glad to prepare those and give them to you.

Mrs. COLLINS. Do you consider you are holding your own in the way as putting a handle as best you can on narcotics smuggling into the country?

Mr. MAXWELL. Yes; the number of interdictions has increased steadily over the last 5 years.

Mrs. COLLINS. Your major function deals directly with narcotics, is that right?

Mr. MAXWELL. Interdiction of any contraband coming in.

Mrs. COLLINS. What percentage of time and effort by all of Customs if it is possible to have the answer to that here is related to that specific problem which is a growing problem in our country, Mr. Snyder?

Mr. SNYDER. I will try to answer it, Congresswoman. As Mr. Maxwell testified, narcotics interdiction is one of the primary priorities of the Customs Service now. With air units, we can identify much of the area where it goes to narcotics, but when you get down to the border, as you have seen previously and will see yet today as you go down to Nogales, it is a mixture of doing a normal Customs Service and basically by the same people.

It is awfully hard to come up with a quantitative figure as to the total amount of resources we are devoting to narcotics interdiction.

We would be happy to give you further information for the record. I would be hesitant to grab a figure out of the air for two reasons: I would probably be wrong when I stepped back and thought about it a little more.

Mrs. COLLINS. It is one of your major focuses?

Mr. SNYDER. It is a major priority of the Customs Service, if not the major focus.

Mrs. COLLINS. Thank you.

The gentleman from INS, I couldn't help but wonder when you were talking about the illegal aliens and the question arose up here whether or not these are true, illegal aliens in the sense of the word, people who are coming here solely to find jobs or live in the United States of America and so forth or if in fact the people that you have apprehended are people who are in fact couriers who are coming across as illegal aliens knowing that once they are here

and deliver their goods, they are going to be sent back to their source country.

Have you found this to be the case?

Mr. JONDALL. A lot of them come for that express purpose to be backpackers and to bring the marijuana in. Subsequently, a few of them do stay and go to work here.

Mrs. COLLINS. Then they go right back?

Mr. JONDALL. That is correct.

Mrs. COLLINS. Do you have any documented figures these people are able to get to—do you have any knowledge how many people are coming in like that specifically a courier?

Mr. JONDALL. Most of them will bring it in across the border somewhere between the ports of entry. They will stash it and somebody else will pick it up and transport it into the interior.

Mrs. COLLINS. You don't know what percentage of the illegal aliens are in fact couriers?

Mr. JONDALL. I have no idea.

Mr. SCHEUER. I think we got some statistics on this yesterday, sort of along the lines of the principle that all public owners are Englishmen but not all Englishmen are public owners. In other words, if you take the mules, the total number of mules, almost all of them are illegal aliens but if you take the illegal alien population, less than 1 percent of them are transporting drugs. So there is an interrelation that almost all the mules are illegals but to be honest about the total illegal population, only a fraction of 1 percent are carriers.

Mr. JONDALL. That is correct.

Mr. SCHEUER. Is that about right?

Mr. JONDALL. That is correct.

Mrs. COLLINS. Would you want me to yield? I will be happy to.

Mr. KOLBE. Thank you. I was going to ask some of these questions on my own time here but as long as we are on this subject, I appreciate Congresswoman Collins yielding to me on this.

I want to follow up on those questions that she asked of Mr. Jondall. I think something needs to be said at this point about the question of illegal immigrants. Certainly the impression was left in the testimony that you gave to us that the problem really could be dealt with if we could deal with the problem of illegal immigrants from Mexico and yet you just said to her that it really is a problem. These are, by and large, couriers coming in. In that sense that is really no different, is it, than somebody who—American citizen who is flying across the border on a small plane and avoiding Customs and Immigration they are supposed to check with at the border, they are the same kinds of illegal immigrants. You are not talking about the illegal immigrants that come to this country because they are looking for jobs, you are talking about something very, very different. You are talking about immigrants, citizens of another country, that are involved in drug trafficking, are you not?

Mr. JONDALL. That is correct.

Mr. KOLBE. We are really dealing with the border immigration problem really isn't the issue at all. Are you saying if we could deal with the people that are in this country taking jobs as illegal immigrants that we have really solved this problem?

Mr. JONDALL. Of the narcotics smuggling? No.

Mr. KOLBE. That certainly was the impression I thought you gave. Did you used the figure three-fourth of the seizures are from illegal immigrants?

Mr. JONDALL. I will give you the statistics for last year of 1985.

Mr. KOLBE. Is that three-fourths of the amount of drugs coming into this country?

Mr. JONDALL. We arrested 97 smugglers; 67 of those were illegal aliens, 30 were U.S. citizens.

Mr. KOLBE. Of the 97, what proportion, what percentage of all the quantity of drugs you seized either in the weight or in dollar value was on the illegal citizens?

Mr. JONDALL. For that period I don't have that figure. For that period we seized 45,000 pounds for those 3 months.

Mr. KOLBE. By and large, are the big drug seizures that you make, are they illegal immigrants or are they American citizens that are coming back and forth across the border in their airplanes?

Mr. JONDALL. I would say for the larger part they are U.S. citizens.

Mr. KOLBE. I just wanted to make that point because I think that issue of the question of immigration here does need to be addressed. Thank you.

I appreciate the Congresswoman yielding.

Mrs. COLLINS. Thank you.

I just have one further question and anybody can answer it. I heard yesterday, and keep hearing, there is a correlation between drug smuggling and terrorism that is developing in the country. Can somebody explain that to me, how that all fits together?

Mr. JONDALL. I can't.

Mr. JOHNSON. I can attempt to, Mrs. Collins.

The Drug Enforcement Administration has developed information in various parts of the world that some terrorist organizations do have ties with drug trafficking activities and one of their goals is to make money to finance their own operations. Trafficking in drugs is certainly one of the methods which some terrorist organizations do use to finance their operations.

In the State of Arizona, for which I am responsible from the standpoint of DEA, we have seen no tie-in between any terrorist organization and drug trafficking.

Mrs. COLLINS. Thank you very much.

Thank you, Mr. Chairman.

The CHAIRMAN. Any other member seeking recognition?

Mr. Shaw?

Mr. SHAW. I believe the chairman got into the question of surveillance activity along the border, use of AWACS and other types of sophisticated devices. Would one of you gentlemen give this panel information as to what backup strength would be needed in the form of aircraft and personnel to follow up on those that are invading our airspace illegally?

In other words, it doesn't do any good to know they are coming in if they just go off of the radar screen and we don't do anything about it. What type of aircraft would be needed? We have done some of this scrambling in Florida and we have been very successful. However, there is a lot coming in that we know even in Florida

today with the concentration that we do have, that are not apprehended and that we don't have the ability to take after. Would one of you address that particular issue?

Mr. MAXWELL. Currently the Customs Service utilizes interdiction. It is a three phase program—detection, interdiction, and apprehension. We do the same thing in the Southern United States as we do here. We have a total currently of 35 aircraft in the Southwest and approximately 43 in the East. That figure, approximately a figure of about 50 aircraft East and West, a total of 100, would be plenty enough for us to follow the citings. These aircraft can be launched, recovered, refueled, recrewed, and launched again. That would be about the total of aircraft you would need.

Mr. SHAW. So we are talking about a sizable commitment, sizable force?

Mr. MAXWELL. Yes sir.

Mr. SHAW. Thank you.

The CHAIRMAN. Mr. Kolbe.

Mr. KOLBE. Thank you very much.

Let me just ask a couple of brief questions. The panel here seemed to agree to varying levels of agreement. I should say that regardless of what we do we are going to continue to have the problem. Regardless of what we do in law enforcement. We are going to continue to have the problem of smuggling, that is going to continue to come into this country. In other words, what we are saying is that the supply, the money is so great that the supply will continue to be there, will continue to fill the demand. Do I understand then that that—would you agree with our earlier local law enforcement panel maybe we need to reassess whether we are putting the right resources on the demand side of this problem just in a general way? I would like your comment on that.

Mr. SNYDER. Mr. Kolbe, I first want to make it abundantly clear the Customs Service is in no way advocating lessening of interdiction. These people still need to be put in jail and if you are involved in narcotics, you need to be arrested and sent away for as long as we can. What I am saying is if we want to be realistic and want to view the total, narcotics problem in its entirety, the United States has to begin to focus on ways to reduce the demand and reduce the supply.

Mr. KOLBE. That is all I was asking.

Let me go to Mr. Johnson, if I might. You suggested, Mr. Johnson, you thought that part of the problem that we needed or part of the solution was better control programs in host countries, those that are producing it. If we can't have better luck at interdicting it at what is the narrowest point in this funnel, where it comes into the United States along this border or on the Florida coast—granted not a very narrow funnel there—but we can't have much success at interdicting at that point, why in the world do we think we are going to have great success with programs in foreign countries with different laws, different cultures, different levels of economic development, millions and millions of square miles where those drugs could be grown or refined or manufactured, what makes you think that host country programs are really going to be the solution to this?

Mr. JOHNSON. The host countries programs certainly aren't the solution, but they are the major part of it. I think history has shown that law enforcement efforts, combined with diplomatic-political-economic efforts against various countries has been successful.

Mr. KOLBE. Hasn't it just shown it has shifted the supply from one place to another?

Mr. JOHNSON. What we need is perhaps the unattainable situation where we can apply pressure evenly around the world. But the point does remain that it does work. You go back to Turkey in the midsixties. They were the major supplier of morphine base and opium. They went out of business for all intents and purposes. In the mid- to late-seventies Mexican heroin accounted for approximately 85 percent of all the heroin encountered by law enforcement officials in the United States. Considerable pressure was put on the traffickers by the Mexican Government in conjunction with various international efforts and that percentage dropped I believe at one point, below 15 percent. That is inching back up now and as somebody else testified earlier, the shift from the activities in Mexico went to other parts of the world.

What we have to do is maintain constant pressure around the world. You talked about a funnel. I agree with you. It is much wider open in the rest of the world, but you have to go to specific places, to the laboratories, to the fields where these drugs are grown, you deal with the main roots of the major transit areas and you have a better chance. The closer to the source of any substance that you are, you have a better chance of having some long lasting impact.

Mr. KOLBE. Thank you.

One last quick question for Mr. Maxwell. I know last week there was testimony in the Senate hearing on the use of the aerostats along the border here and that you have said I think today as well that you have success with those in the Florida area. I know you are just in a mode of testing. Do you have reason to believe they can be as successful here given the topography and geography of the border in Arizona?

Mr. MAXWELL. That is a concern, Mr. Kolbe. It has been very successful, as you stated, because of the topography. That is why we intend to test it very thoroughly out here before we make a commitment to go further in that field.

Mr. KOLBE. Thank you very much, Mr. Chairman.

Mr. GUARINI. Mr. Chairman.

The CHAIRMAN. Mr. Guarini.

Mr. GUARINI. Thank you, Mr. Chairman.

I want to thank all of you gentlemen for your testimony, but inasmuch as there are more drugs on our streets and it is purer than each of the preceding years, doesn't that lead to the belief wherever we put pressure in closing down certain areas like Turkey and France, and other areas, there has grown up replacements that have filled the vacuum because the money is so great? Aren't we really losing this war, that no matter what we do in putting pressure on one country or one section of the world that something else seems to crop up right away? Would you say that program seems to

be disproven by the fact that we have more and purer stuff on our streets?

Mr. Johnson.

Mr. JOHNSON. Well, we get back to the comments that were made by Director Milstead and Chief Ronstadt, and I alluded to them briefly. Yes, there are more drugs available. I don't think we are going to be able to really have any long lasting effect until we do as one of the previous witnesses stated, raise a generation of people who are antidrugs. We live in a drug-oriented culture. Someone else referred to it, you don't feel well, you take a pill. There seems to be some chemical that will take care of every ill, and until we can change that attitude in the United States and in other parts of the world I think there will be a demand.

We certainly cannot decrease the amount of law enforcement in foreign countries or our interdiction efforts, or our domestic law enforcement operations. However, that in conjunction with good prevention, training, and obviously treatment programs, will make some inroads.

Mr. GUARINI. I agree we should have a many faceted approach, there is no question about that, but do we come back to the final conclusion of Colonel Milstead and Chief Ronstadt. More emphasis should be put on education and the demand side.

Mr. JOHNSON. I think we need to increase the attention on both sides.

Mr. GUARINI. If we only have limited funds, knowing where we are now in the problem in our country, where would you put the emphasis of the limited funds?

Mr. JOHNSON. I would like to see more resources on the supply side, but from a realistic standpoint, I think we need to put some more efforts into the demand side. I certainly hope it is not at the expense of the law enforcement efforts.

Mr. GUARINI. I think that is a very honest and fair answer. Would you say that DEA, Customs, and Immigration should take an active part in that education system of our people, schools, neighborhoods, and communities?

Mr. JOHNSON. We are the experts in this area, the Federal experts, and I think that we should have a role. As I mentioned before, I don't think we should be diverting too many DEA sources into the prevention area, but we do have some expertise which we can lend to the experts who can have effect in that area.

Mr. GUARINI. In your opinion are the deterrents sufficient? Are the crime levels that our States have and Federal Government has adequate to deter the crime or is it that money is so great that no matter what kind of punishment you prescribe or what kind of sanctions you have that it would be inadequate?

Mr. JOHNSON. Apparently the deterrents themselves have not been sufficient, based on the fact we do note an increase in drug traffic over the last several years. But I think very strong deterrents put into place and then followed up on could have some effect. As you are certainly well aware, the Federal Government has a wide ranging program of attaching the assets of the traffickers and we have had some success in that area. It has been said in discussions about asset removals and asset seizures that probably all of the Federal law enforcement agencies could become profit-

making organizations if they concentrated solely on the assets, and we could use that money to funnel back into our own efforts and into the education efforts.

Mr. GUARINI. But the punishment of the criminals, is it adequate in your opinion?

Mr. JOHNSON. My own personal opinion is that, it is not adequate.

Mr. GUARINI. As a professional do you think if there were strengthening of the punishment and the jailing that it would help to minimize the problem?

Mr. JOHNSON. Well, we get into that old argument about pick-pockets who used to pick pockets at the public hangings even though picking pockets was a capital offense. But yes, I think that as a professional, if there were some serious sentences imposed where there were no possibilities of parole that that would have an effect on—at least those traffickers that were arrested would not be back out on the streets in a relatively short time continuing their activities.

The down side of that is, however, that do we have the jails to accommodate these people? Do we have the Federal prosecutors to prosecute them?

Mr. GUARINI. Has the judicial process been too soft on these kinds of criminals in your opinion?

Mr. JOHNSON. In some cases there have been sentences that many law enforcement people don't agree with, but that is part of our system. The law enforcement people go out and make the arrests and then the judicial system takes over.

Mr. GUARINI. Is there any body of opinion in the services concerning punishment as strong as a death punishment in regard to the smuggling and trafficking of illicit drugs?

Mr. JOHNSON. There has been some discussion of that. There are many members in the law enforcement community—I am not one of them—who would advocate the death penalty for certain drug trafficking offenses.

Mr. GUARINI. Any other opinion on the panel concerning the death penalty for the poison that is being spewed in our country today and the injury that is being done?

Mr. SNYDER. This is not being discussed, Mr. Guarini, in any way in the Customs Service. Of course, I don't think it is our role. I would add this thought, that there was a time in the sixties where the punishment provided in the Federal narcotics laws were greater than they are in the Comprehensive Drug Act. It was my experience as a lawyer in the Federal Government in the Customs Service, this was counterproductive.

There was never the death penalty. It was I think mandatory life imprisonment for certain types of violations. What we found was that information somehow or other got to the jury by the astute defense counsel. Whereas the jury was willing to convict, they were willing to convict knowing this individual would be sent to prison for life with no possibility of parole. The jury then had two alternatives, either convict or acquit. In a lot of cases defendants were permitted to walk that otherwise would have gone to jail except for the excessive, at least in the opinion of the jury, penalty.

Mr. GUARINI. Unless they bifurcated the judgment of the jury and had guilty or innocent and then went on for a second hearing as to what penalty should be?

Mr. SNYDER. It is a very complex problem.

Mr. GUARINI. Thank you, gentlemen.

The CHAIRMAN. We soon will be hearing from our chief of staff, Jack Cusack, but before questions, I would just like to ask Mr. Johnson that this realistic view, because either the air is thinner in Arizona or we have a different view of what we are doing, but does the Justice Department generally take the realistic view that even if we have an increase in the arrests, convictions and seizures, that that would have little or not impact on the availability of drugs on the street?

Mr. JOHNSON. I don't know whether the Justice Department does take that view, Mr. Chairman. We have, as has been testified to here, many times noted considerable increase in the availability of drugs. Something is not working properly and there has to be an answer out there.

The CHAIRMAN. Have you shared this or talked about this with the Administrator of the Drug Enforcement Administration, saying no matter what we do and even if we do it better that it is your professional opinion it would not decrease the amount of drugs on the street?

Mr. JOHNSON. No; I haven't had any personal conversations with him about that subject, sir.

The CHAIRMAN. Mr. Jondall, is it generally Justice's view that even if you increase resources and arrested and held more illegal aliens that it will have very little or no impact on the number of people that would cross your border illegally? Is that generally the Justice's view and if not, have you shared this realistic approach with the Justice Department?

Mr. JONDALL. No; I don't get that feeling. I can only speak from our central office in Washington, DC, and they share the same feeling I have. I know that.

The CHAIRMAN. Mr. Snyder, is it generally the Treasury's policy if you increased interdiction and even if your seizures were dramatically increased, the suppliers would increase the supply and that it would have no appreciable effect on the amount of drugs that would be available on the streets?

Mr. SNYDER. No, Mr. Chairman; I don't think that is the Treasury's position or policy at all. What we are expressing here is some of our local viewpoints upon local experiences.

The CHAIRMAN. Is it this panel's realistic view that our foreign policy abroad is having little or no impact on the amount of drugs that is coming into the United States as related to eradication?

Mr. SNYDER. No; I think our foreign policy is having an impact. I think Mr. Johnson captured it very well. There is very hard evidence that an eradication program in a foreign country works. In Turkey it worked, Mexico in the seventies it worked.

The CHAIRMAN. You are talking about the Nixon administration, I am talking about now. Do you have any indication our present foreign policy, as it relates to eradication, is having any impact on the amount of drugs that is coming into the United States? Anybody?

Mr. JOHNSON. I think it is working. It needs to be improved in some areas. Perhaps more emphasis has to be put on it in some areas.

The CHAIRMAN. Let me try to rephrase the questions. You are the professionals, I am the politician. Is there any evidence our foreign policy as it directly relates to eradication is having any impact in decreasing the amount of drugs on our streets, and if so, where and how?

Mr. JOHNSON. I suppose the best way to answer that from a DEA standpoint is that it doesn't seem to be having much effect.

The CHAIRMAN. Wait a minute. Let's go to 1985. Was it having an effect in 1985? 1984? 1983? 1982?

Mr. JOHNSON. I can only repeat, Mr. Chairman, that it has worked in some places around the world.

The CHAIRMAN. During the Nixon administration there is no question it worked.

Mr. JOHNSON. I believe it can work again given the right circumstances.

The CHAIRMAN. I am not arguing at all with you, Mr. Johnson. I am merely trying to find out if anyone on this panel is prepared to say our foreign policy abroad, as it relates to the eradication or anything else, has had any impact in recent years on the amount of drugs available in our community.

The CHAIRMAN. I yield.

Mr. SCHEUER. I would like to ask the witness what is his definition of "it worked." Are you saying after working with the Turks for many years, we achieved a significant reduction of opium coming out of Turkey? That would be working, but sort of going to the mountaintop and taking a look at the globe. That experience proves that when Turkish heroin production, poppyseed production closed down, we had the emergence of the Golden Triangle, we had the emergence of heroin production in Mexico that we had never seen before, and that nature abhors a vacuum and drug production increased far more than necessary to fill the reduction in production from Turkey.

So, that at no time did either our program in Turkey or our eradication program anywhere else affect the amount of hard drugs that was available in our neighborhoods, or marijuana either.

Could you define what you mean by "it worked?"

The CHAIRMAN. Would the gentleman yield?

I understand what he meant when he said "it worked," because when we cut off military assistance to Turkey, they cut out the growing of opium. And I just don't see where we have taken that attitude with drug producing countries.

If what you are saying, as relates to this Member, is that we have to take one country at a time, I don't have any problem with it. But just to make certain that the response that they gave to my question is not disturbed, it is that in no country have we exercised any foreign policy that they can see as professionals that has caused a decrease in the amount of drugs to be made available on the streets of our country.

Now you are asking a different question, and even if we were successful with one country, would it have an impact on other countries with the potential?

Mr. SHAW. Mr. Chairman.

The CHAIRMAN. Mr. Shaw.

Mr. SHAW. I would like to follow up on that question and the answer to further refine it.

What the chairman was asking as to the total quantity of drugs on the street, I would like to ask a followup.

Have we seen production drop or have we seen the exportation of drugs from any single country drop over the last few years, such as Jamaica or Colombia, or have we had some more cooperation with those countries through the State Department so that the exportation or importation of drugs from that specific country has dropped?

Have we had success, foreign policy successes, in dealing with any country?

Mr. JOHNSON. My experience, Mr. Congressman, in the last several years has been dealing directly here in Arizona. And the major source of supply for foreign drugs here is, of course, Mexico and South America. I haven't seen anything in that country in the last couple of years.

I think, to go back to Congressman Scheuer's question, he possibly did define my definition of "what works." The point I was trying to make, and continue to try to make, is that the proper type of activities in foreign countries can have an effect.

As I commented before, I suppose the ideal situation is you have to have that effect in all countries at the same time. Obviously, that is not going to happen because of the political situation around the world. But I don't believe that that means we should just back off and do nothing, because I strongly feel from my own personal standpoint, having worked in a foreign environment with DEA, that you can make inroads by working overseas.

Mr. SHAW. Let me be very specific.

Are we getting cooperation now from the Colombian Government that we did not have a few years ago?

Mr. JOHNSON. As I understand it, yes, we are. I, of course, am not involved directly in dealing with the Colombian Government, but since the assassination of the justice minister down there 2½, 3 years ago, there have been many efforts made in the Colombian Government.

They have seized a number of laboratories that hadn't been seized before. They now are extraditing Colombian citizens for trial in the United States, and other activities.

Mr. SHAW. How about Jamaica? Are we getting some cooperation from them?

Mr. JOHNSON. I personally am not familiar with the situation in Jamaica.

Mr. SHAW. Are you, Mr. Snyder?

Mr. SNYDER. No, sir. That is not within my personal responsibility, either.

The CHAIRMAN. Would the gentleman yield?

You can rephrase your question because you used administration-type of language, and that is there is light at the end of the

tunnel. We have turned a corner and we have received a lot of cooperation. That question could benefit all of us if you could say assuming that there has been an increase in cooperation—and I will be the first to admit there has been—has that increase in cooperation caused a decrease in production or in distribution in the United States?

That is the key question because I think the diplomats are doing a better job. But that has not impacted on the amount of drugs that have been made available.

Mr. SHAW. Mr. Chairman, if I may reclaim my time.

The chairman might be somewhat surprised to find that I agree with him as far as the question of the State Department and the fact I don't think we have put it on top of the priority list, and we should have. It is this Member's opinion that either you are for us or against us, and there is no better way to show you are not with the United States and you are not a friend or ally of the United States if you allow this junk to continue to be produced in the country and exported into our specific country.

So, Mr. Chairman, even though as a Republican Member and a strong supporter of this administration I cannot claim that they are infallible, I think in this particular area the State Department has its priorities confused with regard to drugs, and I think a lot more can be done.

The CHAIRMAN. Let me make it clear I did not mean to raise the question of politics. But on this committee, whether we are Republican or Democrat, we work as one. And whatever I have to say about this administration goes in spades for the Carter administration.

I yield back.

Mr. SCHEUER. Mr. Chairman.

Mr. SHAW. Thank you, Mr. Chairman.

I yield back my time.

Mr. SCHEUER. Mr. Chairman.

The CHAIRMAN. Mr. Scheuer.

Mr. SCHEUER. Mr. Chairman, we have present in this room today the official of the Federal Bureau of Narcotics and Dangerous Drugs who ran our entire program with Turkey, who was on top of our program with the Golden Triangle, who probably knows as much as any man in the world about the international flow of narcotics.

The CHAIRMAN. The Chair yields to Mr. Cusack.

Mr. CUSACK. I just want to ask one question of Mr. Snyder. I think what he said yesterday and what he said today was that notwithstanding these massive seizures that are made along the border here, particularly more recently of cocaine and of marijuana and considerable heroin seizures, that there is no diminution in the traffic, and there is no decline in the amount of heroin, marijuana and cocaine that continues to be directed at us.

In other words, I think from that one would conclude there is an unlimited supply being cranked up south of the border—Mexico, Peru, Bolivia, Colombia.

Now, having said that, I assume that he would conclude that we are never going to have success in interdicting smuggling into the United States of narcotic drugs, and we are never going to have

success in expressing the internal traffic in the United States unless we can begin to gradually and as rapidly as possible eradicate the illicit production of the narcotic crops and express the illicit manufacture of cocaine and heroin abroad, particularly the problem of cocaine coming from South America.

Now, would you tell us if you think we can have any type of success even with the best of education and demand reduction programs if we continue to be flooded from abroad?

Mr. SNYDER. Yes; I think it is a three-pronged attack, Mr. Cusack. I think you are misleading yourself if you think you can solve the drug problem in the United States by interdictory law enforcement. It can't be done.

This does not mean we shouldn't have interdictory law enforcement and perhaps much more than we have got now. We have to attack both supply and demand. And I think the evidence is definitely there that you can have successes. We had successes in Turkey.

We have now recently successes in Italy in heroin. In 1980, Italy was a major source of heroin coming into New York. With the cooperative efforts—it was not eradication in Italy; it wasn't produced there in the first instance. The Italian Government got on the problem.

It didn't solve the heroin problem in New York. It is now coming from Afghanistan. But it did solve the heroin problem or made major inroads as concerning the Italian connection.

So, you have got to work on supply. You have got to work on demand, because there is no one aspect of it that is the ultimate solution.

Mr. CUSACK. Perhaps the fact that there was no long-term success with having enforcement results in Italy had to do with the fact that the crop from which the heroin produced in Italy was in Afghanistan and Pakistan and possibly in Iran.

So, here again, would you agree that we probably have to eradicate the narcotics crop if we are going to have success?

Mr. SNYDER. That is, to me, an essential part of the solution to the total problem, is a strong eradication program in the countries where it is being produced.

Mr. CUSACK. Thank you.

The CHAIRMAN. Thank you very much. This has been a very interesting and educational panel, and probably the best we have had.

Gentlemen, your entire testimony, at this point, without objection of any member of this committee, by unanimous consent, will be entered into the record. You can summarize and highlight that testimony or proceed as you feel most comfortable in getting your message across to us.

The Chair now recognizes Mr. Rodriguez.

TESTIMONY OF DOMINGO RODRIGUEZ, VICE PRESIDENT OF BEHAVIORAL HEALTH, CHICANOS POR LA CAUSA; EDWARD ZBOROWER, DRUG PROGRAM REPRESENTATIVE, OFFICE OF COMMUNITY BEHAVIORAL HEALTH, ARIZONA DEPARTMENT OF HEALTH SERVICES; AND GARY ACKERSON, EXECUTIVE DIRECTOR, ADAPT

Mr. RODRIGUEZ. Thank you.

Mr. Chairman, members of the committee, Chicanos Por La Causa began to provide outpatient services in 1980. We found the Hispanic community was traditionally an underserved population, and drug abuse and issues regarding narcotics is not a new phenomenon in our community. The issues regarding heroin and opiates, most experts and professionals in the field agree heroin continues to be plentiful and readily accessible in Arizona.

We found, for example, that the most alarming statistics, I think, statistics that I can give you, is that in Arizona or in Maricopa County—the Maricopa County Medical Examiner's Office has basically stated in 1985 heroin-related deaths will surpass the previous 6 years, the combined totals for the last 6 years.

In 1983, we found that drug admissions into methadone maintenance treatment have increased nationally by 3 percent. Yet, for that same period in Maricopa County, we found that increase was 21 percent.

In 1983, we had 990 clients in methadone maintenance treatment in Phoenix. Today, we have approximately 1,700. One agency has a waiting list of 164 clients waiting to get on.

In the issues regarding cocaine, the police department and again most experts feel that cocaine is the drug of choice in the Phoenix area. Cocaine is plentiful and addiction and abuse is widespread. The Phoenix Police Department reported that the typical profile of a cocaine user has changed within a year from a 30-year-old male earning approximately \$35,000 a year, to a 25-year-old male with an annual income of approximately \$25,000.

The national cocaine hotline reported receiving 1,000 calls a day, 365 days a year. Representation from the minority community has also increased. Assistance calls have gone from 20 to 40 percent in the last year.

It is interesting to note that when I called the cocaine hotline to try and get information, I was put on hold for approximately 7 minutes, 5 to 7 minutes, because all the counselors were busy.

On a local level, emergency room admissions from cocaine are up 27 percent. And deaths due to cocaine during the first 6 months of 1985 have already equaled the totals of 1984.

Although drug preferences vary from populations, CPLC and other providers contend the official numbers do not tell the true story relative to the addiction and abuse problems in our communities. A case in point is that at a recent conference, the National Center for Juvenile Justice reported that approximately 6 percent of all juveniles on probation are on probation for drug-related offenses. Of that large sampling, 25 percent were there for referrals regarding dealing drugs, and the other 75 percent were for possession.

In the county of Maricopa, the official picture estimates about 10 percent of all juveniles on probation are on probation for drug-related offenses. It was reported that of all the intakes into the juvenile court system, the official record shows that only 5.4 percent of the 20,800 kids referred into the juvenile court system last year were for drug-related offenses. However, the unofficial picture shows a different story.

The director of Juvenile Courts Service did an unofficial tally of all the probation officers and found that all probation officers agree that approximately 50 percent of all the probationers are using drugs at least once or more a week. In addition, we conducted a similar poll in our youth program, and that entry shows 16 out of the 16 juveniles in treatment that were sampled have all used drugs, and several had quite a few years of experience already.

It is the feeling of many probation officers and community providers a vast majority of the kids using drugs are not yet experiencing drug-related problems; therefore, they go undetected and are not arrested.

Another issue is chemical dependency has been a silent problem in many of the reported and unreported cases involving child abuse and neglect, rape, and other kinds of violence. There appears to be a significant discrepancy versus what is reality and what is official.

I guess what I have to say is, I don't have any new answers. In Arizona, the most significant issue confronting us is funding. Although Arizona was the second fastest growing State during the seventies, State dollars have not attained the levels necessary to address the community and program needs.

There are two issues facing us which we are concerned about. First is the political football issue regarding the department of health services and community providers in this State. We feel that the in-fighting and the problems that are faced in this State have detracted away the attention needed to focus on the issues regarding people who are in need of services and the programs who are providing those services. As a result, funding for chemical dependency treatment has not been a priority or gained much political support.

The other issue is the unknown effects of the Gramm-Rudman bill on the community block grant system and how that will affect chemical dependency treatment.

In closing, I would just like to add that most of us feel addiction and substance abuse in Arizona is growing at an alarming rate. However, financial support to combat this issue has not kept pace with the needs.

On the State level, we are dealing with that locally during this legislative session. On a Federal level, we hope that your efforts are not just aimed at focusing on the carriers of this disease or the drug traffickers.

In reality, I think that the only thing that happens is that you create an inconvenience for a lot of the addicted individuals in this community. There have been more arrests; yet, there are more drugs in the field.

I think the police department and law enforcement agencies are doing their job. The problem of demand is the issue. We know for a

fact that every known culture in the history of mankind has used some kind of mind-altering chemical. We feel if we do not focus on the issue of demand, this problem will get out of hand.

We ask for your support in good community prevention and education, and in treatment. This must play a significant role. Your support investment in this matter is critical.

I would just like to say that I think the present administration has done a great job in showing the American public the issues facing the chemically dependent individuals and families. However, having been in this field for 16 years I find that the greatest single statement I can make about an agency's mission statement is the size of its budget, because without funds we cannot do the job we have to do.

I think that the issue of addiction and abuse in this country, and especially in Phoenix and Maricopa County, and the State of Arizona, is at an alarming rate and something needs to be done about it.

Thank you.

[The statement of Mr. Rodriguez appears on p. 112.]

The CHAIRMAN. Thank you.

Mr. Zborower—am I pronouncing your name correctly?

TESTIMONY OF EDWARD ZBOROWER

Mr. ZBOROWER. You can call me Ed.

I would like to thank you for inviting me here to give testimony.

Before I highlight some of my statement, I would like to mention that one of the large drug abuse health providers is represented here today in the audience. Harold Harmon, sitting in the second row, a member of the Southern Arizona Behavioral Health Services Corp. that provides services in the border counties of Santa Cruz and Cochise.

The CHAIRMAN. Come up and sit up at the table.

Mr. ZBOROWER. As well as Graham Greenley.

I wanted you to know he was here.

The CHAIRMAN. Glad to have them.

Mr. ZBOROWER. If I could describe a little bit about the Department of Health Services, as a contractor for drug abuse services in Arizona through the Office of Community Behavioral Health, we take all of the block funds, the ADAMH block funds, all of the State appropriations for drug abuse, as well as alcohol and mental health and several other special pots of money and a small amount of fines, and use that exclusively to contract with agencies that provide treatment and prevention throughout the State.

I know that is different than in some other States where people are hired and the State actually runs its own system of care. That is not the case in Arizona with community treatment.

There are two State owned and operated organizations. One is Arizona State Hospital. That has nothing to do with drug or alcohol treatment. The other is the Southern Arizona Mental Health Center, an early center established in Arizona, in Tucson. Other than those two agencies, everything is contracted out for treatment services and prevention.

There are nine administrative entities—that is what we call them—that we contract with for treatment services throughout the

State of Arizona. In addition, three native American tribes have chosen to contract with us for treatment rather than go through the administrative entities for funds.

As Domingo had mentioned, during the years 1970 through 1980, Arizona's population grew by 53 percent. This has decreased a little bit. Now there is only a modest increase of 2.5 percent per year. But it is still pretty high.

The delivery system for drug abuse treatment has not been able to attain the level necessary to meet current population needs, let alone future population needs.

One of the questions the committee was interested in was what drugs are most frequently abused in Arizona, as well as along the border. During the last complete year that we have data for, 1985 [fiscal year 1985] marijuana abuse and misuse accounted for 30 percent of all the clients who registered for State-supported treatment. That excludes all of the private programs that operate in Arizona that we do not have accurate information about.

Next highest was heroin abuse, with 28 percent. However, if you add into that category nonprescription methadone acquired illicitly as well as other opiates, then heroin in the category of opiate abuse comes out first.

Finally, third highest, at 13 percent, in 1985, was cocaine abuse. When you look at the border counties and their treatment services in drug abuse—those are the counties of Yuma, Pima, Santa Cruz, and Cochise—they also in 1985 put marijuana as the first substance of abuse when first interviewing a client at 35 percent of all those that they registered. Cocaine was next at 21 percent. That is a slight difference from the other figures I mentioned. Heroin was third, at 16 percent.

Even if you look at fiscal year 1984, the numbers may change a little bit, but the ratings are the same.

We have done several needs assessment studies in Arizona back in 1982 and in 1979. We have also looked at national statistics on need for drug abuse treatment. And it has been the decision of a number of committees that have met over the years that anywhere from 2 to 4 percent of the population in Arizona is in need of drug abuse services. So, we fixed on 3.7 percent. This figure is a projection of need only.

Not all persons in need will recognize the fact or accept services, nor will all persons receive services in the publicly supported sector. Therefore, it is not necessarily important to gear up the publicly supported sector to provide all the services for all those in need in Arizona. Nevertheless, there is insufficient money for services to those who would naturally come to the public sector for services.

What kinds of programs are in place? We have outpatient, inpatient, residential, emergency care, outreach, aftercare, education, consultation, and prevention services. These services are provided by the programs that I mentioned through a whole system of subcontracting. The nine administrative entities then turn around and contract with many other organizations.

Many of the rural settings have trouble developing certain kinds of programs that are difficult to set up and count on other areas of

the State to provide certain kinds of inpatient care, for instance, and certain kinds of residential care.

The effectiveness of the programs has been tested out recently in a very limited pilot study. There is every indication that it will be continued in the future and made better. But we can't really generalize from this pilot study as to overall effectiveness. Nevertheless, some of the results are worth mentioning.

Generally, persons who were successfully discharged from a drug program were functioning well in the community when followed up, with the vast majority being gainfully employed. About 75 percent of the respondents in this pilot project reported having experienced no job problems related to substance abuse after treatment had ended.

The study also suggested the receiving of residential care increased the likelihood of being drug free at followup relative to other usual treatment environments. The greater number of residential days in treatment, it appeared the higher the probability of being drug free and not relapsing at the time of followup. Outpatient treatment programs also showed a similar result, though to a lesser degree.

Many of the department's contractors have sponsored and will be continuing to sponsor other kinds of evaluative efforts because we are all interested in which of the treatment modalities work best and should be strengthened.

As I said earlier, there is just not enough money at this point in time to deal with what we believe is the problem in Arizona.

The committee had expressed an interest in what part the block grant funds played in treatment programs in Arizona, particularly in the Tucson area. Of the \$7.9 million that were in drug abuse contracts in fiscal year 1985 in Arizona, 25 percent of that amount came from the ADAMHA block grant. Of the remainder, State appropriations accounted for 48 percent, and our contractors put up the remaining 27 percent from various other funding sources, including client fees, donations, county provided funds, city provided funds, and other sources of funding.

We would like to see the Federal block grant allocation for Arizona increase and keep pace with the migratory flow and the consequent drug abuse problems that result from that migratory flow to Arizona.

Finally, probably most importantly to me, how can the Federal Government best provide strong national leadership and assistance to States and localities in efforts to reduce drug abuse?

The only thing I want to underscore today is the need for additional funds, whether they come through an ADAMH block grant or the old categorical grant system or some new formula for providing funds for treatment. In that context, it would be useful to reestablish the commitments made by the current administration when categorical grants were abolished in favor of block grants.

At that time, States were told that they were at the forefront of planning and establishing treatment programs. The Federal Government was intent on removing regulations and strings associated with behavioral health treatment dollars.

While that wasn't completely realized in the block grant legislation, there was a definite attempt to remove many entanglements

previously established—so States could plan and implement their plans without excessive second-guessing from Washington.

Recent amendments to the block grant legislation seemed to be reasserting a Federal Government notion that fine tuning of how the block grant funds are spent nationally must be done in Washington. This fiddling with the language creates multiple obligations on expenditures usually expressed in percentages and ignores the differing needs of States in the planning and implementation of programs that regularly is a part of the local scene.

As mentioned earlier, in Arizona there are local administrative entities we contract with, and they were chosen to plan for and implement drug and other treatment programs dependent on the needs in their regions. However, because of the block funding set-aside language, we have had to put controlling language in our contracts with them that forced them to be selectively responsive to local planning needs while keeping one eye on Washington and its desires.

Congress needs to rethink what I think are some self-contradictory policies in its current application of block grant funding legislation.

Finally, let me mention something that wasn't in my paper. One of the important programs that brings drug abuse clients to treatment in Arizona, and I believe in other parts of the United States, is the Treatment Alternatives to Street Crime [TASC] opportunities that Federal support has made available in Arizona. The task programs do screen a lot of clients, and they do bring a lot of clients to drug abuse treatment. We provide very limited funding to TASC programs.

The department of corrections receives the funds from the Federal Government that supports basically the four TASC programs in Arizona. I personally would like to see that funding increase.

That is all I have to say.

[The statement of Mr. Zborower appears on p. 120.]

Mr. RANGEL. Mr. Zborower, before we go to Mr. Ackerson, in your oral and written testimony you indicate those who have completed successfully the drug programs, that 75 percent of those that responded had no problem getting a job.

Could you indicate how many people you are talking about and what percentage, and how many people didn't respond at all?

Mr. ZBOROWER. We are talking about a pilot project that shouldn't be discussed as if it were a scientific display of all the State treatment programs. We are talking about 100 people.

Mr. RANGEL. I am saying—you are saying out of 100 people, 75 percent responded out of 100 people who successfully passed these programs? You asked all them how you are doing? This is an unusually successful statistic.

Mr. ZBOROWER. The interviewers asked the respondents, and three-fourths of them reported having experienced no job problems related to substance abuse.

Mr. RANGEL. Those are the people who responded. I don't have any problem with that. But, I mean, we don't know how many of them OD'd, how many are in jail.

If you had 1,000 people who graduated, and you got in touch with 5, and 3 of them said, "I am OK."

Mr. ZBOROWER. Your point is well taken. That is why we want to do more, because there are weaknesses in the pilot project.

TESTIMONY OF GARY ACKERSON

Mr. ACKERSON. Thank you for the opportunity to testify this morning. I particularly would like to thank Congressman Kolbe for inviting me.

I would like to focus on just a couple of areas. I am going to talk very briefly about drug abuse trends, because you have heard enough of that today already. I would, however, point out a couple of things.

One is that when you talk about the average cost of a heroin addict supporting their habit, we say it is about \$120 a day. What is not included in that statistic is the fact that heroin addicts generally support their habit with illegal activities. We know that a significant number of them are burglars, and we estimate a burglar has to yield between \$450 to \$500 to then yield the \$120 a day that they need for their habit.

I am going to get back to that fact in a minute because it ties into something that is more important to me. I would like to talk about interdiction, even though that is not my area of expertise.

In my written testimony previously submitted, I have indicated to you that I honestly believe if you devoted the entire national budget to interdiction and put border patrolmen arm to arm across our borders, you would not significantly affect the drug abuse problem in this community. I say that for several reasons, some of which you haven't heard yet this morning.

First of all, there is a fairly large domestic production system in our country. There was an article in the paper the other day that indicated that it is estimated that the marijuana crop in the United States this last year was larger than the corn crop. That may have to do with some of our failed agricultural policies, I am not sure. But I do know, however, a lot of drugs get produced in this country.

Mr. RANGEL. Do you know of any poppies or cocoa plants?

Mr. ACKERSON. No; but I do know there are designer drugs, and there is probably no drug that is produced naturally that cannot also be synthesized. So, if you eliminate heroin, I can guarantee you there will be kitchen laboratories producing a synthetic version thereof, and as long as someone can make a profit of \$2 million on something you can put in a suitcase, I doubt very seriously that if you were successful in stopping drugs from coming into this country you would significantly affect supply.

You might affect supply somewhat, but it would create a vacuum, and that vacuum would be filled.

Mr. RANGEL. You don't have any problem with us trying, though, do you?

Mr. ACKERSON. I have no problem with anybody trying, no I do not. I have problems when you try methods that have failed in the past and have shown no measurable success in lieu of treatment programs. I do have a problem with that.

Mr. RANGEL. Do you have any ideas how we can have more effective interdiction or eradication programs?

Mr. ACKERSON. I think my point is, while we need some level of interdiction to stabilize the availability, if you were to be totally successful, and stop domestic production, neither of which I think you can do, you would create another problem.

See, I happen to believe that for every problem there is a solution, and every solution creates new problems.

Mr. RANGEL. Why don't you help us with some of the solutions.

Mr. ACKERSON. I am going to.

I did want to make the point that if you stop drugs on the street, if you wipe them out tomorrow, you are going to have horrendous problems in your community.

Mr. RANGEL. Mr. Ackerson, don't worry about us doing that. I wish we could.

Mr. ACKERSON. So do I. Then you would have to deal with the people who are addicted and no longer have a supply. That is the point I want to make.

OK, solutions. There are several. In my written testimony I tried to focus on things that the Federal Government can do.

Mr. RANGEL. Good.

Mr. ACKERSON. First of all, in relationship to the block grant I have two suggestions. The first one is our experience in our treatment agencies are that we are dealing with primarily polydrug abusing people. Heroin addicts also abuse alcohol. Cocaine addicts also abuse other drugs.

I think the artificial separation within the block grant of alcohol from drug abuse is just that, artificial. There are very few people going into drug treatment agencies that don't have an alcohol problem and very few going into an alcohol agency that have no drug problems.

I would urge the committee to look very closely at merging alcohol and drugs in the block grant to give us the flexibility that Ed Zborower was alluding to in his testimony, then we wouldn't have to get into this craziness of documenting this individual is really a drug abuser or that individual is an alcohol abuser so he can get into this alcohol program as opposed to that drug program.

Mr. RANGEL. Is your State restricted in merging the two merely because the Congress did a political thing in separating them? Do you have any—does your Governor or State legislature—they don't have a problem in merging the two?

Mr. ACKERSON. They can't merge the Federal dollars. They do, in fact merge their own dollars.

Mr. RANGEL. The Federal dollars for the programs they designate, but they don't have a problem setting up a State agency to deal with alcohol or other drug abuse?

Mr. ACKERSON. No, indeed. But the Federal dollars that flow through the State administration down to us then come down earmarked as alcohol versus drugs.

Mr. RANGEL. But they can add to or detract from those that are not earmarked.

Mr. ACKERSON. Indeed, and that is my next point.

Arizona happens to rank 50th out of 50 States in their expenditures of their own dollars on behavioral problems. So, indeed, those few dollars they do allocate come down to us as substance abuse dollars. They do, indeed.

I am just urging on a Federal level you do the same. It is not being consistent with what is happening in the treatment network. I can see no compelling reason for this artificial separation. I am not arguing to merge NIAAA with NIOA, or anything like that. I am just saying the funds should not come down earmarked.

Mr. RANGEL. We can send the whole darn thing down to human services, and then you would really go into panic, wouldn't you?

Mr. ACKERSON. I would very much not like to see that happen.

Mr. RANGEL. What you are saying is you are really defining a problem that we have. We could just say that it is just for domestic programs, and then you would have to scramble for what you get.

We thought we were helping by earmarking so that drug enforcement people who normally don't carry the political clout that alcohol people have would make certain that they get their share of the Federal dollar. That was the political thinking.

You are saying that you think that you are strong enough to stand on your own two feet with the other programs.

Mr. ACKERSON. I represent an organization that funds alcohol, drug, and mental health programs, all three, so I don't have that sort of conflict.

Mr. RANGEL. Think it over with the other drug people and see whether they feel that is secure. And this would be interesting because we would include it in the hearings we have around the country, to see whether or not those that are in drug abuse feel that they don't have to be earmarked specifically.

It is a good point and I am glad you raised it.

Mr. ACKERSON. Just for information, every drug abuse agency I fund is represented here today. We have gone over this testimony, and they agree with it.

Mr. RANGEL. OK. Glad to hear that.

Mr. ACKERSON. I would like to get back to the 50th out of 50. One of the problems with the drug abuse money, the block grant money in general, is the way it has been determined how much each State gets. It is based on what they got prior in direct grants, which basically says those States that were politically connected or could write good grants get a disproportionate share of the available dollars.

There is no tie to population. There is no changing of the block grants related to migration of people. There is no tying of the block grants to need. It is basically a historical artifact, and I think that needs to be looked at.

I would take a very strong stance that some portion of the block grant ought to be held out as an incentive. States like Arizona should be told by the Federal Government to ante up or we will give the money to States that do. It is very embarrassing to me that yesterday the Governor's office—released the Governor's proposed budget and is only recommending a 4-percent increase in these areas, when in fact we rank 50th in the country. I think the Federal Government should take that lead.

I think you should reward the people that show some concern and try to stimulate those that don't to increase their share.

My next comment relates again to something that should be done very specifically. Both NIAAA, which is the alcohol arm, and NIDA which is the drug arm have several budget lines independ-

ent of the block grant budget lines which are for research. It is a significant amount of money.

My experience is that the research money is essentially available to universities primarily for studies of rats, and other esoteric subjects and very little money is allocated to look at what works in treatment, what works in prevention, et cetera. I think the reason for that is a bias toward university studies and against community-based research.

I believe that the agencies which my organization funds provide state-of-the-art treatment programs and state-of-the-art prevention programs. However, I have a problem. I don't know why we fund any particular program over another. I cannot tell you today that residential treatment is a better treatment modality for a particular kind of client than methadone maintenance is. I don't know that a particular kind of prevention technique is better than another kind, because the research to date has been too basic science-oriented and not field study-oriented. It comes out of a bias, I believe, toward universities.

I would like to see significant pressure put on NIDA and NIAAA to start putting more dollars into effectiveness studies and not worry about whether or not those studies are scientifically sound enough to be published in the most prestigious journals, but rather they give us some ideas on how to use our money more wisely because we don't have enough as it is.

Thank you.

[The statement of Mr. Ackerson appears on p. 124.]

Mr. RANGEL. Who is seeking recognition?

Mr. Shaw.

Mr. SHAW. Thank you, Mr. Chairman.

A few minutes ago I excused myself from the hearing and went across the street and met with my old friend, Lou Murphy, a mayor here of Tucson. He was putting the final touches on his state of the city address, which I think he will probably have concluded by this point in time.

He said to me—when I came in, he said, "God, tell me it is not true. What is Gramm-Rudman going to do to us?"

I think that perhaps you gentlemen have that same concern. We are going to have to be more innovative at the Federal level, and you are going to have to be better scramblers and have to come up with a lot better ideas on financing with the additional pressures.

I think, Mr. Ackerson, you came up with an excellent suggestion with regard to matching dollars as an incentive to the States, and also recognizing that every State's need is not the same in this particular area. I think States should be rewarded who do emphasize and put more into the drug abuse programs within their own States and have it as matching funds from the Federal Government.

We may be thinking about doing this in a lot of areas to recognize the States who are doing the best they can with what they have. Of course, we have some States with limited resources which we would have to probably fund through another direction. But it is going to be some tough times ahead.

What inroads—I think it was you, Mr. Zborower, who was giving us some statistics with regard to ranking various addictive catego-

ries, and you were doing that in terms of people who were seeking help from your agency.

Exactly how addictive is marijuana?

Mr. ZBOROWER. Well, I guess in the sixties I would probably say if used casually, not terribly addictive. But I have recently had the opportunity at a cocaine conference in New York, at the Vista International Hotel, to listen to Dr. Forrest Tennant from California describe his analysis of the current potency of marijuana found on the streets in California, and I dare say in Arizona, as well.

People who have been using marijuana over a number of years have suddenly been surprised at how addicted they have become recently. That is because the potency is very high.

Mr. SHAW. That, combined with prolonged use, or just because of the purity?

Mr. ZBOROWER. He was mostly stressing that people who thought they could handle it socially, from time to time, were suddenly, as executives in businesses, finding themselves unable to remember what time to go to work or what their function was. He mentioned executives, but he was talking in general about people getting caught short and surprised at the potency. It is almost as if it were a different drug, is what he said specifically.

Mr. SHAW. We have seen some of those trends with young people as far as motivation and things of this nature. But what you say really nails it down as to really coming up with a trend line that maybe we need to do more in the area of education in order to try to do something about that.

Mr. ZBOROWER. I would agree.

Mr. SHAW. Thank you.

Thank you, Mr. Chairman.

Mr. RANGEL. Mr. Kolbe.

Mr. KOLBE. Just one very quick question.

Gary, you made the point that you really don't know what works in your umbrella agency in terms of what you are funding; that we really don't have very good data. I can tell you that was certainly my frustration both serving as chairman of the Judiciary Committee which had legislative oversight for a lot of these agencies and programs, and also on the appropriations subcommittee that funded the behavioral health programs in this State. That was my continuous problem.

We really don't have the data. I am not so sure as you are, I guess—and this is the thrust of what I wanted you to comment on—is that you have the answer to how we are going to get that. Every one of the agencies that you fund, I guarantee has—because we require it—some kind of program, a followup program and a methodology for analysis to determine the effectiveness of the program. I guarantee you every one of those shows that their program is effective.

I have never had one of those agencies come to me and say they did not have—I have had them come and say a 99 percent effective cure rate on drug abuse, the most outrageous statements that sometimes these agencies make. So, they all will tell you their program is effective, and there are some real holes in the methodology we are using.

You may want to comment on that.

Mr. ACKERSON. Congressman Kolbe, things have changed a little since you were in the legislature. We don't have even that kind of followup any more. Since the Federal Government stopped requiring followup, the State doesn't. That is my point exactly.

As I said before, I feel our agencies are state of the art. We do a lot of evaluation to assure that they do what the literature says is the best kind of treatment possible. The problem is, that research currently in the literature primarily comes from two sources—they are university research or research conducted by the treatment programs themselves, neither of which is very helpful. I think the Federal Government should say we need some independent research, independent of the treatment providers, but research done on the treatment provider.

Instead of studying rats, the Federal Government ought to study what kinds of treatment work best with what kinds of clients, and they won't—at this point, that kind of research doesn't occur except by the treatment programs. And we, of course, always find their treatment works best. Not surprising.

There are a lot of problems with this field, and a lot of it has to do with nobody is paying attention to it. We can't even amongst ourselves agree on what success means.

Methadone maintenance was sold not as a curative kind of treatment but, rather, one that would keep burglaries down, keep crime down, allow people to function. Other programs whose philosophy is to get people to live drug free, measure success by whether a person does drugs or doesn't do drugs. Others believe, if we get an addict to go from heroin to recreational, whatever that means, use of marijuana and alcohol, that is success.

Personally, I really have to urge you to put some pressure on NIDA in particular to come up with criterion for success, and independent studies conducted by people independent of the treatment system, so we can start answering those questions.

However, I would also like to point out that the treatment community's failure to provide that information is not a good excuse not to fund us. If that were the criteria for increased funding one would question why we continue to pour millions of dollars into interdiction programs which we know aren't working.

It is ironic to me that on both the State and Federal level, that failure to measure results is used as an excuse not to increase funding for substance abuse when other programs such as interdiction or the entire criminal justice system, have demonstrated their failure and still get increased funding. It appears then, that agencies who can demonstrate their lack of success have a higher probability of increased funding than those who can't demonstrate failure or success.

I did have two other sources of income that I think the Feds could look at, and I forgot to mention them. I will mention them really quickly.

One is, when you confiscate property and income from drugpushers, someone ought to be looking at taking those dollars and earmarking them for drug prevention and treatment. Where it goes now I don't know. But it doesn't go into that.

If you catch somebody and you can confiscate their airplane or confiscate large amounts of cash, I believe that ought to go into a prevention treatment fund.

The other point is, I would see nothing wrong with a tax on those prescription drugs that are abused, and that is practically all of them, being put into a special fund for treatment and prevention. Now you get that by the pharmaceutical company lobbyists, and I will dearly love you, but I think it is something to look at.

Mr. RANGEL. Mr. Ackerson, I am so pleased you are going to serve on a congressional task force, because you will soon find out that this administration is not supporting any type of taxes, and I think that you will find out in 1981 when the administration reduced the tax liability of corporations and citizens by some \$750 billion, that it was a part of an overall domestic program which was designed to allow local and State governments to raise the funds and determine their priorities as to what their people wanted.

So, while Congressman Shaw and others would be advocating a more cooperative spirit in terms of sharing of the responsibility for these programs, that is exactly what the administration does not want, and that is placing any type of financial burden on local and State governments when it is a Federal directive, as opposed to a local and State initiative.

So, I don't want to get too political, but you have to influence your government through more than this committee because we find ourselves in this committee not necessarily walking in step with the administration or the Congress on these issues.

Thank you very much for your testimony. We hope you continue to work through your elected representatives. And if there are any questions that you would like to—or any additional testimony you would like to enter into the record, the record will remain open so you will be able to do just that.

Thank you very much.

The CHAIRMAN. We have saved you to last because we feel this is where the answer is truly going to be found. You heard the law enforcement officers saying arrests and seizures and convictions are not going to do it. If the State Department was here, they would agree our foreign policy is too extensive to get involved with this. I only wish you were joined by the spiritual community, because it seems as though the buck is going to stop at this panel.

Thank you for being with us.

Mr. Rivera, you may kick it off.

TESTIMONY OF AL RIVERA, ASSISTANT PRINCIPAL, PUEBLO HIGH SCHOOL; KRISTINE BELL, ARIZONA DEPARTMENT OF EDUCATION, SCHOOL IMPROVEMENT UNIT; MARK NATHAN AND SCOTT CHASAN, STUDENTS AT SANTA RITA HIGH SCHOOL; MARILY CIVER, NATIONAL FEDERATION OF PARENTS FOR DRUG-FREE YOUTH; CAROL SCHMIDT, COUNSELOR, SANTA RITA HIGH SCHOOL

Mr. RIVERA. Mr. Chairman, committee members, thank you for having me here this morning.

The CHAIRMAN. Let me interrupt by saying that, while all of you have prepared statements, you should feel free to summarize them and feel comfortable in just presenting your views, but your entire statements at this point in time will be entered into the record in their entirety without objection.

Mr. RIVERA. To start off, I would like to give the case study I have presented to the committee this morning. It is already in your hands. It is called the Ego Identity Formation and Substance Abuse in Adolescents by Randall M. Jones and Barbara Reed Hartmann, Department of Family and Community Medicine, the University of Arizona.

They took a small high school in Tucson serving approximately 137 kids, grades 9 through 12. The survey used reported substance abuse and put it in three categories, tried, never tried, and used frequently—54 percent had tried cigarettes, 65.8 tried alcohol, 37 percent had tried marijuana, 8.2 tried cocaine, 4.1 had tried heroin, and 25 percent of these kids had tried inhalants.

The problem we are facing today in education is that a lot of these schools do not have a curriculum in which they can use on the prevention and intervention of drug abuse. Superintendents and school board members have to realize we have a major epidemic, not necessarily on a local level, but a national level.

In our schools today a large majority of the kids—when we talk we talk about drug and alcohol abuse we are also talking about kids who are not abusing drugs, who are not abusing alcohol, but are coming from homes that a family member or members of the family are also abusing them, and it is affecting them.

A lot of the kids that we suspend on the high school level go home after they have been caught abusing or in possession. They are arrested, and they are back on the streets within 48 hours. We have not taken any responsibility to take care of this problem with the student. I think it is the responsibility of the schools to set up programs to inform the school communities, the parents, of what needs to be done with kids who are abusing alcohol and hard drugs.

Making a school program work is very easy. It also takes a lot of money that is not available sometimes, but you have basic components which are your in-house resources, and you have a core team that is already trained. That could be five teachers, a counselor, administrator, parents or students that go through a week long training session, and they come back and train the rest of the staff.

The biggest problem we face today is that educators feel they are not social workers and they do not have to deal with kids who are high in their classrooms. I think this is wrong, because teachers should become aware that they should be able to pick up the traits of the student who is high, who is drunk, who has a drug problem, who is constantly falling asleep, his grades have gone down, his attendance is poor, his patience is very poor, and eventually he is going to be dropping out. If a teacher could pick these traits at the very early stage all that person has to do with the proper training send a referral to the core team, and that core team would bring in the parent and the child, and they would be able to talk about the problem and try to get him some type of assistance.

I think we have enough community agencies outside of the school systems that are willing to work with schools and help kids on a one-to-one basis to try to straighten these kids out. We have a very, very big problem, and I think we need to educate the parents also, because I have had a lot of incidents in which a parent will come in and tell me that their son or daughter has a problem, but they really don't know what to do with them.

It is the responsibility, I feel, of the school boards and superintendents to start adding to their curriculum and intervention and prevention programs so we can affect kids through 12 curriculum.

We need to educate the kids in the elementary level on drug abuse. By the time they get to junior high it is a little bit too late. We are also seeing on the long run that due to alcohol problem in the homes, there are a lot of sexual, physical, and mental abuse on a lot of our kids. That is also very important serious problems to deal with.

Unfortunately, a lot of the kids do not have the proper counseling or do not get the proper counseling, and they end up back in the homes. And I feel it is the responsibility of the schools to at least initiate some kind of counseling for these kids and make them aware—yes, there is hope in the long run for them—and at least make an effort in trying to help this child.

Thank you.

[The statement of Mr. Rivera appears on p. 129.]

The CHAIRMAN. Thank you, Mr. Rivera. You know your testimony really highlights when you find a drug enforcement and customs saying we need an educational program, and you are saying of course we do, but that is not an answer.

Ms. Bell.

TESTIMONY OF KRISTINE BELL

Ms. BELL. Thank you, Mr. Chairman, members of the committee.

I am fortunate to be following Mr. Rivera, because I hope to be able to respond somewhat to that curriculum need.

You have my testimony, I hope, by now. I am going to limit my remarks specifically to Senate bill 1248, the new legislation that mandates several responsibilities on the parts of local governing boards, the State department of education and the State governing board.

In April 1985, the Arizona Legislature passed Senate bill 1248, now known as ARS 15-712, in education law. The legislation is significant, particularly for Arizona for several reasons.

First, it is enabling legislation in that there is a \$300,000 appropriation from the general fund, \$250,000 of which was earmarked for assistance to school districts for the purpose of developing comprehensive substance abuse, prevention programs within districts.

An additional \$50,000 was earmarked for the department of education to coordinate and manage a statewide effort. While \$250,000 is not nearly sufficient to meet the need that has been indicated, the intent of the legislation was to provide \$1 per student or \$1,000 per district, whichever is more.

Unfortunately, the appropriation did not afford that and, in fact, afforded approximately 40 cents per student. We are hoping that the allocation for next year will be increased.

Second, and I think very importantly, the legislation defines roles and responsibilities for the major players in school-based prevention. It prescribes very specifically what school boards are expected to do, what the department of education is expected to do and also attaches a joint legislative oversight committee to the project to report back to the legislature on the success of the program.

I think this will prove of significant help to avoid the traditional turf disputes—where does law enforcement come in, do we address supply and demand, the cart-before-the-horse syndrome, all of those issues.

Third, and my own particular personal bias, the legislative mandates that school districts that participate in the program must develop, with assistance from the departments kindergarten through 12th grade curriculum.

We heard quite a bit of discussion this morning about where do we start, at what point do we begin drug education. The department of education takes a very strong stand that the earlier the better, and we will mandate that those districts receiving funds through this program develop curriculums that addresses comprehensive kindergarten through 12 grade levels.

This is consistent with current research which shows the most effective long-range programs are those that begin earliest.

Finally, the law mandates that those districts participating must develop comprehensive policies and procedures to be adopted by local governing boards by September 1, 1986.

I think you will hear from the other members of the witness panel that there are many school-based drug abuse programs in Arizona. Approximately one-third of the districts voluntarily, over the past several years, have adopted programs and implemented them with very little assistance and financial support from the department of education.

Most of them are using local community resources supported through the department of health services system. Those programs oftentimes don't have a great deal of success because there are no facilitating policies and procedures adopted by governing boards, and those programs consequently struggle to become integrated into overall district functioning.

We at the department of education are strongly encouraging and, in fact, will devote extensive technical assistance to local governing boards, central office administration, and school staff to develop facilitative, comprehensive policies, and procedures in the area of chemical abuse prevention.

Two particular initiatives that aren't discussed in my statement to the committee have to do with the development of alternative resources.

The department plans to work with the State attorney general's office in an attempt to arrange for the use of forfeited assets as a resource for educational programs. Recently, in Phoenix the county attorney's office and the Phoenix Police Department supported an

extremely worthwhile seminar for law enforcement and school district personnel that was funded by forfeited assets.

We are hoping to be able to continue that kind of activity on a more generalized statewide basis. Also in terms of the role of the department of education over the next 3 years, we are going to be looking very strongly at program management and the collection of data.

At the present time we have no consistent standardized data collection or management information system to precisely determine the level, scope, and prevalence of the drug problems in schools. We rely on volunteer reporting from the districts which can be fairly inconsistent. Those are our major areas of emphasis.

[The statement of Ms. Bell appears on p. 139.]

The CHAIRMAN. Thank you, Ms. Bell.

Now, we hear from—is it Mrs. Civer?

Mrs. CIVER. Yes.

The CHAIRMAN. National Federation of Parents for a Drug-Free Youth.

TESTIMONY OF MARILYN CIVER, NATIONAL FEDERATION OF PARENTS FOR DRUG-FREE YOUTH

Mrs. CIVER. Thank you very much, members of the committee. It is indeed a pleasure to be here today, and I certainly do applaud Mr. Milstead on his focus on prevention for it is with prevention through your efforts and other education that we will be able to help control drug abuse for our youth.

I speak to you today as an active parent for the last 5 years on the State and national level. I was asked to give you information on our parent programs in drug prevention in Arizona, the role of the National Federation of Parents for Drug-Free Youth and how we can join hands and work together.

The CHAIRMAN. Let me thank you for a very well-prepared document you have submitted to the committee.

Mrs. CIVER. Thank you; the parent movement has been ongoing in Arizona for the past 5 years. It grew out of a concern by parents on a local and district levels to really look and focus in on what was going on on teenage substance abuse.

Teens were well organized. We were working with school districts and began to network and focus in on the whole area of prevention. Some cities, particularly in the early phases, were Scottsdale, Lake Havasu, Sierra Vista, and Tucson. Many school districts here provided excellent leadership, and there are many ongoing programs now.

We are very fortunate in Arizona to have very strong, dedicated professional people working on the local and regional level. There is one in particular I would like to talk about, and you may refer in your notes to all those school districts that already have ongoing programs, but one particular parent involvement was critical in the Phoenix area in bringing together an outpatient program to the Phoenix area.

It took Mr. Robert Huber about 3 years. Mr. Huber brought Palmer Drug Abuse Program to the Phoenix area. He raised

\$50,000. The program is so successful it has now expanded into three locations in the Phoenix area.

The reason I am focusing on parents is they have a great deal of influence today. They can cross political lines. We do not have commitments to the bureaucracy. We are able to influence more informally, let's say, because our jobs are not tied on the line.

I like to think of us as gnats that just don't go away until we get what we want. The role of the National Federation of Parents has been significant in the United States. In Arizona, it has played a very significant role on the grassroots level only. Many of us rely on the National Federation of Parents for current information on substance-abuse prevention information for national speakers, and for direction when we need to know how to influence our congressional Representative in Washington.

We are connected with them immediately. When we need help with legislature here, we are connected right away. What I would like to do right now is move into the area of what I feel to be the major events that have occurred to develop a strong network of parents, professionals, and service organizations working together in Arizona.

The Chemical People came about in 1983 and Governor Babbit gave a directive to the division of behavioral health to help us with that project, understanding that Arizona at that time, had no state-wide parent group network. The Chemical People, in essence provided 120 viewing sites to focus on the problem of teenage substance abuse. The sites were then asked to coordinate task forces to address their district, which they did, many successfully, some ongoing.

Each took a little different step because, as you know, in Arizona we are very independent. We do our own thing at our own community for what we think is best. The Chemical People, however, was much more important because it provided a vast network in Arizona. At the present time, we can mobilize by phone, the entire State for legislation. We did this with Senate bill 1248, the chemical abuse prevention bill, which was a critical mandate from the people of Arizona.

Another piece of legislation that we helped to pass was raising the drinking age. That was done by phone, mobilizing the Junior Leagues of Tucson and Phoenix, the Arizona School Boards Association, the PTA, all of those people that spoke to you about treatment today. Masses of volunteers made phone calls to make sure that we had the legislation that was needed.

So what Arizona is now receiving is a sufficient mandate from the people at the grassroots level that we really want to look at the whole area of prevention. With the passage of Senate bill 1248, an interagency committee was established that is made up of 37 different groups from around Arizona, which include the department of corrections, department of education, department of health services, parent volunteers and school district personnel.

Many of us have been working together over a 5-year period. It is exciting because good working relationships have been established. We are to monitor the legislation and help with the implementation of Senate bill 1248. I feel very privileged to have just been re-

cently elected as chairperson of that group, and I am working with a very fine group of people on the State level.

I would like to say that this hearing today is going to be significant for Arizona because it really has focused on prevention education. I just wanted to hug Mr. Milstead when he said what he did. We must cut the demand and supply. We must continue to do what needs to be done to eradicate and continue on our borders, but indeed we must turn the tide around and teach kids to say no and help educate parents.

I would like to go over some major issues affecting Tucson and Arizona now. These are not mine personally, but I was able to gather from 25 people across the State in areas of education, substance abuse prevention, and parents. They felt these were the major issues affecting Arizona.

We have rapid population growth, increasing demands on all social and mental health services. Arizona ranks 50th in the Nation in funding Behavioral Health. Arizona lacks coordination of prevention activities from major State departments. There is no statewide and/or regional comprehensive plan for substance abuse prevention.

There is a lack of coordination of existing resources at city, county, or regional level. We oftentimes in our enthusiasm, use a Band-Aid approach because we do not have comprehensive planning. The State of Arizona has not made a commitment yet to the National Federation of Parents on a national level. They are a vital force in America today, not only in America, but in helping other countries provide parent support and parent groups in other nations.

Of course Arizona is now a major dumping ground for drugs of all kinds and that translates into cheap prices for our children and for our labor force. Prevention education and funding must be integrated into the Federal Enforcement Program with a 5- to 10-year commitment of funds. The border States must have a special priority. Recommendations for Arizona, and again, these were gathered from around the State; comprehensive planning on a State level for the entire area of prevention education. Arizona and other border States need Federal moneys for prevention which would be part of the drug enforcement plan.

The State of Arizona needs to foster and encourage the development of parent and community groups on a local, regional, and State level. The goal should be joining and using the resources of the National Federation of Parents. Critical to Senate bill 1248 and curriculum development, K through 12 is the funding for State district substance abuse coordinators for a 5-year period to be used for curriculum development.

A statewide coordinated substance abuse prevention program, plan will help the State of Arizona in combating domestic violence, teenage pregnancy, teenage suicide, and child abuse. I would like to say that utilization of volunteers is critical. However, you need funds to use volunteers.

You need funds on a State level and so that we can begin to use the resources that we have. Thank you.

[The statement of Mrs. Civer appears on p. 143.]

The CHAIRMAN. Federal funds?

Mrs. CIVER. Yes. I think that should come federally. I think that should be part of the enforcement package.

The CHAIRMAN. Have you attended any national conferences of the Federation?

Mrs. CIVER. I have attended two.

The CHAIRMAN. Has that ever been raised?

Mrs. CIVER. That has not. Arizona unfortunately, because of our funding mechanism here, there are not moneys for that.

The CHAIRMAN. It is not just Arizona.

Mrs. CIVER. It is everyone.

The CHAIRMAN. I support your position, but I think that the federation has taken the position that they are a volunteer agency and they have stayed out of the question of Federal funding for any programs.

Mrs. CIVER. What I am saying is that money for prevention can be used to encourage the development of parent groups, and those are vital resources for Arizona. We can look into and use the resources of the National Federation of Parents.

The CHAIRMAN. That is a State decision.

Mrs. CIVER. That is a State decision.

The CHAIRMAN. You are not asking for any Federal funds, are you?

Mrs. CIVER. The whole area of prevention funding coming through to the States, I think, the block grants set aside.

The CHAIRMAN. You are not asking for any additional Federal funding for anything in this area.

Mrs. CIVER. Yes. I am asking for additional Federal funding through your—through the drug enforcement agency. You must come up with a prevention component so that States can take advantage of that. They must have a plan to do that.

The CHAIRMAN. You don't mean drug enforcement agency. You don't mean law enforcement should get involved in getting into the classrooms, do you?

Mrs. CIVER. No, I am not saying that.

The CHAIRMAN. You said drug enforcement. You mean education?

Mrs. CIVER. Prevention must become a part of the whole thing we are meeting here today about.

The CHAIRMAN. I agree.

Mrs. CIVER. Eradication, patrolling of the borders. There must be a prevention component, federally, so that the States can use it if they have a comprehensive prevention plan.

The CHAIRMAN. OK. Was the National Federation of Parents for drug freeze position as relates to additional funding for prevention and education?

Mr. CIVER. They leave that up to the States. We have been unable at this point in Arizona due to the lack of funding. Funds were cut so drastically in Behavioral Health that we lost their support. And when the funds were cut dramatically, we lost that entire support base.

The CHAIRMAN. I am saying it is not just Arizona, and I hope when you get back to your national conference, you might ask them to review their posture. But the administration takes the view. And you are an important organization, the most effective

group they have nationally. I will take the risk in saying—is the federation, but they always use that as a point of saying we don't need Federal programs or Federal dollars. Let the parents do it because they are the most effective forum.

You are saying, I agree, but we do need some help.

Mrs. CIVER. We do need help because the problem is too massive.

The CHAIRMAN. Let's hear from these two young students. Scott, have a contribution? I understand Ms. Schmidt had on testimony, but was here as counsel for the youngsters. That is what my chief counsel told me.

Ms. SCHMIDT. We talked earlier, and he suggested I make an opening statement.

The CHAIRMAN. Who are you talking with? You were not on our list of witnesses.

Ms. SCHMIDT. I talked with Mr. Legrand.

The CHAIRMAN. Mrs. Schmidt, it is my understanding if indeed there is some question directed to the youngsters, they feel they might need some help, you are here as a backup.

Ms. Schmidt, would you feel comfortable making an opening statement?

Ms. SCHMIDT. Sure.

TESTIMONY OF CAROL SCHMIDT, COUNSELOR, SANTA RITA HIGH SCHOOL

Ms. SCHMIDT. The original statement that you have that generally gives an overview of the Santa Rita High School project is entitled, "Outreach." And I believe you have a copy of that. What I will do is give you just an outline of our program which is a prevention program, and as I listened to the testimony this morning, I realized that all along I felt what we were doing was good, and now I am really convinced of it.

I am convinced that what we have here is what Mr. Rivera talked about this morning saying this is what we need, and I read through his report, and Santa Rita High School has been cited as one of two schools; the only high school in Tucson that has a prevention program like this.

I would like to review some of the things that we are doing at Santa Rita High School in the area of prevention. We started our program 5 years ago, and we trained a group of five people to act as an impact group on the entire campus. The evidence of the impact that this group has had in the past 5 years at Santa Rita High School, I think, finally came when we received the award from the State of Arizona as the No. 1 prevention program in the State, and this year we also received at Santa Rita High School the National Secondary School Recognition Award.

This program has contributed to that. We started the program with looking at a citizenship curriculum that has been discussed this morning. We have trained students and faculty and parents. We have a very strong parent organization in decisionmaking skills, and that addresses the issue this morning about when do they make that first decision to get into drugs or alcohol.

We provide our students with an opportunity to learn how to make decisions and learn how to make choices and learn how those

choices are going to have a definite influence on the rest of their lives. We have had four faculty retreats and four student retreats over the past 4½ years. In those faculty retreats our faculty has voluntarily attended 2½-day retreats prior to the opening of school in August, and those retreats have centered on drug and alcohol education and awareness of how to identify a student with a problem and how to deal with a student who comes from an alcoholic abusive family so that it may not be the student with the problem, but a member of their family who has the problem.

Our students have been trained with the same programs. Our students have been given an opportunity to talk to people who have been in treatment programs, to talk to other kids who have had drug problems and learn some of the lessons from those who have been through it. We have a program instituted with our student outreach group where we try to provide on a monthly basis programs that will benefit the rest of the student body.

We are dealing with demand and what we want to do at Santa Rita High School, and what we have done is create a positive atmosphere where our students spend 9 months out of their life a year there. If they are going to be there that amount of time, we want it to be the most positive and the best possible place that they can be. So we have a community that is developed around this program that it has involved every single person who has any kind of contact with Santa Rita High School.

That includes the parents; that includes the faculty, the administration and the staff. For this kind of successful program to continue and be perpetuated, we need the kind of support that we were all talking about on this panel this morning.

[The statement of Ms. Schmidt appears on p. 180.]

The CHAIRMAN. Thank you, Mrs. Schmidt.

Mr. Chasan, is that how you pronounce your name? It is Chasan. There is on S.

TESTIMONY OF SCOTT CHASAN, STUDENT, SANTA RITA HIGH SCHOOL

Mr. CHASAN. I am a Santa Rita High School student. I am a senior this year. I have been involved with the Outreach Program for 2 years. I am the chairperson this year which is the person—

The CHAIRMAN. Congratulations.

Mr. CHASAN. Thank you.

What the Outreach Program is, is it is a self-awareness program that teaches us that we are one of a kind and that we need—that we don't need those alcohol abuses, alcohol and drugs to feel good about ourselves; that we are ourselves, and we should feel good about who we are.

Outreach has really made a difference at Santa Rita because my brother went to Santa Rita 4 years, and it was a different school. Then when I got there, I really saw things start to change. At Santa Rita the faculty really cares. They have, I think it is 12 clubs that are paid for by the State, and we have—it is 38 clubs at Santa Rita, and our faculty gives their time to the students without even getting paid all their extra time to help out the students at Santa Rita.

It has really made a difference. If we need our teachers, they are always there, and our counselors and our faculty. They are always there to help us and through the Outreach Program, we have seen people change. Their lives have turned around. They don't use drugs anymore, and it is just a self-awareness program that we have used. It is a positive creating—it is creating a positive atmosphere at Santa Rita.

[The statement of Mr. Chasan appears on p. 182.]

The CHAIRMAN. Thank you for your contribution, Scott. When you get ready to run for public office, you get in touch with me. Mr. Nathan.

TESTIMONY OF MARK NATHAN, STUDENT, SANTA RITA HIGH SCHOOL

Mr. NATHAN. Thank you very much, sir. My name is Mark Nathan. I am a junior attending Santa Rita High school. I wish to submit the following information about drug and alcohol abuse at Santa Rita and prevention, excuse me. In the fall of 1985 I was nominated by one of my teachers, which is essentially how Outreach chooses its students, because in your classes, if you demonstrated leadership qualities, you are given a nomination by this teacher, and you attend an opening meeting where they review your answers to certain questions, such as how your attitude is toward other students' problems, and how you deal with them.

If you have a positive outlook, even the people that have a bad influence on students around them, once they go through this program, they realize that there is something special in them, and that they can change over people just by their influence.

Once we have been selected to go to the retreat, which lasts approximately 3 days, we are exposed to a great deal of leadership qualities, and a great deal of positive attitude enhancement. Once we have completed that course, it is hoped we would apply our leaning in the various social groups with which we participate, and creating a more positive attitude in those social groups and reinforcing the fact that it is okay to be themselves.

It is through this that we develop a more self-confident attitude as well as learning how to deal with those put downs that you receive in everyday life in school. It is because of these, as well as peer pressure, that students turn to the drugs and alcohol just to get away from their problems, because they don't want to deal with it anymore.

In addition to this outreach to the student body, there are guest speakers, plans, movies dealing with the effects, consequences, available rehabilitation, as well as the prevention of drug abuse. The teachers and parents also lend their hand in support by, instead of pouncing on the students whenever they do something wrong, just to tell them to stick in there, you know; that it is going to be OK. With the students that have attended the retreats, it also helps them to spread their little hands of good faith, you could say, because once they see someone that has things under control pretty much, it is an example to them, something that they can follow.

In the short time that I have attended Santa Rita, I have seen a excellent school dedicated to the education and shaping of Ameri-

ca's young people, and I for one am extremely honored to be a student at Santa Rita.

[The statement of Mr. Nathan appears on p. 183.]

The CHAIRMAN. Santa Rita should be proud to have you as a student, and I can certainly see why you and Scott were selected to be leaders.

Mr. Scheuer.

Mr. SCHEUER. I want to thank the whole panel. It has been extremely interesting, and I could go on with questions all morning, which I won't.

I do have one question to ask the two young men, and then Mrs. Civer and Mrs. Schmidt. Do you use kids in, let's say, the 10th, 11th and 12th grades to help the younger kids?

In other words, the older kids who have made it either with or without prior involvement with drugs, but who are role models, are a great asset sometimes that we ought to be using.

Have you had any experience in using kids in the older grades to counsel kids in the younger grades who may be in trouble with their studies or with various behavioral problems, whether it is drug abuse or alcohol abuse or tobacco abuse?

Is that part of your system?

Mr. CHASAN. To be selected on that Outreach retreat, we usually try to take either sophomores or juniors at Santa Rita, which is 10th and 11th grade, being when it is a freshman it is still kind of new to you, the system, and it is hard for you to express how you feel with the older students, because you don't feel like you are up there with them yet.

The reason we don't take seniors on the retreat, we usually take one or two, is because we want to be able to keep that atmosphere at Santa Rita for more than 1 year, and we keep it there for a couple years.

Mr. SCHEUER. What do you do with the sophomores and juniors?

Mr. CHASAN. We take them on the retreat and we teach them to promote a positive atmosphere at Santa Rita.

Mr. SCHEUER. Is there any way you structure a program whereby sophomores and juniors who have perhaps gone through this little training and indoctrination program or orientation program, they then are used as a resource in working with younger kids?

Mr. CHASAN. What the purpose is, is it is to spread a positive atmosphere like I said throughout Santa Rita, and most of these kids are in different clubs. They go back to their clubs and they tell their clubs what they have learned at the retreat and how to use it on the campus.

There are freshmen that are in the clubs that they can deal with.

Mr. SCHEUER. Let me ask Mrs. Civer and Mrs. Schmidt the same question.

Ms. SCHMIDT. Our Outreach students also work with our feeder schools. We go to the junior high schools and work with the seventh and eighth graders who will be coming to Santa Rita High School.

Mr. SCHEUER. When you say "we," who?

Ms. SCHMIDT. We have our students who do that.

Mr. SCHEUER. Students in 10th and 11th grade?

Ms. SCHMIDT. We use them on all grades. What Scott was talking about was essentially the retreat.

Mr. SCHEUER. You use them to help kinds in the junior high school.

Ms. SCHMIDT. Yes, we do.

Mr. SCHEUER. Do you have any literature of how you structure that?

Ms. SCHMIDT. One of the things we have, we have a class called community services, and that class goes to one of our elementary schools three days a week, and teaches basically P.E. to the students at that grade level.

Mr. SCHEUER. It is physical education?

Ms. SCHMIDT. P.E., yes, physical education. That is one of the things we do.

Mr. SCHEUER. You are really teaching more than phys ed. You are talking about self-esteem ed, really.

Ms. SCHMIDT. That is right.

Mr. SCHEUER. If the kids feel right about themselves, they won't abuse themselves with any substances, whether it is alcohol, tobacco or drugs.

Ms. SCHMIDT. We also do an orientation program in the school at our two feeder middle schools, where we talk about what it is like to be a high school student.

The students go and talk about the kinds of positive activities that they can be involved in, and they talk about the other kinds of pressures they will be facing as a high school student, and try and make them aware of the kinds of decisions that they are going to be making.

But also perhaps the big change that they will be making in the transition from middle school to high school. We use these students in all those capacities on a very regular basis.

Mr. SCHEUER. The senior students in the upper grades, you use them to work with younger students?

Ms. SCHMIDT. Right.

Mr. SCHEUER. Mrs. Civer?

Mrs. CIVER. I know of several programs in Arizona that have used that successfully by training peer counselors to work with the younger kids, because basically the first introduction of drugs usually comes through older brothers and sisters, or older friends of brothers and sisters.

So, the kids really tune into kids more.

I would like to even see it used more in junior high students, the kids that are straight and really have strong beliefs, helping their own friends in junior high. If a kid comes and says, gee, what should I do, I have a problem, or you know, one kid says, "Hey, you don't need that stuff." It makes a big difference, it really does.

So peer counseling and the use of older with younger or the same peer is a very important part of the whole prevention program.

Mr. SCHEUER. Does that program that you are talking about, this use of kids in the older grades to counsel either with the kids in their own grade or younger kids, that does that require any funding or can any school do that without funding?

Mrs. CIVER. I think it requires some funding for training and I would prefer that we direct this right now to Kris Bell, because she

is more knowledgeable. I have worked predominantly with volunteers and for a long time, service the volunteers who were helping to put that together, so I would like to redirect this to Ms. Bell.

Mr. SCHEUER. What kind of funding does a program like that require?

Ms. BELL. It really depends on the extent to which the school wants to become involved, but by and large, it usually involves teacher release time to participate for the training which would involve paying substitutes for their release from the classroom.

Most of the districts that I am familiar with that have a cross-age tutoring or role modeling type of program like we are talking about have been able to support those programs with funds donated from the private sector.

In other words, the district has gone to local business and industry, which in turn, of course, will be receiving those kids as they graduate and going into the job market. Those employers don't want employees who have a tendency to abuse drugs.

They will, in fact, support these kinds of in-house programs in schools. I would say as a rule of thumb those programs probably cost under \$5,000.

Mr. SCHEUER. A year.

Ms. BELL. A year to implement.

Mr. SCHEUER. What you are saying is very impressive, and could be a model for the whole country. I really appreciate your testimony very much. Thank you very much.

The CHAIRMAN. Mr. Shaw.

Mr. SHAW. Thank you, Mr. Chairman.

Ms. Schmidt, is this program used elsewhere, or is it unique to this particular school, this school district?

Ms. SCHMIDT. This program developed as we were associated 5 years ago with region 7, which is out of the Department of Education. They came to Tucson and wanted to involve some Tucson schools in their prevention programs.

They are based in San Antonio. San Antonio was selected because we have a strong feeder school program. In other words, we work well with our junior highs and our elementary schools.

At that point, we trained five people on our campus to act as an impact group. The association with region 7 only lasted for 1 year, and involved matching funds through our district, and the Federal Government.

At the end of that year, those matching funds were gone, and we were on our own and basically, the program that we have at Santa Rita, the design is not unique, but the fact that we have perpetuated it, and we have been successful with it, is unique.

Mr. SHAW. What percentage of your teachers are participating?

Ms. SCHMIDT. Over the past four retreats, I would say about 80 percent of our entire faculty. Now, that includes our engineers, our custodial staff, our clerical staff, our cafeteria workers, everyone has been involved in this, and parents as well.

Mr. SHAW. Some years ago, I was talking to a juvenile parole officer in Fort Lauderdale, FL, and he made a statement to me which I have—which has really stuck to me. He said, "I have never had kids in here who felt good about themselves."

It appears from listening to the testimony here that that is exactly the point that you have picked up on. I would like to ask Scott and Mark just one question here. Why do young people get into drugs?

Mr. NATHAN. The main reasons young people get into drugs is usually because of peer pressure and/or problems. Because since we are young, there are a lot of pressures put on us not only by school, but just by the social world today.

Just to get away from this, students use drugs and alcohol. It is just so they can just forget everything, not have to worry.

Mr. SHAW. Scott, do you have something to add to that?

Mr. CHASAN. I think parents play a big role in this. I am lucky to have parents that support me in whatever I do at Santa Rita, and it is really a big help if you have parents that care about you.

Then when you get to school, if you have teachers that care about you and counselors, it is really a big help.

Mr. SHAW. They talk to you?

Mr. CHASAN. Definitely.

Mr. SHAW. Ask you how you are, how you are doing in school?

Mr. CHASAN. I have teachers at Santa Rita—

Mr. SHAW. Your parents turn the TV off once in a while and say, let's talk?

Mr. CHASAN. Yes, we watch television four nights a week, and other nights we spend on family activities and stuff.

Mr. SHAW. Thank you, Mr. Chairman.

The CHAIRMAN. Mrs. Collins.

Mrs. COLLINS. I was listening with a great deal of interest, and I couldn't help but wonder, I believe it was Mark who said that the students are chosen because of their leadership abilities, et cetera.

It has been my observation that many of the kids who might not be chosen in this particular setting or in other settings are kids who don't show the positive leadership qualities that apparently you must have.

I wanted to ask Ms. Schmidt, how do you deal with that? Are their children in the school who don't have the positive leadership qualities that are not chosen for Outreach, and if so, why?

Ms. SCHMIDT. We limit the number of students who go on the retreat simply because we can't afford to take any more than 45 students.

We would do this every weekend out of the school year to hit the entire student body if we could. So, therefore, the criteria we have set up for selecting these students is that, first of all, we invite the faculty to submit names of anyone they believe would either benefit the entire group or would receive personal benefit by attending one of these retreats.

We invite every single one of those students who has been—who we have received from a teacher to an initial screening session, and we put on the application, we ask them to identify students who perhaps may be leaders, but may be negative leaders.

Mrs. COLLINS. How many of those are chosen to go out on the Outreach Program?

Ms. SCHMIDT. We try—we don't try, we do—we select a cross-section of our student body that involves perhaps some students who

are on student council, some students who are doing very well academically, some students not doing very well academically.

Mrs. COLLINS. What about students who are cut up in class?

Ms. SCHMIDT. Exactly those are the kids we take exactly.

Mrs. COLLINS. I get the impression most of the kids who are at this Santa Rita School are nice, middle-income family kids whose parents have a high-educational level and so forth.

Have these kinds of programs been successful or other programs like this successful in the poorer neighborhood schools?

Ms. SCHMIDT. Santa Rita does not have a high income level. We are very much reflective of the entire city of Tucson economically and ethnically. Al, do you want to—

Mr. RIVERA. Perhaps I could answer that. I was at Wakefield Junior High for 3 years, and we followed the same concept as that. We took a southside school and we had three retreats per year, and it was costing us an average of about \$900 to \$1,000.

The first retreat we took all of the top students, and then the second retreat, we took some of the kids who were having problems with attendance in the classroom, half and half.

We took five facilitators from the first retreat and trained the second group. The third retreat we took all the kids that were having attendance problems. They were having all sorts of problems in grades, the classroom, and so forth.

What it did was—

Mrs. COLLINS. Did you suspect that latter group was users of drugs?

Mr. RIVERA. Yes, ma'am. It cut down our drug abuse considerably. It also cut down on our suspension rate by about 55 percent. It brought up our attendance tremendously. It brought a lot of self-pride in the school itself. It used to be our kids could go to student council conference in the State of Arizona and just sit back.

They started bringing in all sorts of awards. The kids that went on to high school, the school I am at right now have already committed themselves to retreats.

I had a retreat the month of November where I took almost 30 kids for 2 days to the Holiday Inn across town, and we worked on positive action plans. These kids brought these action plans, and are now doing something in the school itself.

These were the kids that were low key, that were not the ones who would participate, but under the same principle as Santa Rita High School, they are in fact the leaders today, because somebody took the time to listen to them as to what they were saying.

It is a very successful program. The problem is that funds are not available, and we have to go out sometimes—or I have to go out sometimes into the community and ask the local businessmen for money, apply for grants in order for us to be able to have such retreats.

I think that it is very important the faculty gets involved. There is an average of 5 to 10 teachers that give up a weekend that go into these retreats, 3-day retreats sometimes, and they spend a tremendous amount of time with the kids, and the kids in fact learn that these teachers are human beings.

Mrs. COLLINS. Ms. Bell, since we have heard this success story from Santa Rita, is there money available for this kind of program

to be initiated and instituted at all the high schools and schools here in Arizona, or in Tucson?

Ms. BELL. The particular model we are discussing has been implemented to some extent on a statewide basis through funds available from the Department of Health Services. The Department of Education hopes to provide statewide training to districts in this particular peer leadership training program.

Mrs. COLLINS. You say intends. How do they intend to do that? Has there been legislative effort or what?

Ms. BELL. Through legislative budget efforts next year. There are not funds currently available in the fiscal year 1986 budget. In fiscal year 1987, we have internally in the Department made a commitment to this type of training program.

The unique—the truly unique factor of this particular design is it allows each particular school district to take on and develop its own individualized way of dealing with its problems.

Mrs. COLLINS. Thank you.

Scott, you said that going to the Outreach and watching Outreach, you have seen a major difference in the school since your brother was there. What was it like when your brother was at Santa Rita?

Mr. CHASAN. My brother went to Santa Rita and there was walkouts. There were—there was a big racial conflict and there was a couple shootings and stabbings, and Santa Rita got a pretty bad reputation.

Since I have started coming to the school, I think Santa Rita's reputation has turned around, and it has turned into one of the better high schools in Tucson, and we don't have the problems with walkouts and racial differences now, because we have programs that, like for a while there we were, having trouble with people that wanted to smoke.

We called—

Mrs. COLLINS. Smoke cigarettes or marijuana?

Mr. CHASAN. Cigarettes. We called them into the auditorium and asked them if they had something they wanted to add to come in and talk about it, and we solved our problems through that, maybe not all of them.

Mrs. COLLINS. Excuse me for cutting you off. Let me ask you about drugs in the school. Was there evidence as far as your knowledge that there were drugs in the school when your brother went there, and are there in fact drugs in the school now since the Outreach program has taken effect?

Mr. CHASAN. There is always going to be drugs in high schools. There is no way you are going to be able to stop it totally. I think it is decreased.

Mrs. COLLINS. Why do you think that is?

Mr. CHASAN. Some students, parents—it is just something that is going to happen.

Mrs. COLLINS. You think it is just a given?

Mr. CHASAN. Definitely. I think the Outreach Program has helped cut it down on the users of this.

Mrs. COLLINS. Very revealing. Thank you very much for your candid testimony.

The CHAIRMAN. Mr. Kolbe.

Mr. KOLBE. Thank you very much.

Mr. Chairman, I would like to followup on the questions that Mrs. Collins asked. I would like to direct my questions to Scott and to Mark. I think it is an unusual opportunity that we have to have young people testifying before a congressional committee today.

We have heard a lot of good things about what is going on at Santa Rita, and Scott, you alluded to the fact that the problem still exists, and I think we need to recognize we are not Pollyannish about this.

Things aren't perfect in our schools. How widespread—I won't try to limit this, and I hope you can be as candid as you possibly can in your answers that the two of you give to me, but you are talking about the Tucson high schools, how widespread do you think substance abuse—I am including alcohol in that—is in our schools?

Would you say very widespread or—

Mr. CHASAN. At Santa Rita, I know that it is not a major factor at Santa Rita, drug and alcohol abuse.

Mr. KOLBE. It is not a major factor in school there?

Mr. CHASAN. Not anymore.

Mr. KOLBE. Do both of you know students in school that are substance abusers?

Mr. CHASAN. Yes.

Mr. KOLBE. Mark?

Mr. NATHAN. I do.

Mr. KOLBE. How does it get started? Is the issue alcohol abuse, is that the beginning of it?

Mr. CHASAN. Yes.

Mr. KOLBE. Does it really begin before they get to high school?

Mr. NATHAN. Yes sir.

Mr. KOLBE. Does it begin at home, social things on the campus, athletic events? Why does it begin?

Mr. NATHAN. It mostly begins in junior high school. They are exposed to these types of things in the bathrooms.

Mr. KOLBE. At the school, on campus?

Mr. NATHAN. Yes sir, on campus. You walk into the bathrooms and you are involved in a clouds of smoke and you have got a choice of either going to the bathroom or get out.

Mr. KOLBE. What about alcohol abuse?

Mr. NATHAN. Alcohol abuse usually begins at parties.

Mr. KOLBE. Junior high?

Mr. NATHAN. Yes sir.

Mr. KOLBE. A good deal of alcohol is consumed at junior high school parties?

Mr. NATHAN. I am not a party goer. I do not go to parties.

Mr. KOLBE. Would these be what we call our desert parties out in the desert or homes?

Mr. NATHAN. Oh, yes, out in the homes, anywhere.

Mr. KOLBE. Where do the youngsters get the money for this? From their allowances? Is there a good deal of petty theft going on?

Mr. NATHAN. Usually just the older students, say high school students, acquire it from adults. They just say hey, go buy me some liquor. They get it and take it to the party and everyone shares it.

Mr. KOLBE. Are we sweeping this problem under the rug and pretending it isn't there, even at Santa Rita? Are we pretending it isn't there, everything is going terrific now we have got this program and that has solved the problem?

Mr. NATHAN. That is hard to say. The parties do still exist and I was talking to one friend of mine, the new thing at parties is what they call nitrous oxide and they all do that at the parties. They all drink.

Mr. KOLBE. Nitrous oxide, yes.

Mr. NATHAN. It is just prevalent.

The CHAIRMAN. What is that?

Mr. NATHAN. I believe it is laughing gas and what my friend had said is they just take a short inhalation of it and they get just a quick high, as they call it.

The CHAIRMAN. What do they do, bring a tank in?

Mr. NATHAN. I have no idea, sir.

Mr. KOLBE. Ms. Civer or somebody involved in this, how is the nitrous oxide?

Mrs. CIVER. I can't address that but I can address what they do. I have a 13-year-old son who had his first seventh grade dance, marched out of the house full of Polo, came home, had a wonderful time and said we could have had anything; vodka or gin. Kid took it in in zip lock bags, taped it under the johns in the boy's bathroom.

They were busted but the whole idea is kids are organized. They know where to get it, how to get it. We have to be able to turn them around. You are going to have to substitute one thing for another. There is always going to something new because the whole idea is it is big business.

Mr. KOLBE. Are they bringing the alcohol from home or somebody out of school older that is buying it for them? A junior high school student doesn't usually know that many kids that are 19 or 20 years old.

Mrs. CIVER. I have a 13 year old. He has two sisters in college, so he has been around older kids. If you live in a neighborhood where you have a mixture you have older influencing younger kids. Usually that is the way they get kids involved earlier. Oftentimes if the family is very loose, you know, parents today maybe giving parties for kids at their house, underage for alcohol. We are beginning to bring that down. But it is available. They know where to get it and if they can't get it at one place they will get it in another.

Mr. KOLBE. One last question. Does your program involve parents?

Mr. CHASAN. Definitely.

Mr. KOLBE. How?

Mr. CHASAN. We have parent workshops to inform the parents about what is going on in the high schools.

Mr. KOLBE. Have you gotten good attendance? A lot of parents participate?

Mr. CHASAN. Definitely. We have parents that actively support. We have a parent group that supports Outreach and they help us with our activities and we have the Booster Club at Santa Rita which raises money and allots it out to the different clubs and different sports at Santa Rita and—

Mr. KOLBE. I said one last question, but it occurs to me we heard the figure from Mr. Rivera of 8.2 percent in your study on cocaine use. We keep hearing cocaine, is the use becoming much more prevalent in high schools.

Both to you and also the students at Santa Rita, 8.2 percent—does that seem right to you—that have tried cocaine use within the time before they graduate? Would you think it is as high or higher than that?

Mr. CHASAN. Most students have tried some kind of drug, and not that they are addicted, ore that they are constant users——

Mr. KOLBE. I don't think that is addiction, that was use. Do you think that is about right for cocaine? It is less than 10 percent have ever tried it at all?

Mr. CHASAN. Yes.

Mr. KOLBE. Mr. Rivera, do you think that figure would be replicated at the schools around the State?

Mr. RIVERA. Yes.

Mr. KOLBE. That is lower than what I thought, frankly.

Mr. NATHAN. If I may, the sad fact is I believe students and kids do this because they want to feel big and they see adults drinking.

Mr. KOLBE. Thank you very much.

The CHAIRMAN. Mr. Guarini.

Mr. GUARINI. Mark, let me ask you, where do the young folks get their money for habits like cocaine? This is an expensive habit for young people in high school. How do you think they get their money?

Mr. NATHAN. I really don't know. Most of the older students just get it. They say here, try it. It is peer pressure.

Mr. GUARINI. Do they steal it or work for it? How is it made available? Scott, do you know?

Mr. CHASAN. I have a job right now and I work about 56 hours every 2 weeks and I get my money, but I wouldn't use it for that. Lots of students have jobs so they can buy that. Lots of students steal things from liquor stores and stuff and they just take it, and that is how they get their stuff. Some parents support their kids with it. They buy their kids liquor and stuff.

Mr. GUARINI. A lot of these kids smoke cigarettes too, don't they?

Mr. CHASAN. Yes.

Mr. GUARINI. They cost like a dollar a pack?

Mr. CHASAN. Yes.

Mr. GUARINI. That is an expensive habit for a fellow in high school, I assume, and then they drink alcohol and you say they also take certain drugs as expensive as cocaine. I would imagine—how much do you make when you work for the 2 weeks?

Mr. CHASAN. I make the minimum wage and then I have taxes taken out.

Mr. GUARINI. Three and a quarter an hour, you make about \$200 in 2 weeks. Do most of the young fellows you know involved in these substances work?

Mr. CHASAN. Yes.

Mr. GUARINI. They support the habit by working?

Mr. CHASAN. Yes.

Mr. GUARINI. Would most of them get their money by illegal activity?

Mr. CHASAN. I am not sure. It is a mix.

Mr. GUARINI. Let me ask the administrators and the parents. The attitudes of young people start at a very early age. You have been successful in high school with this program and you were involved in bringing along the young person to avoid it, to try to get them out of the habit after they hit junior high school, if you had your druthers, knowing the successes of your program, when would you like to implement this program? How young should you start with the young people?

Ms. BELL. My own personal bias is to start when a child is between 3 and 5 years old in developing refusal skills, preschool age. Students, children at that age can learn to say no. They can learn to say no to good touching and bad touching, and they can learn to say no to strangers and they learn to say no to people giving them things that they aren't are good or bad.

Mr. GUARINI. Can curriculum be formed for these young people, and parents brought into the process?

Ms. BELL. Very definitely. There is a model curriculum that was developed in Detroit called "Babes" that was specifically designed for 3 to 5 year olds—"Babes."

Mr. GUARINI. Has it been very successful?

Ms. BELL. Very successful.

Mr. GUARINI. Have you tried that in your grammar schools here?

Ms. BELL. Not as yet. The Department of Education program began October 1 this year.

Mr. GUARINI. Are the National Parents Organizations arranging, or do they have any program to get down to the kindergarten level?

Mrs. CIVER. There have been numerous programs in Tucson sporadically for grades K through 6 and really focusing in on developing strong self-esteem, good decisionmaking skills and teaching kids to say no, and also giving them the hard facts on drugs, because right now the research is in and we know what happens to adolescents. But basically it is helping to reinforce and build that strong self-esteem and the encouragement of decisionmaking skills. That is critical and that is ongoing, but we need comprehensive planning and direction in that area, and that, with the legislation that was passed this year is what we will be doing with the Department of Education.

Mr. GUARINI. Thank you.

Ms. Bell, what have been the serious problems and obstacles that you faced in implementing this program?

Ms. BELL. Resistance.

Mr. GUARINI. You mentioned one or two. Where is the resistance?

Ms. BELL. Resistance and hesitance on the part of the school administration to, one, recognize the problems that they may have and, two, be willing to work with community, parents and students in finding solutions. Very often those districts that have recognized the problem want to deal with it only internally and not involve a lot of the other resources; law enforcement can help them with it.

Mr. GUARINI. Have you found parents have been very active in cooperating?

Ms. BELL. Sometimes in certain areas of the State parent participation has been such that it has been a detriment only because those parents from a stance of alarm as opposed to concern.

Mr. GUARINI. If the parent is on drugs themselves, I assume that would be a tremendous amount of resistance. Is that correct?

Ms. BELL. Absolutely. We need to keep in mind the students in elementary and junior high school right now are parented by those of us who were raised in the drug years of the sixties and seventies, where the use was extremely acceptable.

Mr. GUARINI. Thank you.

I yield to Mr. Scheuer.

Mr. SCHEUER. We are all tremendously impressed with what we have heard. I simply would like to ask you to give the committee copies of any curricula materials you have developed both for the kids and for the parents, especially at the 3- to 5-year-old age levels. How do you teach the kids about their decisionmaking? What do you accomplish?

It seems to be absolutely fascinating and deserves really national attention. I congratulate you and I urge you to give us copies of those materials so that we can see about replicating what you have done. Thank you.

The CHAIRMAN. The staff and the members of the committee would want to thank this particular panel. I think you can tell by our line of questioning how impressed we have been with your programs and with your testimony.

I assume that, Mr. Rivera, Santa Rita is representative of the high school population in Arizona?

Mr. RIVERA. It is hard to say.

The CHAIRMAN. What is the dropout rate at Santa Rita?

Mr. RIVERA. I am not sure because I am not familiar with Santa Rita. I am assistant principal of Pueblo. We have one of the highest dropout rates in the district right now.

The CHAIRMAN. Would you know, Mrs. Schmidt, what the dropout rate is at Santa Rita?

Ms. SCHMIDT. There was an article in this morning's paper; the dropout rate was 10.5 percent. That is districtwide, and I believe Santa Rita falls about 3 percent, 2, 3 percent. It is very low.

The CHAIRMAN. Is there a dramatic difference of the schools that have a very high dropout rate in the same area?

Ms. SCHMIDT. I would not guess or comment on that because I am not real sure.

The CHAIRMAN. We are concerned, but we are a national committee and we are very impressed and we just do not know whether you do have the same type of problems that we are faced with in other areas of the country. In any event, Mr. Scheuer has requested that you send us whatever materials that you have so that we can see whether we can present it to other communities so that they can enjoy some degree of success.

This has been a tremendously impressive and persuasive panel, and we thank you for waiting so long before you have testified.

Mr. Cusack, do you have any questions?

Mr. CUSACK. No.

The CHAIRMAN. There being no other questions——

Mrs. COLLINS. I had a very quick question, Mr. Chairman.

I was just wondering whether either of you, Scott or Mark, have been approached by people urging you to take drugs and, if so, what was your answer? How did you handle it?

Mr. CHASAN. No; I have not because I take a strong stand on believing in not using drugs and alcohol.

Mrs. COLLINS. Anybody who is likely to approach you would not do so because they know of your feeling and your stance.

Mr. CHASAN. Yes. My little sister has only been in Santa Rita since this year and she has been approached several times and she follows my brother's and my footsteps and she said no every time.

Mrs. COLLINS. What about you, Mark?

Mr. NATHAN. No, ma'am; I have not been approached. This is my first year at Santa Rita. When I did live in Florida I was approached.

Mrs. COLLINS. How did you handle that?

Mr. NATHAN. I simply said, "Get it out of my face. I do not want it."

Mrs. COLLINS. Thank you.

[Whereupon, at 1:30 p.m., the committee was adjourned.]

[The following was received for the record:]

PREPARED STATEMENTS

OPENING STATEMENT OF HON. CHARLES B. RANGEL

THE HOUSE SELECT COMMITTEE ON NARCOTICS ABUSE AND CONTROL WILL COME TO ORDER.

GOOD MORNING LADIES AND GENTLEMEN, COLLEAGUES, DISTINGUISHED WITNESSES AND ALL OF YOU CONCERNED ABOUT THE DRUG TRAFFICKING AND ABUSE CRISIS ENGULFING OUR NATION. IT IS MY GREAT PRIVILEGE TO HAVE THIS OPPORTUNITY TO PARTICIPATE WITH ALL OF YOU ASSEMBLED HERE IN TUCSON, ARIZONA TODAY IN THESE HEARINGS WHICH WILL EXAMINE DRUG TRAFFICKING AND ABUSE ALONG THE U.S.-MEXICAN BORDER.

FIRST, I WOULD LIKE TO EXPRESS MY APPRECIATION TO MY DISTINGUISHED COLLEAGUES, CONGRESSMAN MO UDALL WHO COULD NOT BE HERE DUE TO ILLNESS IN THE FAMILY, AND CONGRESSMAN JIM KOLBE FOR HOSTING THE COMMITTEE WHILE WE CONDUCT THESE SERIES OF HEARINGS. THEIR INTEREST IN SEEKING SOLUTIONS TO THE PROBLEMS WE WILL BE DISCUSSING UNDERSCORES THE INTENSITY WITH WHICH THE CONGRESS AS A WHOLE VIEWS THE NEEDS FOR FORCEFUL AND EFFECTIVE ACTIONS AGAINST DRUG TRAFFICKING AND DRUG ABUSE. IT IS UPON MR. KOLBE'S AND MR. UDALL'S REQUEST THAT WE WILL EXAMINE TODAY, THE TRAGEDY OF DRUG SMUGGLING, TRAFFICKING AND ABUSE AS IT PLAGUES ARIZONA.

THE SELECT COMMITTEE IS HERE AS PART OF AN EIGHT-DAY STUDY MISSION TO EXAMINE THE NARCOTICS PROBLEM IN THE STATES ALONG THE

U.S.-MEXICAN BORDER. THIS STUDY MISSION HAS BEEN UNDERTAKEN AT THE REQUEST OF THE CONGRESSIONAL BORDER CAUCUS, OF WHICH TODAY'S HOSTS ARE MEMBERS. OUR PLAN IS TO HOLD HEARINGS IN EL PASO, TEXAS; TUCSON, ARIZONA; AND SAN DIEGO, CALIFORNIA AS WELL AS HOLDING MEETINGS WITH MEXICAN OFFICIALS AT THE KEY BORDER CROSSING STATIONS OF CIUDAD JUAREZ, NOGALES AND TIJUANA. THERE WILL ALSO BE FIELD TRIPS AND INSPECTIONS OF THE ACTUAL BORDER CROSSINGS. FROM SAN DIEGO, CALIFORNIA, WE WILL TRAVEL TO MEXICO CITY TO MEET WITH U.S. EMBASSY AND MEXICAN OFFICIALS. WE HAVE COMPLETED THE EL PASO SEGMENT OF THIS STUDY MISSION, AND ARE HERE TODAY TO RECEIVE TESTIMONY FROM AN IMPRESSIVE ARRAY OF WITNESSES WHO WILL PROVIDE TESTIMONY REGARDING STATE, LOCAL AND FEDERAL DRUG LAW ENFORCEMENT ACTIVITIES AND CONCERNS; DRUG ABUSE TREATMENT PROGRAMS; AND PREVENTION AND EDUCATION PROGRAMS.

IN AUGUST OF LAST YEAR THIS COMMITTEE WENT ON AN 17 DAY STUDY MISSION TO THE DRUG PRODUCING NATIONS OF SOUTH AMERICA. THAT STUDY MISSION WAS A FOLLOW-UP TO THE SELECT COMMITTEE'S VISIT TO LATIN AMERICA IN 1983. WHILE THERE APPEARED TO BE SIGNS OF PROGRESS, PARTICULARLY IN THE HEIGHTENED AWARENESS ON THE PART OF SOUTH AMERICAN GOVERNMENT LEADERS OF THE SEVERITY OF THE INTERNATIONAL NARCOTICS PROBLEMS, THE SELECT COMMITTEE FOUND A SHOCKING INCREASE IN THE GROWTH OF COCA PRODUCTION AND THE ABILITY OF NARCOTICS TRAFFICKERS TO OPERATE UNIMPEDED THROUGHOUT LATIN AMERICA.

HERE, IN THE UNITED STATES, THE SAME INCREASE IN THE GROWTH OF COCA PRODUCTION AND THE COLLECTIVE FAILURE OF ALL COUNTRIES TO CURTAIL THE ACTIVITIES OF THE NARCO-TRAFFICKERS IS PAINFULLY EVIDENT. COCAINE CONTINUES TO BE WIDELY AVAILABLE AND IN GREAT DEMAND THROUGHOUT THE UNITED STATES. IT IS MY UNDERSTANDING THAT ARIZONA IS NO EXCEPTION TO THIS PROBLEM. COCAINE IS THE NATIONAL DRUG OF CHOICE. IT IS WIDELY AVAILABLE HERE IN ARIZONA. WE WILL HEAR FROM OUR LAW ENFORCEMENT WITNESSES ABOUT THEIR CONTINUING STRUGGLE WITH THIS PROBLEM.

MEXICO IS THE SOURCE OF APPROXIMATELY 32 PERCENT OF THE HEROIN AND 15 PERCENT OF THE MARIJUANA AFFECTING THE UNITED STATES. AFTER SEVERAL YEARS OF SUCCESSFUL AND EFFECTIVE ERADICATION IN MEXICO, MARIJUANA PRODUCTION AND TRAFFIC INCREASED SHARPLY IN 1984. THIS ALARMING TREND HAS CONTINUED TO THIS DATE. TO MAKE THINGS EVEN WORSE MEXICO'S TRADITIONAL ROLE AS A TRANSIT POINT FOR COCAINE SMUGGLED FROM SOUTH AMERICA INTO THE UNITED STATES HAS HEIGHTENED. THERE ARE INDICATIONS THAT THE VOLUME OF COCAINE AND THE FREQUENCY OF THIS ACTIVITY HAVE INCREASED DRAMATICALLY. THERE ARE RECENT ESTIMATES THAT AS MUCH AS 20 TONS OF COCAINE FROM SOUTH AMERICA WERE SMUGGLED THROUGH MEXICO INTO THE UNITED STATES. THIS COULD ACCOUNT FOR AS MUCH AS 20% OF THE COCAINE SOLD IN THE U.S. HERE IN ARIZONA, WE ARE ALL TOO PAINFULLY AWARE OF THE DEGREE TO WHICH THE COCAINE TRAFFIC HAS PERMEATED VIRTUALLY ALL PHASES AND WALKS OF LIFE.

WE ARE LOSING THE WAR AGAINST DRUG TRAFFICKING AND DRUG ABUSE. DRUGS ARE BEING PRODUCED, TRAFFICKED AND IMPORTED AT UNPRECEDENTED RATES. DRUGS OF ALL TYPES ARE READILY AVAILABLE AT LOW PRICES, IN BROAD DAYLIGHT, ON OUR CITY STREETS, IN OUR SCHOOLS, AT OUR PLACES OF EMPLOYMENT, AND EVEN IN OUR CORPORATE BOARDROOMS. TODAY, AS WE EXAMINE THE WAYS IN WHICH WE CAN INCREASE THE EFFECTIVENESS OF OUR EFFORTS, WE ARE FORTUNATE TO HAVE A BROAD ARRAY OF EXPERTS TO GUIDE OUR INQUIRY AND OFFER RECOMMENDATIONS.

INCLUDED AMONG OUR WITNESSES WILL BE COLONEL RALPH MILSTEAD, DIRECTOR OF THE ARIZONA DEPARTMENT OF PUBLIC SAFETY AND CHIEF PETER RONSTADT, OF THE TUCSON POLICE DEPARTMENT ON OUR FIRST PANEL. THEY WILL BE FOLLOWED BY REPRESENTATIVES OF THE DRUG ENFORCEMENT ADMINISTRATION, U.S. CUSTOMS SERVICE AND THE IMMIGRATION AND NATURALIZATION SERVICE.

OUR TREATMENT PANEL WILL BE COMPRISED OF THREE VERY KNOWLEDGEABLE, EXPERIENCED AND COMMITTED PROFESSIONALS INVOLVED IN THE TREATMENT OF CHEMICAL SUBSTANCE ABUSERS.

FINALLY, WE ARE FORTUNATE TO HAVE ON OUR PREVENTION PANEL, REPRESENTATIVES FROM THE STATE BOARD OF EDUCATION, THE TUCSON PUBLIC SCHOOL SYSTEMS AND THE NATIONAL FEDERATION OF PARENTS FOR DRUG FREE YOUTH. I WOULD PARTICULARLY LIKE TO WELCOME OUR HIGH SCHOOL STUDENT WITNESSES WHO HAVE COME TO TELL US ABOUT THEIR PEER PREVENTION PROGRAM.

OUR THANKS TO ALL OF YOU FOR BEING HERE.

REPORT TO: U.S. HOUSE OF REPRESENTATIVES SELECT COMMITTEE
ON NARCOTICS ABUSE AND CONTROL

FROM: Ralph T. Milstead, Director
Arizona Department of Public Safety

Simply put, the best efforts of law enforcement, whether it be local, state or federal, have failed to reduce the availability of illegal drugs in our country.

It is not a matter of a few holes in the dike that can be plugged with additional manpower or money. The dikes gone, we are awash in illicit narcotics and dangerous drugs.

Marijuana

Mexican marijuana has been flooding across the border into Arizona, particularly for the past several months. Department of Public Safety criminal investigators assigned to border communities have spent virtually all of their time processing cases referred to them by our Highway Patrol officers, Border Patrol and Customs. Although Mexican marijuana has always been available, the recent harvest has caused a deluge. Based both on enforcement activity and intelligence sources, every conceivable means of conveyance is being used to transport marijuana from Sonora into Arizona including back packs, mules, horses, cars, trucks, helicopters and airplanes. From Arizona, the marijuana is destined for nearly every other state in the Union.

Cocaine

Cocaine is at an all-time high in Arizona (no pun intended), both in terms of smuggling activities and in availability. A Highway Patrol officer recently made a routine stop on the Nogales highway and seized 41 pounds of cocaine which had been poorly concealed under the back seat of a passenger car. Informants tell us about cocaine being snorted from bar stools in bars in Tucson, Phoenix, and Bisbee. Street prices in Arizona have come back down to levels last seen in the middle to late seventies. Those considered "street dealers" today would have been considered major violators 10 years ago, dealing ounces as casually as grams used to be dealt. Our intelligence sources and those of DEA indicate that loads of cocaine similar to that seized by the Highway Patrolman are shipped north by various groups on a weekly basis. The quality of the cocaine we have seized has progressively increased in the past 10 years from 20 - 30% up to 60 - 90%, an indication of the glut of cocaine being experienced here and elsewhere in the country.

Heroin

Heroin smuggling has not received nearly the notoriety of marijuana and cocaine in recent years. While the quantities seized of this drug are consistently less than those two, the availability remains relatively high. Virtually all of the heroin seized in Southern Arizona in the last year has been the "Mexican Brown" variety as opposed to the "China White" from Southeast Asia. Seizures exceeding one pound are rare but the number of seizures from one to ten ounces indicates a plentiful

REPORT TO: U.S. HOUSE OF REPRESENTATIVES SELECT COMMITTEE
ON NARCOTICS ABUSE AND CONTROL
FROM: Ralph T. Milstead, Director
Arizona Department of Public Safety

Heroin (Continued)

supply in this area. The quality of heroin seized has progressively increased from the 2 - 3% seen in the 1970's to where it is not unusual today to seize heroin of 30 - 60% purity.

On the bright side, cooperation between local, state and federal agencies is quite good. An example is the recently-formed State and Local Task Force which is overseen by the Drug Enforcement Agency in Tucson. Assigned to this unit are representatives of the Tucson Police Department, Pima County Sheriff's Department, and the Department of Public Safety, as well as agents of the Drug Enforcement Administration. During the first quarter of operation, officers assigned to this unit have done an impressive job. They have arrested 48 narcotics violators, seized more than 5,500 pounds of marijuana, 6,300 grams of cocaine, and 2,400 grams of heroin.

The Metropolitan Area Narcotics Squad, made up of officers of the Tucson Police Department and the Pima County Sheriff's Department, is currently housed at the Tucson headquarters of the Department of Public Safety. This provides for good communication and cooperation among all three agencies. The relationship enjoyed between the Department of Public Safety and the Drug Enforcement Administration in Tucson is as good as it has ever been and has been enhanced by the formation of the State and Local Task Force. We have recognized that none of our agencies alone has adequate resources to effectively combat the narcotics problem in Southern Arizona. However, by combining forces and sharing information we find we can have a much greater impact than we would have otherwise.

While I recognize that more manpower is not the final answer to any law enforcement problem, it is important to point out that the narcotics smuggling and trafficking situation in Southern Arizona is overwhelming. The Drug Enforcement Administration in southern Arizona is very much understaffed. Of the four border counties, there is no DEA representative in residence in Cochise County and the number of agents assigned to Santa Cruz and Yuma Counties is barely sufficient to process referrals from other federal agencies, leaving little time to devote to initiating cases or developing complex investigations. Only in Pima County, which does not have a major border community, are there sufficient DEA personnel to really impact major narcotics organizations, and even they need increased operating money to be more effective. Even with the State and Local Task Force, the DEA agents assigned to Pima County have their hands full. A step in the right direction would be to reopen a DEA office in either Douglas or Sierra Vista and to beef up the manpower in all of the other offices in the border counties. If this is done, it follows that the U.S. Attorney's Office in Tucson will certainly need additional help to process the cases that would be generated by the additional agents.

Ultimately, there will be no victory in the war on drugs until American attitudes undergo a fundamental shift. The solution lies not in reducing supply, but in reducing the demand for drugs. The time has come for a nationwide intensive education program designed to combat the demand side of the problem. These programs must focus on the prevention of drug abuse through education aimed directly at the new generation of potential users and their parents.

STATEMENT

TO THE

U. S. HOUSE OF REPRESENTATIVES

SELECT COMMITTEE ON

NARCOTICS ABUSE AND CONTROL

Peter Ronstadt, Chief of Police
Tucson Police Department
Tucson, Arizona

On behalf of the law enforcement agencies in the Tucson community, I would like to express appreciation to the Chairman, Charles B. Rangel, Congressmen Udall and Kolbe, and the entire United States House of Representatives Select Committee on Narcotics Abuse and Control for their efforts in attempting to focus attention on the narcotics problem in the Southwestern border states. My remarks will attempt to focus primarily on the nature of the narcotics and substance abuse problem as it relates to local law enforcement.

The scope of narcotics activity in the Tucson area is, I believe, typical of that which can be found in most rapidly growing sunbelt metropolitan areas. Abuse ranges from the casual to the habitual. At one end of the abuse spectrum can be found a consistent body of hard-core heroin abusers; at the other end of the abuse spectrum, affluent members of society who climbed aboard the ever-accelerating carousel of cocaine use and now find it impossible to disembark.

Tucson's proximity to the Mexican border, and the presence of an international airline terminal are two major factors which contribute to still another law enforcement and community problem in addition to those problems caused by abusers. In the late 1960's and early 1970's, for example, the intense competition among narcotics traffickers created an environment in Tucson where, for a time, the number of homicides in Pima County in any given month exceeded those which were experienced during the "wild west" era 100 years prior. At that time, it was universally recognized by the enforcement professionals as well as others concerned with the curtailment of narcotics traffic and drug abuse that the problem could be successfully attacked only by employing resources far beyond the capability of most state and local governments. Through concerted efforts of the federal government working in cooperation with state and local governments in this country and the government of Mexico, international efforts were undertaken to reduce the supply of narcotics, primarily opiates and cannabis which had been pouring across the United States/Mexico border. By the late 1970's as a result of these efforts, which involved the use of chemical agents on poppy and marijuana fields as well as a major enforcement and interdiction effort, the Southwest ceased being the major theatre in the U. S. war on imported drugs.

As other countries began accelerating their drug production, and as cocaine gained in popularity as a jet set drug of choice, new import pipelines opened up, primarily on the United States southern and eastern coastlines. Once again, it became apparent that the only successful way to attack the problem was through a concerted, cooperative, and strongly federally supported effort. However, as national attention began to focus on America's southern and eastern coastlines, and as more and more enforcement effort was directed to that area, traffickers began to seek other areas of the United States in which to operate. At the same time the discontinuance of spraying programs in Mexico along with severe economic problems in that country, contributed greatly to a dramatic increase in the production of heroin and of paraquat-free marijuana in Mexico. Additionally, it is becoming quite apparent that

Large quantities of cocaine are being routed via Mexico from South America for distribution into the United States. All indications are that the Southwest can very easily once again become a primary locale for large scale importation of illegal drugs. For example, within the past two years, Arizona has experienced the largest seizures in its history of both marijuana and cocaine. On one occasion alone recently in the Tucson area a large tractor-trailer load amounting to almost forty tons of marijuana was seized. Records seized at the same time showed that this was only a small portion of the total amount being transported on a regular basis. Two large cocaine seizures, each totalling approximately 1500 pounds, have been made within Arizona's borders recently. While these amounts may not seem spectacular compared to some of the seizures which have occurred off the Gulf coast of the United States, they represent, compared to the previous history of the Southwest, a dramatic increase in the amount of drugs being imported.

Although much of the narcotics traffic noted in the Tucson area involved drugs destined for other parts of the country, it is quite apparent that illegal drug use and local trafficking have been on the rise as well. A steady increase in arrests, both juvenile and adult, has been noticed since 1980. For example, in 1980, the Tucson Police and the Metropolitan Area Narcotics Squad arrested a total of 287 juveniles and 644 adults on narcotics violations. In 1980 this total had virtually doubled, with 519 juvenile arrests and 1353 adult arrests. Despite intensive local and regional efforts at drug abuse education, rehabilitation and enforcement, the problem is increasing.

The action which must be taken to combat this increase need not be startlingly innovative. Previous experience has shown that, given sufficient resources properly employed, it is possible to have an effect on the importation, trafficking, and abuse of illegal drugs. Recently, there has been criticism of various efforts at the federal level involving the use of sophisticated government equipment for narcotics interdiction. From a local perspective, I can only implore the federal government not to "throw the baby out with the bath water." A successful effort is going to take every possible resource that the federal government, state governments, and local governments can muster. The proper employment of those resources cannot happen if the resources themselves are not available.

Additionally, I would point out that that philosophy which the current administration has promoted which emphasizes cooperative, task force, efforts combining the resources of federal, state and local law enforcement is a good one, and it should be expanded. The days when local, state and federal narcotics units could operate simultaneously in a mutual atmosphere of distrust and non-sharing of information have gone, hopefully for good. Recent efforts in this state which involve mutually staffed task forces have demonstrated their effectiveness. Such a tiered effort not only adds to the effectiveness of international narcotics interdiction efforts, but is able to bring federal resources to bear on the critical and in some cases, previously neglected regional drug problems as well. I believe that more creative ways for state, local and federal authorities to pool their resources and combine their

efforts can and need to be developed. I also believe that existing task forces need to be further enlarged and additional task forces created in critical areas of the Southwest where they do not now operate. Local and state drug enforcement units which perform enforcement duties apart from task forces also have legitimate financial needs which cannot be addressed at the state and local level. Therefore, I recommend that new ways be created for the federal government to provide additional financial assistance, especially to small local agencies for such things as overtime expenditures, funding for narcotics buys and informant payments, and for specialized training -- even though these smaller agencies lack sufficient manpower to participate in multi-agency task force efforts. I believe, also, that there is a critical need for additional financial assistance for specialized training to larger state and local agencies in the Southwest on topics such as asset identification and tracking, conspiracy investigations, and R.I.C.O. projects. I would also recommend that a well and realistically equipped loan pool of aircraft, vehicles, surveillance equipment and radios be created in several regions throughout the Southwest, along with the required technical assistance, for use not only by multi-agency task forces but by state and local agencies as well.

Finally, I believe it is imperative that the federal government significantly increase its prosecution capability in the southwestern part of this country. Case load at the federal level has, too often, resulted in cases which are truly international, or at least interstate, in nature being thrown into the already over-burdened county prosecution and court system, often with less than satisfactory results. I know that federal prosecutors, judges, and enforcement agents at the regional level recognize that this is a problem which detracts from otherwise good working relations with state and local authorities and would welcome any relief which the assignment of additional federal resources to this area would bring.

I would like to mention briefly one other major area where federal assistance is absolutely imperative. Despite promising efforts thus far, much more needs to be done to educate today's youth on the hazards of substance abuse, and to encourage youth to reject this type of activity. There is no question in my mind that, if this effort could be successful, the market for illegal substances would dwindle to nothing within a generation. It is obvious, however, that this effort must be major and ongoing, and must be begun as early as possible during a child's formative years. Law enforcement agencies, including my own, the Arizona Department of Public Safety, and others in this state and throughout the Southwest have made major efforts to provide curricula for school-age children. These efforts have been greatly enhanced through the cooperation of enlightened school officials, and through organizations such as the Benevolent and Protective Order of Elks, whose drug awareness program in this area could serve as a model. Our agency enthusiastically supports any efforts by educators and others to increase drug awareness and resistance to substance abuse in our young citizens. Once again, I would like to thank this Committee for the opportunity to provide information and a viewpoint on what I believe will be the major societal problem in America between now and the beginning of the 21st century.



U.S. Department of Justice
Drug Enforcement Administration

Statement

of

RICHARD C. JOHNSON

Special Agent in Charge
Phoenix Division

Drug Enforcement Administration
U.S. Department of Justice

on

DRUG TRAFFICKING TRENDS IN ARIZONA

BEFORE THE

SELECT COMMITTEE ON NARCOTICS ABUSE AND CONTROL
UNITED STATES HOUSE OF REPRESENTATIVES

CHARLES B. RANGEL, CHAIRMAN
JANUARY 14, 1986
TUCSON, ARIZONA

Mr. Chairman and Members of this Committee. I am delighted to welcome you to Arizona as you explore the current drug trafficking and abuse situation throughout this area. As the Drug Enforcement Administration's Special Agent in Charge of our Phoenix Division, I am pleased to appear before you today to discuss the drug trafficking situation in Arizona.

This state's geography makes it an ideal location for drug trafficking activities of various types. Arizona's extended border with Mexico, as well as its large tracts of public lands pose special challenges to law enforcement.

DEA has 47 agents assigned to the Phoenix Division, which covers nearly 114,000 square miles. This division has offices in Phoenix, Tucson, Nogales and Yuma. In addition to the DEA personnel assigned to the division, we have state and local task forces in Phoenix and Tucson. We also maintain close working relationships with the Federal Bureau of Investigation, the U. S. Customs Service, the Internal Revenue Service, the Immigration and Naturalization Service and other Federal, State and local agencies.

Before describing our enforcement initiatives in this area, I would first like to provide you with a brief summary of the general drug trafficking situation in the Phoenix Division.

Heroin

During the past several months, there has been a significant increase in heroin activity in Arizona, particularly along the Mexican border. While some limited quantities of heroin from Southeast and Southwest Asia are occasionally available, the majority of heroin encountered in Arizona is of Mexican origin. It is most frequently found in a dark gummy form known here as "tootsie roll." Purities of up to 70 percent are common and ounce prices range from \$3,500 - \$5,500 depending on point of delivery.

Distribution continues to be centered in and throughout the Hispanic communities in the cities, with shipments coming through several border crossings from Mexico. Arizona is also a transshipment area for Mexican heroin destined for California and other parts of the nation.

Cocaine

Cocaine remains the drug of choice in Arizona and is widely available throughout the State. Arizona is becoming increasingly popular with South American and Mexican-based traffickers for cocaine smuggling. This was first seen beginning with several seizures of over one ton each in Gila and Mohave counties in 1984 and has been further evidenced by the steady increase in the volume of cocaine seizures over the past year.

Some air smuggling groups operating out of Mexico have been severely disrupted because of the intense investigative activities by DEA and other agencies in connection with Operation Padrino, which I will describe in detail in a few minutes. Some cocaine is also being driven across the Mexico/Arizona border.

As law enforcement pressure continues in the southeastern part of the United States, we believe that Arizona may become more and more active in major international cocaine trafficking activities.

Local distributors in Arizona readily obtain kilogram and multikilogram quantities of cocaine from Mexico and Florida. There are also indications that violators from other areas have been coming to Arizona to expand their trafficking activities and develop new markets.

Dangerous Drugs

Clandestinely manufactured amphetamine and methamphetamine are the primary dangerous drugs available in Arizona. These substances are generally obtained from outlaw motorcycle gang sources in southern California and are distributed locally by low-level motorcycle gang members. Small quantities of LSD are also periodically encountered, as are psychedelic mushrooms.

The ready availability of precursor chemicals needed for the manufacture of dangerous drugs is a significant problem in Arizona. Because California and Nevada enacted legislation restricting the purchase and possession of chemicals used in clandestine production of dangerous drugs, over the last two years we have noted an increase in the number of traffickers from these states coming to Arizona to purchase these precursor chemicals.

DEA is currently working with the Arizona Department of Public Safety (DPS) on legislation which will place controls and restrictions on the movement of precursor chemicals in Arizona. It is anticipated that this legislation will be introduced to the Arizona State Legislature in the near future.

Marijuana

The smuggling of marijuana produced elsewhere and the local cultivation of cannabis are ubiquitous problems in Arizona. Mexican marijuana is smuggled into Arizona by vehicles and aircraft. The remoteness of much of the state and the abundance of clandestine airstrips are very conducive to marijuana smuggling and growing.

Cultivation of cannabis is widespread and ranges from small efforts to large commercial operations. For example, the Maricopa County Sheriff's Office was recently successful in disrupting an operation which had over 20,000 marijuana plants growing in greenhouses in the Phoenix area. Many domestic marijuana cultivators show highly developed levels of sophistication and technical expertise.

During this past fall, an investigation by DEA and the DPS resulted in several arrests in Jerome, Arizona. Among the defendants charged with conspiracy to grow marijuana were the chief of police, two elected council members, and the former mayor.

Increasingly effective working relationships between DEA and various state and local agencies have led to significant increases in domestic marijuana seizures during the past year.

I would now like to describe some of our more significant enforcement activities which we are utilizing to address the drug problem in Arizona.

5.

State and Local Task Forces

The Drug Enforcement Administration has long recognized the absolute necessity for close cooperation with our state and local counterparts. Two formal state and local task forces exist in Arizona, one in Phoenix and one in Tucson. The Phoenix Task Force currently includes DEA personnel and Arizona Department of Public Safety officers. Proposals are pending to expand this task force to include officers from five metropolitan Phoenix police departments. The recently established task force in Tucson includes DEA and DPS personnel, as well as representatives from the Tucson Police Department and the Pima County Sheriff's Office.

The October 1985 indictment of 84 defendants in the Phoenix area involved with the distribution of cocaine is one good example of a successful task force investigation. Most of the defendants were from the Scottsdale, Arizona area and many were associated with a high school in Scottsdale. This major conspiracy indictment, which gained nationwide media attention, resulted in the disruption of a well-established local cocaine distribution network.

Drug Abuse Awareness in the Community

The indictment and the attendant publicity also raised the public's awareness of the vulnerability of all segments of society to the damaging effects of substance abuse. As a direct result of the indictment and the subsequent publicity, a two-day substance abuse awareness conference sponsored by the Maricopa County Attorney's Office and the Phoenix Police Department was held in Phoenix in mid-December 1985. This seminar concentrated on the issue of substance abuse in secondary schools. DEA Administrator John C. Lawn gave the keynote address.

Operation Padrino

DEA's Phoenix Division has played an extremely active role in the worldwide investigation of the South American/Mexican cocaine cartel of Juan Ramon Matta-Ballesteros, Miguel Angel Felix-Gallardo and Rafael Caro-Quintero. This case has been well-publicized as a result of the kidnapping, torture and brutal murder of DEA Special Agent Enrique Camarena in Guadalajara in February 1985, which we believe was perpetrated by several members of this cartel.

The seizure of over 1,600 pounds of cocaine in Gila County in August 1984 by local authorities played a key role in the development of a conspiracy case against the upper echelon of this Guadalajara-based organization.

The focal point of the Phoenix Division's investigation was a Phoenix area resident who had served the cartel as an organizer of off-load crews, as well as a transporter of major amounts of cocaine from Arizona to California. As a result of the multi-agency and multi-jurisdictional approach taken by law enforcement, a Federal grand jury in Phoenix indicted 21 members of the Guadalajara group in late 1984.

Air and Land Smuggling Patterns

The State of Arizona provides ideal conditions for smuggling by air. It has: wide open geographical areas, year-round excellent flying weather, a proliferation of clandestine landing strips, and many remote areas. Limited personnel and financial resources in many of the more sparsely populated counties of Arizona exacerbate the problem. Although there is excellent cooperation between and among various agencies at the Federal, State and local level, there are simply not enough resources to cover the entire state adequately to prevent this type of smuggling.

Recent intelligence trends indicate that air smuggling of cocaine has waned and we believe that many Mexican traffickers are stockpiling cocaine in Mexico for transportation overland by vehicle into Arizona. In late 1984 a DPS highway patrolman seized over 40 pounds of cocaine during a routine traffic stop on a highway between Nogales and Tucson.

The smuggling of marijuana by air has been common in Arizona for years, but recent trends also indicate that considerable amounts of marijuana are being smuggled into Arizona by vehicle. The number of seizures of marijuana along the Mexican-American border has increased steadily since 1983. We believe traffickers from Mexico are stockpiling marijuana in Mexico and then transporting it in small amounts by vehicle to staging areas in Tucson and elsewhere.

A seizure of over 30 tons of marijuana by Pima County authorities in March 1984 led to a joint Federal/State investigation under the auspices of the Organized Crime Drug Enforcement Task Force and resulted in five indictments and five arrests. Additional indictments are expected.

Even though recent trends show some decrease in air smuggling activities, I anticipate that air smuggling of cocaine and marijuana into and through Arizona will continue and eventually increase.

Conclusion

Mr. Chairman, we have achieved significant enforcement accomplishments. Without the close cooperation of law enforcement authorities in Arizona and elsewhere, many of these significant successes would not have taken place.

Thank you very much for providing me with this opportunity to appear before you today. I would be pleased to answer any questions that you or members of the committee might have.

STATEMENT

OF

J. D. JONDALL
CHIEF PATROL AGENT
IMMIGRATION AND NATURALIZATION SERVICE
TUCSON, ARIZONA

BEFORE

THE

HOUSE SELECT COMMITTEE
ON NARCOTICS AND DRUG ABUSE

CONCERNING

DRUG TRAFFICKING ON THE SOUTHWEST BORDER

ON

JANUARY 14, 1986

Chairman Rangel and members of the Select Committee on Narcotics and Drug Abuse I am pleased to testify before you concerning the history and scope of drug trafficking along the Southwest border. I will also discuss our significant increase in illegal alien apprehensions due to Congressional and Administration authorization of additional resources. I will be glad to provide whatever information that I can for your consideration.

The United States Border Patrol is the uniformed law enforcement branch of the Immigration and Naturalization Service. The primary mission of the Border Patrol is to prevent and detect illegal entry of aliens into the United States. This is accomplished by linewatch, traffic check, transportation check and farm and ranch check operations. Incidental to normal Border Patrol operations, our agency encounters and arrests narcotic smugglers interdicting drugs into the United States either on foot or in vehicles destined for the interior United States.

The Tucson Sector encompasses the State of Arizona with the exception of the three Western most counties, Mojave, LaPaz and Yuma. The Sector is responsible for 280 miles of International Border separating Mexico from the United States with terrain from vast desert to high rough mountain ranges. Departing the border area are twenty-two all weather highways which connect with our Interstate Highways and are major routes to the West and, East Coasts and Northern United States.

Five stations have linewatch responsibilities along the 280 miles of border with a total authorized force of 158 agents or an average of one agent every 1.77 miles. The average on-duty force to watch the 280 miles of border and

traffic check the 22 highways departing the border area is as follows:

Time	Resources
12PM-8AM	19 agents or 1 agent for 14.2 miles
8AM-4PM	30 agents or 1 agent for 9.0 miles
4PM-12PM	26 agents or 1 agent for 10.3 miles

The following are statistics on drugs intercepted by the Tucson Border Patrol Sector for FY 84 and FY 1985.

FY 1984

Drug	No. of Seizures	Weight	Value
Marijuana	77	6,447.57 pounds	\$ 4,990,659
Cocaine	2	.57 ounces	\$ 1,140
TOTAL	79		\$ 4,991,799

FY 1985

Marijuana	132	27,078.97 pounds	\$ 18,955,279
Opium	2	34.75 ounces	\$ 16,500
Cocaine	11	3.88 ounces	\$ 9,223
Hashish	1	0.07 ounces	\$ 50
Pills	1	500.00 pills	\$ 1,250
TOTAL	147		\$ 18,982,302

COMPARISONS OF (MARIJUANA SEIZURE) FOR THE FIRST THREE MONTHS OF THE FISCAL YEAR

	<u>FY 1984</u>	<u>FY 1985</u>	<u>FY 1986</u>
Number of seizures	12	34	64
Weight in pounds	927.37	7,885.32	11,758.66
Value	\$ 649,159	\$ 5,519,724	\$ 8,231,062

PERCENTAGE (FIRST THREE MONTHS ONLY)

	1984 to 1985	1985 to 1986
Number of seizures	+183%	+88%
Weight in pounds	+750%	+49%
Value	+750%	+49%

Total seizures for above reporting period 293
 Total interdictions between Ports of Entry 67 or 23%
 Total seizures in vehicles on highways 226 or 77%
 Total amount of marijuana seized 45,285 pounds
 Total value of marijuana seized \$ 32,177,000

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Of the total drugs encountered by the Border Patrol in this Sector, 71% were brought into the United States in the vicinity of Nogales, Arizona and were seized on Interstate 19 between Nogales and Tucson or on Interstate 10 near Tucson. Manpower at both Nogales and Tucson Border Patrol Stations allow for a more constant around-the-clock traffic check of the above interstates. This cannot be accomplished on other highways throughout the Sector; therefore, the above statistics cannot be considered as an accurate gauge of narcotic activity in our area of responsibility.

For the reporting period, marijuana was encountered in 273 or 93% of the seizures with an average seizure of 166 pounds. Our information indicates that most marijuana loads seized originated in the State of Sonora, Mexico. Following the seizure of drugs and arrest of smugglers by the Border Patrol, the contraband and defendants are turned to the Drug Enforcement Agency for disposition and further investigation.

As mentioned before, the Border Patrol's primary mission is the apprehension of immigration law violators. However, the interception of illicit drugs being smuggled into the United States is the number two priority in the Tucson Sector. It is estimated that approximately 10% of our manpower resources are currently being expended to combat drug smuggling.

Cooperation between the Border Patrol, Drug Enforcement Agency, Arizona Department of Public Safety and local law enforcement agencies to combat drug trafficking has been excellent. Intelligence and information affecting the individual agencies is exchanged on a continuing basis and Border Patrol

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electronic sensor devices and night viewing equipment are loaned to any requesting agency to aid them in drug smuggling cases. Due to a high workload, (the Tucson Office of the Drug Enforcement Agency), The Border Patrol often assists them on arrests. The Border Patrol aircraft during their normal flights continually search for domestic cultivated marijuana fields and report any findings to the proper agency.

Federal inter-agency cooperation in this Sector is good. However, cooperation between agencies can be improved with exchange training for field agents in special areas where the expertise of one agency would improve the capabilities of the other to combat drug smuggling.

In the Tucson Sector, as long as agents are on the highways to check or observe traffic, we are encountering narcotics. We are limited however, in that we can only stop and search vehicles with probable cause. Our high rate of seizures, plus intelligence that large supplies of narcotics are staged in Sonora, Mexico for transport to the United States, indicates that an extremely high volume of illicit narcotics are flowing north through Arizona. Thanks for your time. I will be happy to answer any questions you may have.

REMARKS BY
JOSEPH W. MAXWELL
DIRECTOR, AVIATION OPERATIONS CENTER WEST
BEFORE THE SELECT COMMITTEE ON
NARCOTICS ABUSE AND CONTROL
TUCSON, ARIZONA
JANUARY 14, 1986

MR. CHAIRMAN, I AM PLEASED TO HAVE THE OPPORTUNITY TO APPEAR BEFORE YOU TODAY TO DISCUSS ISSUES OF MUTUAL CONCERN RELATING TO THE NARCOTICS SMUGGLING THREAT AND WHAT THE UNITED STATES CUSTOMS SERVICE IS DOING TO COMBAT THIS THREAT. APPEARING WITH ME TODAY IS MR. DENNIS T. SNYDER, REGIONAL COMMISSIONER OF CUSTOMS.

THE COMMISSIONER OF CUSTOMS HAS MADE THE INTERDICTION OF ILLEGAL NARCOTICS THE PRIMARY ENFORCEMENT MISSION OF THE U.S. CUSTOMS SERVICE. IN THE LAST FEW YEARS EVEN THE MOST STUBBORN SKEPTICS HAVE COME TO REALIZE THAT THE AVAILABILITY OF POTENT, HIGHLY ADDICTIVE DRUGS POSES AN UNACCEPTABLE THREAT TO THE SURVIVAL OF OUR NATION.

MR. CHAIRMAN, IN DISCUSSING THE EFFORT TO STEM THE FLOW OF ILLEGAL NARCOTICS OVER THE SOUTHWEST BORDER BY AIR AND LAND, I CANNOT OVEREMPHASIZE THE IMPORTANCE OF BETTER COOPERATION BETWEEN U.S. AND MEXICAN AUTHORITIES.

AT THE UNITED STATES-MEXICO LAW ENFORCEMENT CONFERENCE HELD IN DECEMBER, THE GOVERNMENT OF MEXICO DELEGATION AGREED TO STUDY THE PROPOSED CONCEPT OF A JOINT MEXICAN-U.S. CREWING OF OVERFLIGHTS OF OUR COMMON BORDER. THE SUCCESSFUL IMPLEMENTATION OF THIS JOINT OVERFLIGHT AGREEMENT IS A KEYSTONE OF A SUCCESSFUL AIR PROGRAM IN THE SOUTHWEST.

THE UNITED STATES AND MEXICO MUST PURSUE A RANGE OF COOPERATIVE PROGRAMS TO ENHANCE OUR AIR DETECTION CAPABILITIES. THE CUSTOMS SERVICE INITIATED OPERATION ACE III WHICH HAS PROVEN VERY EFFECTIVE IN BOTH COUNTRIES. ACE III WAS DESIGNED TO PROVIDE TRAINING IN RADAR INTERCEPT AND AIR INTERDICTION TECHNIQUES TO SELECTED MEXICAN CUSTOMS OFFICERS. RECENTLY, THE ACE III OPERATIONAL CONCEPT WAS MODIFIED AND PRESENTED TO THE U.S. EMBASSY IN MEXICO CITY AND TO MEXICAN AUTHORITIES FOR THEIR REVIEW UNDER THE NAME "TEQUILA FLY". IF APPROVED BY MEXICO, "TEQUILA FLY" WILL PROVIDE U.S. CUSTOMS WITH ACCESS TO SELECTED AIR TRAFFIC CONTROL FACILITIES IN MEXICO FOR THE PURPOSE OF CONDUCTING AERIAL SURVEILLANCE AND TRACKING OF SUSPECT AIRCRAFT.

AT THIS TIME I WOULD LIKE TO DISCUSS THE DRUG SMUGGLING THREAT ON THE SOUTHWEST BORDER.

SMUGGLING THREAT

FOR A VARIETY OF REASONS, WE ARE GREATLY CONCERNED ABOUT THE GROWING DRUG THREAT FROM MEXICO.

OBVIOUSLY, THERE HAS BEEN SPECULATION ABOUT A SHIFT OF COCAINE AND MARIJUANA SMUGGLING FROM THE SOUTH FLORIDA AREA CAUSED BY THE CONCENTRATION OF LAW ENFORCEMENT IN THE SOUTHEAST UNITED STATES. THERE IS CERTAIN EVIDENCE OF THIS SHIFT TO THE SOUTHWEST BORDER.

PRELIMINARY FINDINGS FROM A THREAT REASSESSMENT IN PROGRESS SHOW THAT PRACTICALLY ALL OF THE HEROIN PRODUCED IN MEXICO (ESTIMATED TO BE ABOUT 5,000 LBS.) IS DESTINED FOR THE UNITED STATES. MOST OF THE COCAINE WHICH ENTERS MEXICO IS OF COLOMBIAN ORIGIN AND ARRIVES THERE BY GENERAL AVIATION AIRCRAFT. OF THE TOTAL DRUGS ENTERING THE UNITED STATES IN 1986, WE ESTIMATE THAT AT LEAST 35 PERCENT OF THE HEROIN, FROM 20-35 PERCENT OF THE COCAINE AND APPROXIMATELY 30 PERCENT OF THE MARIJUANA WILL ENTER FROM MEXICO.

YESTERDAY, REGIONAL COMMISSIONER SNYDER DESCRIBED THE MULTI-FACETED WAYS IN WHICH CONTRABAND IS SMUGGLED INTO THE UNITED STATES. TODAY I WOULD LIKE TO ADDRESS OUR AIR INTERDICTION PROGRAM IN MORE DETAIL.

AIR INTERDICTION

SMUGGLING ATTEMPTS BY PRIVATE AIRCRAFT POSE A PARTICULAR CHALLENGE TO CUSTOMS.

A CRITICAL ELEMENT OF A SUCCESSFUL INTERDICTION PROGRAM IS DETECTION. WITHOUT A DETECTION CAPABILITY THE INTERCEPTION, TRACKING AND APPREHENSION PHASES OF OUR AIR STRATEGY CANNOT BE SET INTO MOTION.

WE HAVE BEEN WORKING TO IMPROVE THE COORDINATION OF DETECTION CAPABILITIES BETWEEN THE DEPARTMENT OF DEFENSE, THE DEPARTMENT OF TRANSPORTATION AND THE CUSTOMS SERVICE.

CURRENTLY, THE DEFENSE DEPARTMENT'S DETECTION CAPABILITY IS PROVIDED BY A NUMBER OF DIFFERENT AIRBORNE PLATFORMS INCLUDING THE USE OF SOPHISTICATED DEFENSE EQUIPMENT SUCH AS THE AIR FORCE E3A (AWACS), AND THE NAVY'S E2B, WHICH SUPPLEMENTS THE CURRENT PLATFORMS EXISTING WITHIN THE CUSTOMS SERVICE.

IN THE SOUTHEAST, OTHER INITIATIVES TO INCREASE DETECTION CAPABILITIES INCLUDE THE USE OF TETHERED AEROSTATS AS RADAR PLATFORMS TO COVER AREAS THAT ARE COMMONLY USED BY SMUGGLERS. DATA FROM THESE RADARS IS SENT TO A CUSTOMS FACILITY WHERE IT IS MONITORED AND USED TO DETECT BOTH AIRCRAFT AND VESSELS. THE AEROSTATS HAVE PROVEN TO BE A USEFUL TOOL IN DRUG INTERDICTON EFFORTS IN THE SOUTHEASTERN UNITED STATES. IN RESPONSE TO A CONGRESSIONAL INITIATIVE, STEPS ARE CURRENTLY BEING TAKEN TO TEST AN AEROSTAT IN THE SOUTHWEST. WE ANTICIPATE THAT THE AEROSTAT WILL BE LOCATED AT FORT HUACHUCA, ARIZONA.

THE MOUNTAINOUS TERRAIN OF THE SOUTHWEST MAKES IT VERY DIFFICULT TO DETECT LOW-FLYING AIRCRAFT AND MOST OF THE EXISITNG RADAR COVERAGE IS INADEQUATE. WHILE THE SOUTHWEST AEROSTAT MAY MEET SOME OF OUR COVERAGE REQUIREMENTS, UNCOVERED AREAS REMAIN. CUSTOMS IS ALSO EXPLORING THE USE OF A GAPPILLER RADAR SYSTEM THAT COULD BE DEPLOYED IN UNCOVERED MOUNTAIN AND VALLEY AREAS. THE RADAR WOULD BE SIMPLE AND HAVE A RELATIVELY SHORT RANGE. THE INTEGRATED USE OF U.S. AIRCRAFT CONDUCTING MEXICAN OVERFLIGHTS, THE AEROSTAT AND GAPPILLER RADAR COULD PROVIDE AN ENHANCED DETECTION CAPABILITY ON THE SOUTHWEST BORDER.

CUSTOMS HAS ALSO BEEN WORKING WITH THE FEDERAL AVIATION ADMINISTRATION TO DEVELOP PROCEDURES WHICH WILL ENABLE US TO BETTER DETECT SUSPECTED SMUGGLERS.

THE INTERCEPTION, TRACKING AND APPREHENSION PHASES OF THE AIR INTERDICTION MISSION HAVE ALSO BEEN ENHANCED. THE FIRST OF EIGHT CUSTOMS HIGH ENDURANCE TRACKER AIRCRAFT IS DUE TO BE ACCEPTED BY CUSTOMS IN MARCH 1986. EACH OF THESE AIRCRAFT WILL BE EQUIPPED WITH AN F-16 RADAR AND A MINI-FLIR FOR INFRA-RED DETECTION. ONCE DELIVERED, A TOTAL OF FIVE OF THESE AIRCRAFT WILL BE ASSIGNED TO LOCATIONS IN THE SOUTHWEST.

THE BLACK HAWK HELICOPTERS HAVE BEEN AN IMPORTANT ADDITION TO OUR APPREHENSION CAPABILITY. THERE ARE CURRENTLY THREE DEPLOYED IN THE SOUTHWEST, AND WE ARE IN THE PROCESS OF TAKING DELIVERY OF A FOURTH BLACK HAWK FOR THE SOUTHWEST. THE TRAINING OF CUSTOMS PILOTS TO OPERATE THESE AIRCRAFT HAS BEEN DELAYED DUE TO THE GROUNDING OF ALL BLACK HAWK HELICOPTERS BECAUSE OF SAFETY PROBLEMS. AS A RESULT, THE ABILITY TO FULLY UTILIZE THESE HELICOPTERS AT SOME LOCATIONS HAS BEEN TEMPORARILY IMPEDED. CUSTOMS HAS WORKED OUT AN AGREEMENT WITH THE DEFENSE DEPARTMENT TO TRAIN ONE OF OUR PILOTS WHO WILL THEN SERVE AS AN IN-HOUSE INSTRUCTOR FOR BLACK HAWK RECURRENCE TRAINING. HOWEVER, INITIAL GROUND

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TRAINING OF OUR PILOTS TO FLY THE BLACK HAWKS MUST STILL BE PROVIDED BY THE ARMY.

AS CUSTOMS AIRCRAFT RESOURCES INCREASE SO MUST THE PERSONNEL LEVEL WHICH IS DEDICATED TO THE PROGRAM. OVER THE PAST 16 MONTHS THE NUMBER OF APPROVED POSITIONS DEVOTED TO THIS PROGRAM HAS BEEN INCREASED FROM 250 TO 385. APPROXIMATELY 50 PERCENT, 192, OF OUR AIR PROGRAM FIELD PERSONNEL ARE ALLOCATED TO THE SOUTHWEST.

ADDITIONALLY THE COMMITTEE IS AWARE OF OUR EFFORTS TO INTEGRATE OUR INVESTIGATIVE AND INTERDICTION COMPONENTS INTO ONE COHESIVE ENFORCEMENT STRUCTURE. AS PART OF THIS EFFORT, SIXTY-TWO (62), 32 IN THE SOUTHWEST, FULLY DEDICATED INVESTIGATIVE POSITIONS HAVE BEEN ALLOCATED TO SUPPORT AND ENHANCE THE EFFECTIVENESS OF THE AVIATION ENFORCEMENT PROGRAM. THIS IS IN ADDITION TO THE 385 POSITIONS DEDICATED TO THE OPERATION AND MANAGEMENT OF THE AIR PROGRAM ASSETS. STAFF INCREASES TO THE AIR PROGRAM WERE DUE TO SPECIFIC ACTIONS THE COMMISSIONER OF CUSTOMS TOOK TO REALLOCATE RESOURCES WITHIN CUSTOMS.

COMMAND, CONTROL, COMMUNICATIONS AND
INTELLIGENCE CENTERS

IN ORDER TO BETTER MANAGE AND CONTROL OUR INTERDICTION ASSETS, CUSTOMS EXPECTS TO ESTABLISH TWO C3I (COMMAND, CONTROL, COMMUNICATIONS AND INTELLIGENCE) CENTERS, ONE IN SOUTH FLORIDA AND ONE IN SOUTHERN CALIFORNIA. SECURE COMMUNICATIONS WILL BE AN INTEGRAL COMPONENT. THESE CENTERS WILL MANAGE CUSTOMS AIR AND MARINE INTERDICTION ASSETS IN AN INTEGRATED FASHION. INTERDICTION ENFORCEMENT ACTIVITIES WILL BE OPERATIONALLY CONTROLLED FROM THESE FACILITIES, TO BE KNOWN AS JOINT AIR/MARINE C3I'S. THIS WILL OPTIMIZE OUR COMMAND, COORDINATION, COMMUNICATIONS AND INTELLIGENCE EFFORTS.

THIS CONCLUDES MY PREPARED STATEMENT. I WILL BE GLAD TO ANSWER ANY QUESTIONS THE MEMBERS MAY HAVE. THANK YOU.

U.S. HOUSE OF REPRESENTATIVES
Select Committee on Narcotics Abuse and Control

Testimony for Chicanos Por La Causa
Provided by Domingo Rodriguez
Vice President of Behavioral Health

CHICANOS POR LA CAUSA, INC.

Chicanos Por La Causa (CPLC) was organized in 1969 to secure financial and technical resources to confront the oppressing problems threatening the Phoenix Chicano community. As a non-profit, CPLC has evolved to become a state wide community development corporation which provides such essential social services as housing, education, employment and training, substance abuse outpatient and residential treatment, immigration counseling, child care and education, subsidized housing, social services for the elderly and handicapped, and comprehensive services for pregnant/parenting youths. In addition, CPLC's economic development component conducts planning and research, provides technical assistance to minority small businesses and administers a Rural Development Loan Fund. With offices established in Phoenix, Tucson, and Somerton, Arizona beneficiaries of CPLC and its programs are primarily low income people.

Substance Abuse Services

In 1980, CPLC began to provide outpatient alcohol services to the Hispanic Community. Hispanics, a traditionally underserved population, had few treatment resources at that time. As a result, CPLC began to evolve, with local and community support, as a qualified Behavioral Health provider, offering a broad continuum of behavioral health services.

To date, CPLC offers:

- . Primary residential treatment (Drug & Alcohol)
- . Transitional and aftercare services
- . Intensive outpatient chemical dependency services
- . Outpatient mental health & psychiatric services
- . Community consultation and education
- . Evening support youth and family services

CPLC Behavioral Health programs receive funding from:

- . The Arizona Department of Health Services, thru CODAMA, The Administrative Entity
- . The Department of Economic Security
- . The Arizona Department of Corrections
- . Maricopa County Juvenile Court Center
- . Donations and fees

THE PROBLEMOpiates

Most of the community agencies and professionals in the field agree that heroin continues to be plentiful and readily accessible in Arizona. The Phoenix Police Department and Terros, Inc. reported that Mexican "tootsie roll" continues to predominate and is holding steadily in the 40 - 60 percent pure range

Arrests in the Phoenix area for narcotics (opiates and cocaine) have risen steadily throughout 1983 and 1984 (Table I). While specific figures for 1985 have not been tabulated, a rough estimate supplied by a Department of Public Safety (DPS) statistician suggests that the trend continues (Terros - "Drug Use in Arizona" Jan. - June 1985). In addition, one source reported that approximately 80 to 90% of all property crimes i.e., burglary, robbery and breaking and entering etc., are committed by narcotic addicts.

In the publicly funded sector, the Community Programs Data System (CPDS - Jan. - June 1985) indicates that 83 percent of heroin entries are aged 25 through 44, 10 percent are 20 through 24, and 1 percent are 19 and under. Thirty-eight percent are women. The percentage of whites entering has dropped from 76 percent to 66 percent, while Mexican-American entries have increased from 15 percent to 26 percent.

The most alarming information to date is the number of deaths attributed to drugs (Table II) as reported by the Maricopa County Medical Examiner's Office. All indications suggest that the totals of drug related deaths in Maricopa County in 1985 will exceed the combined total of the previous six years.

Cocaine

Police Department sources reported that cocaine is the drug of choice in the Phoenix area. Cocaine is plentiful and addiction and abuse is wide-spread. It was reported that the typical profile of a cocaine user has changed from a 30 year old male earning \$35,000 a year to a 25 year old male with an annual income of \$25,000.

The National Cocaine Hotline reports receiving 1,000 calls a day 365 days a year. Minority (Black and Hispanic) assistance calls reportedly have doubled from 20 to 40% in the last year. It is interesting to note that in calling the cocaine Hotline for information, a phone answering device put me on hold for approximately 5 to 6 minutes before I was able to get through.

On a local level, emergency room mentions (Table III) are up 27%, and deaths due to cocaine during the first six months of 1985 already have equalled the totals for 1984.

Chemical Abuse - Combinations

Samaritan Health Services Emergency personnel indicate that the vast majority of all trauma cases are alcohol and other drug related. Innocent people are all-too-often the ones who are injured or killed in accidents, involving a driver determined to be under the influence of alcohol and/or drugs.

Emergency room mentions for Marijuana (Table III) have climbed 106% from 15 to 31. This appears to be the largest number of emergency room mentions of marijuana in Phoenix history.

Although drug preference varies among populations (ethnicity, age, sex, and socio-economic status) substance abuse continues to gain momentum. CPLC and other providers content that that the official numbers do not tell the true story relative to the addiction and abuse problem for all populations.

Case in point: According to the National Center for Juvenile Justice, approximately 6% of all juveniles on probation are on probation for drug offenses. One large national sample established that about 25% of all drug referrals were for dealing in drugs, and the other 75% were for possession offenses.

In Maricopa County, the official picture estimates that about 10% of the juveniles on probation are on probation for drug-related offenses. Additionally, approximately 20% of all probationers have some drug offense in their delinquent history. It is reported that 1117 or 5.4% of 1984 referrals to Juvenile Court in Maricopa County were drug-related.

The unofficial picture is very different. Many juvenile probation officers agree that approximately 50% of their probationers are using drugs at least once a week or more.

In addition, CPLC conducted an informal poll in our new evening support project and found that at entry 16 out of the 16 juveniles sampled (13 to 17 years of age) stated that they have used drugs and continue to do so. All have used alcohol and marijuana and several have used inhalants and cocaine.

It is the feeling of many probation officers and community providers that the vast majority of kids that are using drugs are not experiencing drug-related problems at school, at home, in the community or on the job. In other words, these kids are not hooked yet. They are using drugs on a selective time and place basis, which is probably one of the reasons that they are able to escape detection and arrest.

Another issue is that chemical dependency and abuse has been the silent partner in many of the reported and unreported cases involving child abuse and neglect, domestic violence, rape, youth violence, and other crimes.

As a result, there appears to be a considerable discrepancy between what has been officially reported and what we believe is actually occurring.

TREATMENT ISSUES

The most significant issue confronting community behavioral health providers in Arizona is funding. Community non-profit agencies have become experts in doing a lot with very little. Although Arizona was the second fastest-growing state in the country during the decade of the 70's, appropriated state funds have not attained the levels necessary to address community and program needs.

The two issues of greatest concern relative to this focus on:

- . The adversarial climate in Arizona among various political factions and state and local government representatives which has detracted attention from the issues and the needs of the service delivery system. As a result, funding for chemical dependency treatment has not been a priority or gained much political support.
- . THE EFFECTS OF THE GRAMM-RUDMAN BILL ON THE COMMUNITY BLOCK GRANTS

Conclusion

Most experts and sources in the field agree that addiction and substance abuse within Arizona are growing at an alarming rate. However, financial support to combat this issue has not kept pace with the needs.

On a state level movement to address these issues have been underway. This legislative session should prove to be vigorous and critical to the future of community based treatment.

At the federal level we hope that your efforts are not just aimed at focusing on the carriers (drug traffickers). We see law enforcement as a vital entity in dealing with the issue surrounding drug abuse. However, good community prevention, education and treatment must also play a significant role. Your support and investment in this matter is critical.

The present administration has done a great job in bringing the plight of the chemical dependent to the surface. The First Lady should be commended for her efforts and commitment to the field of addiction.

However, as Director of a community based treatment program, I have noticed that the single most important statement that can be made about an agency's mission statement is the size of its budget, because without the necessary funds, service delivery is impaired.

I would like to take this time to personally thank the Chairman, members of the Committee and the staff for the Selected Committee on Narcotics Abuse and Control for extending me this opportunity.

DATA AND INFORMATION SOURCES:

The following agencies provided information which was used in the development of this report:

- . Arizona Department of Health Services - Office of Community Behavioral Health
- . Maricopa County Juvenile Court Center
- . Community Organization for Drug Abuse, Mental Health and Alcoholism Services (CODAMA, Inc.)
- . Phoenix Police Department - Office of Community Relations
- . Terros, Inc.
- . National Cocaine Hotline
- . Chicanos Por La Causa's Behavioral Health staff and clients.

TABLE I

Maricopa County
Drug Related Arrests

Offense Sales	1983		1984		1985
	Jan-Jun	Jul-Dec	Jan-Jun	Jul-Dec	Jan-Jun
Opiates/Cocaine	149	222	234	274	*N/A
Marijuana	526	492	720	442	"
Synthetic Narcotics	21	53	68	79	"
Other Dangerous Drugs	101	61	40	40	"
Total Sales	797	828	1062	835	"
Percent Change		+ 3.9	+ 28.3	- 21.4	"
<u>Possession</u>					
Opiates/Cocaine	101	175	237	294	"
Marijuana	2559	2265	3032	2449	"
Synthetic Narcotics	30	73	134	76	"
Other Dangerous Drugs	117	133	134	148	"
Total Possession	2807	2646	3537	2967	"
Percent Change		- 5.7	+ 33.7	- 16.1	"
DWI	12197	8548	8999	8319	

Source: Arizona DPS UCR

*Not Available until January, 1986

TABLE II

Arizona Adult Drug Violation Arrests

	<u>1980</u>	<u>1981</u>	<u>1982</u>	<u>1983</u>	<u>1984</u>	<u>1985</u>
Male	5560	7118	7286	7270	8660	N/A
Female	859	1080	1094	1228	1358	"
Totals	6419	8198	8380	8498	10018	
Percent Change		27.7	+ 2.2	+ 1.4	+ 17.9	

Source: Arizona DPS UCR

TABLE II

DEATHS IN MARICOPA COUNTY

	<u>1975</u>	<u>1976</u>	<u>1977</u>	<u>1978</u>	<u>1979</u>	<u>1980</u>	<u>1981</u>	<u>1982</u>	<u>1983</u>	<u>1984</u>	(Jan-Jun) <u>1985</u>
Cocaine	1	1	3	2	3	2	2	3	3	10	10
Morphine	40	34	5	6	5	4	2	5	2	15	14*
Methadone	0	1	2	0	0	4	5	0	0	4	1
Propoxyphene	23	5	18	15	8	6	6	4	0	3	3
Barbiturates	19	13	13	17	12	7	7	5	N/A	10	4

*Plus 18 Jul-Oct 1985

TABLE III

EMERGENCY ROOM MENTIONS

	<u>Jan-Jun</u> <u>1981</u>	<u>Jul-Dec</u> <u>1981</u>	<u>Jan-Jun</u> <u>1982</u>	<u>Jul-Dec</u> <u>1982</u>	<u>Jan-Jun</u> <u>1983</u>	<u>Jul-Dec</u> <u>1983</u>	<u>Jan-Jun</u> <u>1984</u>	<u>Jul-Dec</u> <u>1984</u>	<u>Jan-Jun</u> <u>1985</u>
Alcohol in Combin.	312	317	226	268	311	244	196	235	203
Cocaine	31	21	24	24	31	30	38	45	57
LSD	16	19	6	13	18	16	13	5	11
Marijuana	26	21	15	10	25	38	21	15	31
PCP & Combs.	19	17	8	17	25	40	8	21	12
Codiene	10	10	12	6	9	10	5	12	9
Heroin/ Morphine	30	21	16	32	74	47	62	64	102
Methadone	9	4	14	12	18	3	3	2	3
Oxycodone	36	37	27	27	36	27	29	27	41
Propoxyphene	36	27	34	37	27	30	25	32	34
Barbiturates	76	69	73	74	56	56	44	38	44
Other Sed/ Hypnotics	61	49	50	47	44	27	24	17	18
OTC Sleep Aids	25	38	26	36	30	24	26	27	42
Diazepam	138	117	92	103	106	73	75	63	77
Other Benzo- diazepines	114	138	115	107	96	79	86	62	76
Amphetamines	43	24	19	13	20	14	8	17	12
"Speed"	18	15	20	21	27	20	14	17	18
OTC Diet Aids	8	11	10	19	11	15	20	11	5
Anti-Dep	89	89	99	98	78	58	79	70	88
Anti-Psychotics	50	34	43	55	38	36	38	30	38

Source: DAWN Emergency Room Reports

U.S. HOUSE OF REPRESENTATIVES
Select Committee on Narcotics Abuse and Control

Testimony by the Arizona Department of Health Services
Provided by Edward Zborower, Drug Program Representative
Office of Community Behavioral Health

The Arizona Department of Health Services (ADHS) is designated as the Single State Agency (SSA) for alcohol abuse, drug abuse, and mental health, and identifies priorities for service based upon federal and state mandates, identified problems and needs and funding availability.

SSA functions are carried out by the Office of Community Behavioral Health (OCBH) organizationally located in the ADHS Director's Office. OCBH is responsible for planning, contracting and evaluating a continuum of community behavioral health services provided through contracts with private non-profit corporations. Behavioral health services are also provided by two other units reporting to the Director. They are Southern Arizona Mental Health Center (SAMHC) in Tucson, a state-operated community mental health center and the Arizona State Hospital (ASH), the state's only public psychiatric hospital. Only the Office of Community Behavioral Health utilizes Federal Block Grant Funds to provide services. Coordination to link the three behavioral health components into a single system of care occurs within the Director's office.

The state has been divided into nine behavioral health geographic areas and OCBH contracts with a private non-profit corporation located in each area to administer all behavioral health programs and funding. Each administrative entity is responsible for needs assessment, program planning, service and program implementation, monitoring, evaluating, providing training and technical assistance, coordination and advocacy. Three Indian tribes have chosen to enter into intergovernmental service agreements with the Department and are not part of the nine geographic areas. The Department also contracts with Pima County to case manage the chronic mentally ill clients in that area. OCBH will continue to contract separately with specialty providers for residential services for seriously emotionally disturbed children.

Arizona was the second fastest growing state in the country during 1970-1980, with a 53% increase. Although this rapid population expansion has declined to a more modest annual growth rate of 2.5%, the behavioral health services delivery system still has not attained the level necessary to meet current population needs.

What drugs are most frequently abused?

During FY 85 marijuana abuse and misuse accounted for 30% of all clients who registered for state supported treatment. Next highest was heroin with 28% (adding non-prescription methadone at 1% and other opiates at 6% would bring the opiates category to 35% and make it the first substance abused). Third highest at 13% was cocaine abuse. A full display of percentages for all clients seen during FY 85 and FY 84 follows.

<u>Primary Drug</u>	<u>FY 85</u> <u>Ratio</u>	<u>FY 84</u> <u>Ratio</u>	<u>Primary Drug</u>	<u>FY 85</u> <u>Ratio</u>	<u>FY 84</u> <u>Ratio</u>
None	2 %	2 %	Cocaine	13 %	12 %
Heroin	28 %	24 %	Marijuana	30 %	29 %
Non-Rx methadone	.5%	.5%	Hallucinogens	1 %	2 %
Other opiates	6 %	7 %	Inhalants	3 %	5 %
Alcohol	3 %	3 %	Over-the-counter	1 %	1 %
Barbiturates	1 %	1.5%	Tranquilizers	2.5%	3 %
Other sedatives/hypnotics	1 %	1 %	Other	2 %	2 %
Amphetamines	5 %	6 %	PCP	1 %	1 %

By comparison, similar statistics for FY 85 provided by organizations located in the four border counties of Yuma, Pima, Santa Cruz and Cochise also put marijuana first at 35%, cocaine next at 21%, and heroin third at 16%, though heroin would move to second if non-prescription methadone and other opiates were included. A similar outcome with slightly different ratios was noted for FY 84.

How extensive is drug abuse?

Because a statewide behavioral health needs assessment study had not been conducted since 1979, the Department of Health Services appointed an independent Needs Assessment Committee in March 1982 to determine current behavioral health needs. This committee functioned as part of the Service Unit Design Model Planning Project instituted by the Department in February 1982.

The Needs Assessment Committee published a report in September 1982 with revised needs figures for mental health, alcohol abuse and alcoholism, drug abuse, and the chronically mentally ill. These figures were incorporated into the Arizona State Health Plan 1982-1987, which was adopted by the Arizona Statewide Health Coordinating Council on October 22, 1982 and sent to the Governor for transmittal to the United States Department of Health and Human Services. That report identified 3.7% of the population as in need of drug abuse services.

This percentage represents the midpoint of two distinct needs assessment models: one which projected only serious impairment, and the other which projected serious and moderate impairment. They appear to be reasonable, based upon information from a wide variety of sources (e.g., Final Report of the President's Commission on Mental Health, national estimates of drug and alcohol abuse, estimates from local service providers in Arizona, and Needs Assessment Committee of 1982 of the Service Unit Design Model Planning Project).

However, this figure is a projection of need only. Not all persons in need will recognize the fact and/or accept services nor will all persons receive services in the public service delivery system. For each service area, other factors also must be taken into account, such as: the availability of private providers; employee assistance programs; third party payments; and local attitudes toward behavioral health services.

What are the drug use trends among various age and population groups?

During FY 85 white male clients most often reported marijuana as the problem substance on their initial visit with heroin second and cocaine third. White female clients mentioned heroin first, marijuana second, and cocaine third. Black male clients mentioned heroin first closely followed by marijuana, with cocaine third. Black females mentioned heroin first, marijuana second closely followed by cocaine. Native American male clients mentioned marijuana first, inhalants second and heroin a distant third. Native American females listed marijuana first closely followed by over-the-counter drugs with heroin and inhalants tied for third. Mexican-American males and females mentioned heroin first, marijuana second and inhalants third.

Amongst youth ages 19 and under marijuana was the foremost substance mentioned during the first visit to a treatment facility. Inhalant abuse was a distant second and cocaine a distant third. Amongst adults aged 20 thru 54 heroin was far and away first followed by marijuana a distant second and cocaine third. Clients 55 and older mentioned the category 'other' most often followed by tranquilizers and other opiates.

What kinds of programs are in place?

The Department of Health Services contracts for outpatient, inpatient, partial care residential, emergency, outreach, aftercare, education, consultation and prevention services. The services provided by these programs are either represented in each of the nine behavioral health service areas we contract for or are purchased from nearby facilities in another geographic area. Rural settings in particular have had to find inpatient and sometimes a specialized residential environment for certain drug abuse clients by purchasing services elsewhere.

Are they effective?

The Department of Health Services recently completed a limited pilot study and intends to undertake more comprehensive evaluations of effectiveness in the future. While the results cannot be generalized to all publicly supported drug treatment programs in Arizona they are worth mentioning. Generally persons who were successfully discharged from a drug abuse program were functioning well in the community with the vast majority being gainfully employed. Three fourths (75%) of the respondents reported having experienced no job problems related to substance abuse. Receiving residential care increased the likelihood of being drug free at follow-up relative to other usual treatment environments. The greater the number of residential days in treatment, the higher the probability of being drug free and not relapsing at follow-up. Outpatient treatment length showed a similar result but to a lesser degree. Some of the Department contractors have sponsored and will be conducting other evaluation efforts.

Are the currently available programs able to meet the needs for drug abuse services that exist within your state?

No!! We have an incomplete array of services in certain areas and not enough of a particular treatment environment in others. State supported methadone treatment is insufficient to meet the demand for this service in the Tucson and Phoenix areas. Residential treatment settings for youth and to a lesser extent for women with dependent children are insufficient to meet the perceived need. Application of the 3.7% (or even 2%) needs ratio to the 3.3 million Arizona population suggests we are far from meeting even half the need. In addition many of the service areas would benefit from particular types of applied research to identify the most fruitful treatment modalities for replication. Funding is currently inadequate to warrant this type of expenditure.

What is the impact of the Alcohol, Drug Abuse, and Mental Health Block Grant on drug abuse services in Arizona and the Tucson area?

Of the \$7.9 million in drug abuse contracts in FY 85, 25% came from the ADAMHA block grant. Of the remainder, state appropriations accounted for 48% and locally derived funds acquired by the contractor accounted for 27%. The proportions are no different for the Tucson area. We would like to see the federal block grant allocation for Arizona increase, keeping pace with the migratory flow and the consequent drug abuse problems that result.

What cooperative efforts are currently underway between State and local governments in the Tucson area to deal with drug abuse problems there?

In Arizona, state government is responsible for behavioral health care. The Department of Health Services works with the legislature and the executive office to develop the proper funding base for establishing drug abuse treatment and prevention programs. Most county and city governments count on that arrangement and do not develop independent processes for treating drug clients. Local governments in many parts of Arizona do provide limited funds to contractors of the Department of Health Services and by so doing augment and extend the system of drug abuse care. The local health systems agency (HSA) is involved in drug abuse planning for the southeastern area of Arizona which includes Tucson. Tucson city government must surely assist in that planning which, when completed, will assist the administrative entities (state contractors) in developing effective programs for drug abusers.

How can the Federal Government best provide strong national leadership and assistance to States and localities in efforts to reduce drug abuse?

The only aspect of leadership I want to underscore today that would assist states in fostering drug abuse treatment and prevention efforts would be to extend ADAMHA block grant assistance beyond its current level. In that context, it would be useful to re-establish the commitments made by the current administration when categorical grants were abolished in favor of block grants. At that time there was a reduction in the aggregate funding to any given state. However, states were told that they were at the forefront of planning and establishing treatment programs and the federal government was intent on removing regulations and 'strings' associated with behavioral health treatment dollars. While not completely realized, the block grant legislation did attempt to remove many entanglements formerly established so states could plan and implement their plans without excessive second-guessing from Washington. More recent amendments to block grant legislation seem to be reasserting a federal government notion that fine tuning of how the block grant funds are spent nationally must be done in Washington. This 'fiddling' with the language creates multiple obligations on expenditures, usually expressed in percentages, and ignores the differing needs of states and the planning and implementation of programs that regularly is a part of the local scene. As mentioned earlier, in Arizona local administrative entities were chosen to plan for and implement drug and other treatment programs dependent on the needs in their region. However, because of block funding set-aside language we have had to put controlling language in contracts with the administrative entities that force them to be selectively responsive to local planning needs while keeping one eye on Washington. Congress needs to rethink the self-contradictory policies it is currently applying to block grant funding legislation.

INTRODUCTION

Good morning. I'm Gary Ackerson, Executive Director of ADAPT. ADAPT is the regional administrative entity for behavioral health services in Pima County. Using state department of health and federal block grant dollars, we fund local alcoholism, drug abuse, mental health, and domestic violence programs. The testimony I'll be giving this morning reflects the perspectives of ADAPT's drug treatment providers and my own observations and concerns about the management and administration of the prevention and drug treatment system.

Specifically, I'm going to discuss drug abuse trends in Pima County. Then I'll comment on the logic and efficacy of current efforts to stop the flow of drugs into this country. Finally, I'd like to suggest some ways to enhance the responsiveness and effectiveness of the prevention and drug treatment systems both here and across the nation.

I. Drug Abuse Trends in Pima CountyA. According to Clients Newly Admitted at ADAPT's Methadone Clinic and Residential Facilities

COST - Here in Tucson, the average price for a gram of heroin has increased more than \$10.00 in the last year. A gram now costs about \$120.00. A gram of cocaine costs about \$120.00 although there have been reports of a gram costing as much as \$350.00 at times.

- * The average cost for the average heroin addict to support their habit is \$100.00 to \$150.00 per day.
- * The usual methods to pay for their addiction are dealing drugs, burglary, prostitution, constant borrowing from friends and relatives and sometimes employment.
- * The average heroin addict is 25-44 years old.

- * The proportion of different ethnic groups of heroin addicts in treatment programs matches that of the general population.
- * The combination of heroin addiction and alcohol abuse remains very high. The combination of heroin and cocaine abuse is rising.

B. Trends According to Clients at Outpatient Drug Abuse Treatment Facilities:

- * Problems with cocaine continue to increase.
- * Women participating in treatment has steadily increased from 31% in 1983 to 41% in 1985.
- * The number of clients seen who are voluntary rather than stipulated into treatment has increased (1983: Voluntary - 64%; Stipulated - 36%; 1985: Voluntary - 78%; Stipulated - 22%).

C. Trends According to Adolescents in Drug Abuse Treatment:

- * Marijuana and alcohol still tends to be the drugs of choice for the 13-18 year olds with alcohol taking the lead.
- * Other drugs of abuse are some designer look-alike drugs. Amphetamines and some hallucinogens are still frequently abused. Cocaine is abused by some high school-aged adolescents and those individuals can often afford to buy it by selling it as well.
- * Inhalent abuse is still prevalent with younger adolescents and children. However, reports of high school students abusing inhalents or PCP over the last two years has dropped significantly. Older adolescents seem to be well informed about the effects and dangers of those two drugs.

II. The Logic and Efficacy of Enforcement Efforts

Recent testimony before this committee and reports in the media have accurately indicated an increase in the volume of cocaine and some other drugs smuggled into this country, and with increased enforcement efforts we hear about larger and larger seizures of illicit drugs. Missing from these reports is any acknowledgement of the ultimate impossibility of "closing the door" on illegal drug traffic. Intensifying enforcement in Florida increases the traffic through Mexico and Tucson, while any concomitant increase in enforcement efforts here would increase drug traffic in, perhaps, California. Let's suppose that the entire national budget were diverted to drug law enforcement. With agents locked arm in arm across every foot of every border, what would be the result? First, the manufacture of designer, synthetic, and look alike drugs would begin to flourish as kitchen chemists geared up to meet the new demand. Second, addicts unable to get their drug of choice would begin turning to an already overloaded treatment system for help. What these addicts would find would be not help but "waiting lists" for service. Many or most addicts would return to the street and to criminal activity to meet the increased cost of the drugs available.

While we understand the necessity of continuing to try to decrease the flow of drugs across the border we feel that the focus should be placed on treatment and prevention of drug abuse. It is not realistic to believe that the flow and manufacture of drugs can be stopped. It is realistic to believe that treatment and prevention programs can teach individuals of all ages how to make wise decisions concerning drugs and prevent the abuse of substances that any individual living in our country will come in contact with.

III. Ways to Improve Treatment

There are some positive actions we can take to increase the effectiveness of treatment programs and the use of treatment dollars.

1. Currently, block grants given to the states from the federal government allocate dollars for three separate categories: mental health, drug abuse, and alcohol abuse. It makes sense to keep mental health dollars separate, but programatically it does not make sense to separate alcohol and drug dollars.

All of our outpatient and residential alcohol and drug abuse treatment facilities report seeing a majority of clients with a combination of alcohol and drug problems. It is a rare client who is experiencing difficulty with only drug or alcohol abuse. The facilities must treat and educate clients about substance abuse. To deal only with alcohol or drug abuse would be to treat just part of a client's problem. The division of alcohol and drug abuse dollars is not consistent with the best possible treatment of the majority of clients who have substance abuse problems and does not make the best use of treatment dollars.

2. Our facilities are using state of the art modes of treatment and yet it is considered good if drug and alcohol programs report over a 30% treatment success rate. We would like to see research focusing on what types of treatment works and how they work.

NIDA reserves a portion of their dollars for research. The majority of the research dollars go to the universities for lab studies. We would like to see more money put into researching the efficacy of various types of treatment using field type studies.

We would make the following recommendations for new sources of dollars for the prevention and drug abuse treatment system:

1. When a person is arrested and convicted of a drug-related offense, their profits and property are confiscated. A significant proportion of this money could be applied to treatment and prevention programs.

2. There is a wide discrepancy between what different states and local governments spend per capita on drug abuse. Arizona ranks 51st in the nation for the least amount of money spent per capita for behavioral health problems. Arizona also leads the country in the number of people per capita that are imprisoned for all types of offenses. The government could begin to withhold a portion of the block grants with incentives attached. States will receive that withheld portion if they increase the amount of local dollars spent. The federal government needs to take the lead to prod states that spend the least on behavioral health to increase their local spending with an incentive program.

2. A surcharge could be placed on those prescription drugs that are most commonly abused and use that money for treatment and prevention programs.

SUMMARY OF RECOMMENDATIONS

- A. Block grant money for alcohol and drug abuse should be combined to enable needed flexibility by treatment programs.
- B. Increase field research to study the efficacy of various types of treatment - what types of treatment work and how they work.
- C. Additional dollars for the drug abuse system could be made available by:
 - 1. Allocating to drug abuse treatment and prevention a significant portion of the money and property confiscated when a person is convicted of a drug-related offense.
 - 2. An incentive program for states that rewards those states that make a dollar investment in drug treatment.

U. S. House of Representatives
Select Committee on Narcotics Abuse and Control
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Submitted by
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Pueblo High School
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- I Problems facing Tucson Public Schools
- II Prevention Programs in use today in Tucson Public Schools
- III Drug Trafficking problems in Tucson which affect our Public Schools
- IV Recommendations for Prevention of Drug & Alcohol Abuse Programs in Tucson Public Schools

List of problems in the Tucson Public Schools

1. Lack of federal, state and local funds to have schools set up programs as part of their curriculum on the prevention of drug and alcohol abuse.
2. School counselors are not properly trained to do any type of prevention counseling either for students or for their faculty.
3. In most school districts suspension is the only answer in dealing with students who have been caught with drugs, using, or abusing alcohol. There are no alternative programs that can be used in the schools to help a student in trying to get proper counseling.
4. Once a student returns to school after being suspended their is no proper follow up to see how much help the student needs. The student is left alone and no end results are seen.
5. A large percentage of parents do not want to admit that their child has a drug problem and they do not seek professional help, they try to keep it within the family making it a family matter.
6. Many students refuse to seek professional help since they look at most professional clinics, as mental hospitals where only those with mental problems go for help. They dictate to their parents if they want to seek help, most of the time the parents loose out.
7. School nurses do not have the authority to make any type of recommendations to parents or site administrators that a certain student has a serious durg problem and should seek professional help.
8. Teachers are not trained to spot a student who is having drug problems. Many pass it on as a student who has learning disabilities. Many teachers let these types of students to sit behind the classroom or allow them to sleep, hopefully this type of student will become frustrated and drop out.
9. School curriculums do not lend themselves to having units on citizenship curriculum which teach about drug and alcohol abuse, sometimes there is not enough time within a school day to cover such materials, or lack of funds to purchase such materials which by the way are available in many clearing houses throughout the country which provide educational materials.

10. Parents are not aware in most cases that schools do not provide counseling programs for drug abuse. They feel that since schools provide counselors and social workers they should have the facilities in dealing with such problems.
11. Many parents have given the schools the responsibilities in dealing with their children since they do not have the time or background in dealing with drug abuse. Many have become very frustrated in dealing with their children that they give up completely. This attitude makes it very difficult to get a student to receive proper counseling.
12. Students are getting high on campus before, during and after school. Site administrators have seen an increase of empty liquor bottles, and beer cans on school parking lots, restrooms.
13. Many students smoke marijuana or take hard drugs at school sites before school, during and after. Many leave campus to get high and return in such conditions that they decide to stay on campus but not attend classes.
14. Due to the great number of single parent households almost 60% in Tucson Unified School District #1, many students at home use drugs and then come to school high without the parents knowing about it. Many students go to these homes since there is no supervision and get high all day again without any adult supervision or parents becoming aware of what is going on while they are at work.
15. Due to high unemployment in most families, parents have turned to selling of drugs, and they use their children to sell drugs in their schools. In many cases students in elementary schools are selling drugs for their parents, since it is not as obvious for children to be seen selling as compared to an adult on a school ground.
16. Since there is a lack of proper counseling in many schools, many of the students who are suspended for using drugs or alcohol are repeaters.
17. Inhalents are very popular among students, since it is much cheaper, airplane glue, spray paint, gasoline, and other toxic chemicals are used. Students will take a rag and spray paint on the rag, then they will put the rag in their mouth and inhale the fumes, glue is sniffed by putting the substance in a plastic bag and then putting the bag over their nose and mouth inhaling the fumes. Students with raw skin around their mouths and paint marks around their nostrils can be identified as students with a drug problem.

18. Most students are now getting high with White Off a corrective typing fluid which is used by secretaries. This product is very easy to purchase any where.
19. Use of cocaine is on the rise in schools today due to the great amount of cocaine found in the streets. It is no longer the white collar's drug, many students will collect money among themselves and buy several grams. The greater the quantity found in the streets the cheaper the price.
20. Mexican herione is also being used by some students in high schools today. Most of the herione found in this part of the country is Mexcian herione, which can be identified easily because of it's brown color, compared to the white herione found in the eastern coast which comes from Europe.
21. Marijuana is used excessively by students today, again the greater the quantity found in the streets the lower the price. Sellers have made it so easy for students to obtain marijuana, a bag of marijuana (1lb) can get many students high for several hours as compared to the purchasing of alcohol.
22. Students use uppers and downers these are pills which can be purchased either on the streets or obtained in their own medicine cabinets at home. Many mix these pills with alcohol to get high for several hours. Taking the risk of overdosing and loosing their lives.
23. Alcohol is excessively used by students today, due to the great number of advertisments seen on television, newspapers, magazines. These ads make drinking so glamorous, it's the social thing to get drunk. Today you find coupons in newspapers that will give you a discount for beer and alcohol including rebates.

If the number of billions of dollars that is spent on alcohol advertisement could be matched by the government to educate our students on the problem of alcohol abuse we would not have such a problem.
24. We need to educate students that alcohol is a drug, it is addictive. Students get high every day of the week, not just on weekends. We are seeing a high percentage of teenagers who are alcoholic and need medical counseling.
25. Students will sell tickets in schools to what they call keg parties, they will provide so many kegs of beer at a price which students can afford and go out and drink as much as they can at someone's house. In most cases parents allow thier children to have these types of parties in their homes.

26. Those social agencies that are available to help students who cannot afford to pay for professional help sometimes carry to high of a work load and are very ineffective on the long run.
27. There are a great deal of drug & alcohol abuse centers in which people can go to receive professional help. The only problem is that many students can't pay the high prices that is required by these institutions.
28. The Juvenile Courts today have so many cases to follow through for teenagers that they have a difficult time enforcing the rules of probation, and making their clients seek professional help. The courts should enforce that parents seek counseling for their children when they have been arrested for the possession and use of drugs and alcohol.
29. With the increase of single parents at homes students go to empty homes and have no immediate supervision. So they do as they please. In many cases students only see their parents on weekends. If a parent works from 3:00 P.M. to 12:00 A.M. that means that the student did not see the parent in the morning since the parent was sleeping. When that student arrives home after school chances are that the parent has already left for work. So that there is no communication between the parent and child.
30. We need to enforce stricter laws for those caught with illegal drugs, and those who abuse them.

II. Prevention Programs in use today in Tucson Public Schools

1. As of January 1986 Project PRIDE will go into affect in 20 schools, including 136 classrooms throughout some of the school districts in Tucson. Project PRIDE consists of a Citizenship Curriculum which involves 45 minutes to 1½ hours per week of materials such as Personal, family, community and school pride. Dealing with every day problems in our society. There is quiet a bit of information on the prevention of drug abuse. It also deals with peer pressures and how to cope with them.
2. In the Tucson Unified School District #1, Santa Rita High School and Wakefield Junior High School are the only schools within the district that have retreats out of town in which they take students who have been identified as having drug and alcohol abuse problems and spend several days counseling on self pride, and the problems of drug abuse. They work on Action Plans as to how they want to make their lives a better way and to have follow ups when they come back from their retreats. A lot of time is spent on drug and alcohol abuse counseling. Many of the funds available for these retreats come from state and local grants; monies are made possible by donations, dances, sponsorships. They generally pay for the rental, food and transportation for these retreats.

Results have been hard to gather since there has been poor follow up on many students who have attended these retreats.
3. There are other schools who are taking the same steps as the two schools mentioned above in trying to get students who have drug problems involved in school life, involved in student council, sports, activities in positive activities that will take them out of the negative climate that these students find themselves.
4. Many of these programs require that funds be made available. in too many cases funds cannot be acquired since there are none available by either federal, state and local agencies.. Districts are not setting funds for these types of programs.
5. Many of the programs found in some of the schools are being provided by agencies that have received federal grants to do pilot programs. They can only do so much until their funds run out.

6. Many schools have applied for grants from the Arizona State Department of Corrections in order to get funds to have proper training programs. Again funds are very limited and only those few schools who receive such grants can establish training programs for their staff. There is a need for more teacher support and training for such programs in prevention.

There are many teachers who feel that it is not their responsibility to do prevention work, they should leave that up to the counselors, social workers and administration. They want to follow the regular school curriculum. This is where prevention workshops, training need to be held to train teachers and make them aware that they can make a big difference with their students by understanding the needs of doing prevention programs in the schools.

III. Drug Trafficking in Tucson

1. Since the Reagan Administration has placed a great emphasis in the stopping of drugs into the United States by way of Florida, now the drug traffic has moved to Arizona. Tucson has once again become the king pin for drug trafficking and being that it is 60 miles away from the Mexican border with a vast amount of isolated miles of sonoran desert it is seeing the traffic flow of illegal drugs found in Florida has now moved here.

2. According to the Tucson Police Department Narcotics Department millions of dollars of marijuana and cocaine enter and pass through Tucson on a daily basis. Recently there has been large busts of drugs which indicate that there is a great deal of drugs that is passing through Arizona unnoticeably.

High school students are turning to making quick money by selling drugs on the streets or in schools. Many quit school since they feel they can make more money illegally than going out and getting themselves a job that pays minimum wages.

3. Many students will start as mules (carriers) for some of the local dealers and move on to dealing once they learn the trade. It is very difficult to try to convince a student to stay in school and receive an education when he/she knows that they can go out and make quick money into the thousands by selling drugs.

4. In low income social environments it is difficult for students to stay in school and struggle with trying to receive an education. Many do not realize that only a few will make money and succeed in dealing, while the vast majority will end in prison, get killed in a drug deal, or end up as junkies themselves.

5. A 19 year old young man in Scottsdale, Arizona had over a 10 million dollar business selling drugs to high school students, before he was busted by the Narcotics division in Scottsdale.

IV. Recommendations for Prevention of Drug & Alcohol Abuse Programs

1. More federal monies should be available to school districts to make more programs available for students.
2. A federal title program which would inforce school districts to have prevention programs as part of their curriculum.
3. Have School Boards become aware of the problems that they have in their school, and let them pass rules that state that if a student has a drug problem, it is the responsibility of the parent to make sure that the student receives proper professional counseling before he/she return to school.
4. Have more educational curriculum courses dealing with the prevention of drug abuse.
5. School Boards and Superintendents need to emphasis how important these types of programs are in our schools. They need to make a stronger effort in educating the community and the parents.
6. Schools need to realize that there is a big problem in our society and we need to educate our students of what the outcome will be if they take drugs.
7. Schools need to open their doors to more counseling and training agencies that deal with the training of faculty students and parents in problems with drug and alcohol. There are many agencies that are willing to work with the youth in our schools.
8. More inservice funds should be made available to train more teachers in schools.
9. School districts should hire full time coordinators that deal with substance abuse. They should be the ones to set up the curriculum for prevention programs.
10. State Legislatures should provide more funds to school districts to set up prevention programs.
11. Have the federal government establish programs throughout the country with well qualified people, experts in their field, to train other staffs in school districts.
12. More drug abuse programs established with federal funds to be used in our schools.



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Report to the United States House of Representatives
Select Committee on Narcotics Abuse and Control
by Kristine Bell, Chemical Abuse Specialist
Arizona Department of Education

January 14, 1986

Drug and alcohol abuse among adolescents has become a major social and health concern in Arizona, as throughout the United States. The relation of drug abuse to motor vehicle accidents and fatalities, long-term chronic disease, and the economic and social costs associated with lost productivity, drug-related crimes and support for treatment and rehabilitation services are now generally recognized. What is not generally recognized, however, is the concept that effective successful prevention of substance abuse is a shared responsibility among parents, schools, the community, law enforcement agencies and the criminal justice system.

Prior to 1978, the Arizona Department of Education had a Drug Abuse Prevention Unit staffed by specialists available to school districts for the purpose of conducting drug abuse prevention programs. An extensive library of audiovisual materials, books and literature was also available statewide through the ADE, purchased with federal funds. As a result of budget reductions at both the state and federal levels, the Drug Abuse Prevention Unit was abolished in late 1977.

Historically in Arizona the responsibility for substance abuse prevention was most often associated with the state's public health system or in terms of drug supply and trafficking, law enforcement agencies. The Arizona Department of Health Services, as the designated Single State Authority (SSA) for alcohol and drug abuse services, provided state and federal funding to local communities for the delivery of substance abuse treatment and prevention services. Over the past ten years, prevention services provided to school districts by that community-based system consisted of primarily technical assistance, consultation and provision of educational materials and resources.

The Arizona SSA was part of the State Prevention Coordination program funded by the National Institute on Drug Abuse and the National Institute on Alcohol Abuse and Alcoholism from 1977 to 1983. Participation in that program afforded Arizona the opportunity to coordinate drug and alcohol abuse prevention efforts on a statewide basis by supporting 2 staff positions within the Department of Health Services. In addition, DHS also received federal funds for participation in the national Substance Abuse Information system which resulted in the formation of the Arizona Substance Abuse Information Center from 1978-1983. During that time an extensive resource library was developed, with school personnel as the primary users. With the demise of both the State Prevention Coordination program and the Substance Abuse Information Network, at the federal level in 1983, many of the state's capabilities in the areas of information dissemination and statewide coordination have been significantly diminished.

The passage of Senate Bill 1248, in April 1985, will help to ensure that Arizona's school districts receive not only the badly needed financial support for substance abuse prevention, but also ongoing training, technical assistance and other resources necessary to implement effective programs to reduce and prevent the abuse of chemicals by young people.

The Arizona chemical abuse prevention legislation is significant from several standpoints. First, the new law appropriates state funds for school districts to initiate or expand existing drug abuse prevention/intervention programs. While the appropriation of \$250,000 is insufficient to meet the identified financial need statewide, it does serve to demonstrate a strong belief among lawmakers (and their constituents) that school districts have a responsibility to provide substance abuse prevention opportunities for their students. Senate Bill 1248 also defines and clarifies certain responsibilities for the State Board of Education, local school district governing boards, the Arizona Department of Education and the Department of Health Services. The delineation of such responsibilities, now stated as law, is expected to strengthen coordination, within the educational system, avoid inconsistencies and "turf disputes," and improve the overall climate for promoting substance abuse prevention efforts.

Of particular significance is the mandate within S.B. 1248 that substance abuse programs supported by the appropriation address all grade levels, kindergarten through twelfth grade. Current research supports the notion that substance abuse prevention efforts aimed at students prior to entry into high school have the highest potential for positive attitude and behavioral change among program recipients. By emphasizing the development of programs for earlier grades, the legislation will encourage the use of resources in the areas with the highest likelihood for long-range success.

Finally, the new law requires districts that receive substance abuse funds to adopt comprehensive substance abuse policies and procedures, consistent with model policies and procedures adopted by the State Board of Education. By requiring the adoption of policies and procedures, it is hoped that school district prevention programs will have the necessary administrative support in place to facilitate program growth and development.

At the present time statewide data on the nature and extent of drug use and abuse among school children in Arizona is unavailable. Several school districts survey the student population periodically on a voluntary basis as part of their ongoing chemical abuse program needs assessments, but the data from such surveys are not collected, reported or analyzed in a consistent manner. In an effort to respond to the need for such information, the Department of Education intends to request that school districts participating in the chemical abuse prevention program during school year 1986-87 survey their students and school personnel at the beginning and end of the school year using reliable and valid survey instruments provided by ADE. Information to be gathered includes student reported use, student attitudes and perceptions, drug and alcohol related referrals and suspensions, teacher-reported school safety and student-reported school safety.

Despite a lack of data, information compiled from school district applications for funding and discussions with numerous teachers, students, administrators and law enforcement personnel indicate that the levels of student drug use and abuse in Arizona is fairly consistent with that reported in the most recent (1984) NIDA High School Survey. With the possible exception of a higher incidence of alcohol abuse among the reservation-based Indian student population, (regardless of whether the student attends a BIA, public or reservation school), it is estimated that approximately 25 percent of all high school students use marijuana at least once monthly, and slightly more than half of all high school students reporting having ever used marijuana. Alcohol still appears to be the "drug of choice" among both males and females, with approximately 66 percent of all high school students reporting use of alcohol in the last 30 days. Use of cocaine by Arizona students appears to be significantly increasing, based on student reported use and the increase in cocaine-related emergency room incidents for ages 16-21 from 1983-1984.

According to several drug abuse treatment agencies and two of the larger high school districts in the state, approximately 15 percent of the high school population have ever used cocaine. It is estimated that 2-4 percent of the high school students in Arizona use cocaine once or more per month.

Inhalant abuse, considered a problem of epidemic proportion in Arizona during the early 1980's, especially among Hispanic and Indian populations, appears to have peaked in 1983 and shows a significant decline over the past two years. The use of hallucinogens, amphetamines and barbituates is reportedly stable since 1982, the first year that most observers noted a decline since 1980. Based on Uniform Crime Reports, the Drug Abuse Warning Network (DAWN) and limited data supplied by schools, it appears that the three substances most frequently used by young people in Arizona, in order of frequency, are alcohol, marijuana and cigarettes.

Priorities for the Arizona Department of Education's Chemical Abuse Prevention program for the next two years focus on improved coordination of information and resources throughout the state and strengthening the capabilities of local education agencies to reduce and prevent substance abuse in school settings.

Improved coordination will be accomplished through the mandated establishment of an Interagency Committee representing many perspectives throughout the state to work with DHS and ADE officials. This group will provide both state departments with information about locally perceived needs and issues, and serve as advocates for substance abuse prevention services throughout the state. A major task of the Interagency Committee during the current year is to develop a 3-year plan for school-based substance abuse prevention activities from 1987-1990. In preparation for the 3-year plan, the Interagency Committee will compile an inventory of prevention-related programs and resources currently available in the state.

The Department of Education, through the services and resources available in the newly formed School Improvement Unit will provide extensive training and technical assistance to schools in a variety of substance abuse related areas, including policy and procedure formulation, teacher in-service, curriculum development for effective teaching of essential skills relative to drug and alcohol education and program development, implementation and evaluation. Department staff will monitor program performance for those districts receiving state funds, following a set State Board approved program standards, and submit periodic reports to the legislature, State Board and local districts and the general public.

Through the combined efforts of the Department of Health Services, the Interagency Committee and the Department of Education, Arizonans may look forward to the development of high-quality, responsive substance abuse prevention opportunities for their children leading to a positive and protected learning environment for all students.

Report On Drug Abuse
Prevention In
Tucson and Arizona

Presented to U.S. House of Representatives
Select Committee on Narcotics,
Abuse and Control

January 14, 1986
Holiday Inn
Tucson, Arizona

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Education & Dept. of Health Services

Report

- I. Early Parent Movement in Arizona.
- II. Role of National Federation of Parents in Arizona
- III. Current Activity in Prevention - Tucson & Arizona
- IV. Recent Events
- V. Recommendations

Early Parent Movement in Arizona

The Parent Movement in Arizona began in 1981 in Scottsdale, Lake Havasu and other communities. It grew out of deep concern for the high level of apparent teenage substance abuse. During the first two years, parent groups were given strong support from the Division of Behavioral Health because of grants from N.I.D.A. In 1983, Governor Babbitt gave a directive to the Division of Behavioral Health to assist with the Chemical People Project. With parents and community involvement, 120 sites in Arizona were established for viewing and the formation of task forces. Shortly after the Chemical People Project, there was an unsuccessful attempt to form a statewide parent organization.

By this time the division of Behavioral Health had been reorganized and key prevention people were no longer available. Since that reorganization there has been no prevention coordination, plan, or direction in prevention, except through the Dept. of Corrections, to address the needs of Arizona on a comprehensive basis.

One result of the state-wide Chemical People Project was the creation of a network of people around the state which can be mobilized quickly by phone on important legislative issues. The network also includes many major civic and service organizations such as the Jr. Leagues of Tucson and Phoenix, the Pima County Medical Auxillary, the Maricopa County Medical Auxillary, other county medical auxillaries, the Crime Prevention Leagues, the local and state P.T.A., Mothers Against Drunk Driving, and many more.

Exhibit

The National Federation of Parents for Drug Free Youth has been active in Arizona for the last 4 years. The role of the Federation has been to provide resource information and materials whenever needed. The National Federation is represented on a grass roots, individual group basis, rather than on the state level.

Although we do have a National Federation of Parents State Networking Coordinator, Virginia Martin of Phoenix, it is extremely difficult to develop a state-wide network without funding and support from the state. Establishment of a state network should be one of the priorities in long range prevention planning for the state.

Furthermore, Arizona is one of the few states not represented by a state delegation at the National Federation of Parents Conference yearly. Approximately 8 people have attended the National Conference over the last three years and have been impressed by the high level of commitment from parents and leaders in government to the parent movement. There are more than 4,000 parent groups nationwide and now in many foreign countries.

The continuing education and involvement of parents is critical to the problem of drug abuse locally, state wide and nationally.

Exhibit

Current Activity in Prevention in Tucson and Arizona.

Amphitheater School District

Amphitheater School District was involved in Chemical People Project and the passage of Senate Bill 1248.

1. The district with parent support developed a parent handbook on Substance Abuse and it was mailed to all parents in the School District.
2. The School District is developing K-12 Curriculum.
3. Project Pride, developed by Codac is being used in the elementary grades.
4. The Quest Skills for Living Program is being used in several Amphitheater high schools.
5. For information contact Bill Kemmeries, Assistant to Superintendent of Amphitheater School District for Substance Abuse.

Exhibit

Tucson Unified School District

Tucson Unified is the largest school district in the state with some 53,000 students.

Santa Rita High School is an outstanding example of a school with an excellent prevention program developed over the last five years from the School Team training approach. The high school is a mixture of Mexican American, Anglo and black students. There drop out rate is about 3% compared to the district average of 10%. Imaginative programs include positive retreats for student peer counselors during the year. For information please contact Carole Schmidt, Counselor.

Project Pride, a K-6 prevention curriculum developed by CODAC is being used in district along with the Impact Program from West Center, the Substance Abuse unit of Tucson General Hospital.

Please contact Sue Subaliskei for further information.

Flowing Wells School District

1. The Quest Early Adolescent program is being successfully used at Flowing Wells Junior High. Every seventh grader must take the skills for adolescence program.
2. The High School is using the Quest Program and it is a popular elective for the Sophomore and Junior class.

3. Flowing Wells had a very successful Project Graduation last year in 1985 and plans another for 1986.

Marana School District

Marana, located 15 miles west of Tucson is growing very rapidly. It has a diverse population of rural and urban students.

1. Marana High School is using some of the programs of the Matrix. They are in the process of developing curriculum at this time.
2. Tortilita Junior High is using the Quest Early Adolescent program with a great deal of support from parents.

Scottsdale

Surveys were done in 1981 in the Scottsdale School District indicated problems in the community were in line with national average. The surveys also indicated early need for parent education about substance abuse.

1. Training sessions were held for approximately 600 parents.
2. A parent group, Informed Parents, was started and the group produced a parent handbook which was printed by the Circle K Corporation and mailed to each parent in the school district.
3. Curriculum development was updated for grades K-12 for substance abuse prevention.
4. Close working relationships were established with Police Dept, Camelback Hospital and other social service organizations.

After the loss of state support, activity died down until recent national attention was focused on several high schools involved in cocaine rings.

Exhibit

Flagstaff

The Flagstaff community formed Citizens Against Substance Abuse (CASA) after the Chemical People Project in 1983. Casa is networking the Flagstaff community. The Department of Corrections gave CASA a grant to develop Camp Flag, " Family Living Action in Growth" and 65 people were trained. Training in the All Star Program was done in Colorado. A Juvenile Court Judge has appointed a coordinator for the juvenile court, to work on comprehensive plan for their area. Flagstaff has their own district-wide handbook for Substance Abuse. For information contact Nina Poore.

Exhibit

Lake Havasu

Lake Havasu had excellent leadership from Lori Nelson the past President of Medical Auxillary for Mohave County.

1. Involvement of entire civic organizations (Lions & Rotary)
2. Lake Havasu made a parent handbook and brochure on Substance Abuse Prevention.
3. Several conferences were held and attended by national speakers from National Federation of Parents.
4. Pat Schwarzlose is current President.
5. Grant from Supreme Court on Youth Division Program which covers Substance Abuse Education, Counseling for Teens and Family.
6. A newsletter is sent twice a year to Lake Havasu, & Mohave County
7. Selected by National Institute on Drug Abuse to attend 11 State Planning Conference.
8. Provided leadership for the Chemical People Project. Please contact Lori Nelson.

Sierra Vista - Fort Huachuca

May Day Project is a Parent and Community organization that focuses on Substance Abuse and related areas of teenage suicide, communication and teenage pregnancy.

May Day became a model program for the Army, nationwide.

May Day now has a Chapter in Safford.

May Day has received several state awards for prevention.

Codac & Project Pride

Codac is a treatment and prevention provider for Pima County. Project Pride, developed by Paula Randell is a curriculum for grades k-6 which has been successfully used in the Tucson area in 23 schools and 210 classes. There is an important parent education component of the program which has been popular with parents. The curriculum has been highly evaluated by the Wisconsin Clearing House, particularly emphasizing the parent component of the program. This years funding is through the State Department of Corrections.

Major Prevention providers for Tucson have been:

- a. The State Department of Corrections
- b. Codac
- c. Matrix

Matrix

The Matrix has been involved in training for elementary and secondary curriculum in the schools. The curriculum is now being taught by volunteers rather than the staff of Matrix. A significant amount of parent training has occurred with the Program, "How to talk to your kids about Drugs and Alcohol." The Matrix has received training grants from the Department of Corrections.

A significant amount of training for volunteers and professionals has been done in the Tucson areas. Activities of the Matrix include, recreational activities, wellness retreats, and teen theater. Please contact former Director Dr. Robert Schwebel for additional information. Dr. Schwebel provides leadership on the State Interagency Task Force for Substance Abuse and the Governor's Council on Children, Youth and Families. He may be reached at 748-2212.

Pima County Medical Auxillary began its efforts in 1981. The 6th grade Curriculum "Lets Talk" has been taught to many Tucson 6th graders since 1981.

"Lets Talk" is a prevention oriented, decision making Curriculum. Training is done by the Matrix, a prevention training resource arm of ADAPT. Pima County Auxillary has given constant participation and support to:

- Chemical People Project
- Raising Drinking Age
- Passage of Senate Bill 1248 to provide funding for Substance Abuse Prevention funding.

County Medical Auxillaries of Arizona

Medical Auxillaries of the State have provided leadership, trained volunteers working in the schools, and constant support of activities such as the Chemical People Project, raising the drinking age, and the passage of Senate Bill 1248.

Project Graduation

Project Graduation was begun in July of 1985 and is an ongoing broad based, community effort to reduce substance abuse at graduation time in the Tucson area. We have had excellent leadership from Dr. Ron Sparks, President of the Pima County Medical Society. 20 major groups in the community have participated in the planning. Close working relationships with students of 4 major high schools brought about the "Old New Year's Eve Party", attended by 800 students on December 27. Ongoing planning for a city wide spring party and upcoming graduation parties are planned for the remainder of the year. For information, please contact Dr. Ron Sparks at the Pima County Medical Society.

The Jr. Leagues of Tucson and Phoenix have been actively involved in Substance Abuse Prevention through participation in Chemical People, Raising Drinking Age, Training and Development & support of senate bill 1248.

Madd Mothers Against Drunk Driving

Under the Presidency of Helen Wolfe, MADD provided active leadership in the Chemical People Project & led petition drive for raising the drinking age to 21. MADD had lobbied for Senate Bill 1248 and supports Project Graduation.

Arizonan's For Prevention

AFP is a state wide volunteer organization made up of professionals and volunteers from many agencies and in the state involved in prevention. The AFP has sponsored and co-sponsored several state wide Prevention Conferences. It serves as an important resource network in the state. AFP has an excellent position paper on Prevention. Please contact Dr. Christine Miller, President at 884-8470.

Exhibit

Phoenix

The Palmer Drug Abuse Program (PDAP) was established in 1982 by Phoenix business man Robert Huber. The program provides out patient counseling, support, teen activities and education. Mr. Huber's persistence and dedication made the program possible. Approximately \$50,000 worth of local funding was raised. There are now three locations in the Phoenix metro area. All locations are housed in Church building.

1. Mesa - 1844 East Dinah
St. Peters Lutheran Church
2. Phoenix - 2310 North 56th Street
St. Stephens Episcopal Church
3. Phoenix - 4901 West Indian School
Concordia Lutheran Church

A similar program is needed badly in the Tucson area.

Phoenix High School District

Cheryl Watkins, District Coordinator has developed an excellent curriculum for this district.

Please contact Cheryl for additional information.

Major issues affecting Tucson and Arizona at this time:

1. Rapid population growth - increasing demand on all social & mental health services.
2. Arizona ranks 48 in nation for funding Behavioral Health which includes Substance Abuse.
3. Arizona lacks coordination of prevention activities from major state departments.
4. There is no state-wide and regional comprehensive plan for Substance Abuse Prevention.
5. There is a lack of coordination of existing resources on a city, county or regional level. We use a bandaid approach to our problem.
6. There is a lack of adequate funding for the staffing of School Districts Substance Abuse Coordinators state-wide.
7. The State of Arizona has not made a commitment to the Parent movement as many other states have. Parents are a vital force. We are not using the vast resources & influence of National Federation Parents, for Drug Free Youth.

Major events have occurred to develop a strong network of parents, professionals and service organizations working together.

1. Chemical People Project provided a strong informal network around the state. It is very easy to mobilize people by phone for legislative issues.
2. Successful laws were passed due to this Chemical People network.
 - The Raising of the Drinking Age
 - Passage of Senate Bill 1248
3. Establishment of Interagency Committee on Substance Abuse represented by 25 people from around the State to implement prevention curriculum.
4. Office of Children under the Governor's Office will begin in March of 1986 and will help to coordinate prevention activities. Contact Carol Kamin.
5. This Hearing will give the state a broad overview of activities and programs in the state.
6. Lions Club International and the Arizona Lions Club are sponsoring an Institute on Early Adolence. 22 school teams will be involved around Arizona.
7. Senate Bill 1248 authored by Cheryll Walkins Chemical Abuse Coordinator for Phoenix Union High School District. Law came from the people and had enormous support from parents, service organizations and school districts.

Exhibit

Drug Trafficking & Proximity to Mexico

1. Arizona is now a dumping ground for cocaine and marijuana. High availability of drugs translates into abundance on the streets at a lower price for our children and our labor force.
2. Prevention planning funding must be entegrated into the Federal Enforcement Program with at least a 5-10 year committment of funds.
3. The border states must have a special priority.

Recommendations for Arizona

1. Comprehensive Planning on State level for the entire area of Prevention.
2. Arizona and other border states need federal monies for prevention which would be part of the Drug Inforcement plan. Prevention funding is an important part of enforcement.
3. The State of Arizona needs to foster and encourage the development of parent and community groups on a local, regional and state level. The goal should be joining and using the resources of the National Federation of Parents for Drug Free Youth.

Exhibit

4. Funding for School District Substance Abuse Coordinators for a 5 year period to be used for curriculum development is critical.
5. A State Coordinated Substance Abuse Prevention Plan will help the state of Arizona in combating domestic violence, teenage pregnancy, teenage suicide, and child abuse.

"Prevention saves lives and dollars"

Interagency Committee members from Tucson and Southern Arizona include:

- Dr. Robert Schwebel, former Director of Matrix
Member of Governor's Council on Children Youth
and Families.
- Mrs. Dianah Tuck, Parent in Tucson Unified School District-
(largest in the state)
-Member Codac Board of Directors for 3 years
-Chemical People Steering Committee
-Executive Committee on Substance Abuse - Tucson Unified
- Mr. Jacob Flores, past President of Arizonan's For
Prevention
Prevention training and communication specialist,
Bisbee, Arizona.

Marilyn Civer, Health Coordinator for Marana Health Center
-Former Arizona Board Member of National Federation of
Parents.
-Chemical People Volunteer Coordinator for Tucson and
Southern Arizona.

*Many other excellent programs are going on in Glendale,
Paradise Valley, Mesa, and Tempe. There was not enough
time to include them in this report.

A special thank you to all those people in the state who
contributed information on very short notice.

A special "Thank You" to the Marana Health Center for assisting
with the preparation and cost of this report.

Page 2

Lobbying Works

Substance Abuse Program Gets Legislative Funding

Congratulations clearly are in order for many individuals, groups and associations throughout Arizona—and especially in the Tucson area—that campaigned so effectively earlier this year for the passage of significant drug abuse legislation by the State Legislature.

Of particular importance was the hard-fought enactment of Senate Bill 1248 that will provide funding for substance abuse education in all Arizona schools that develop a prevention curriculum. Observers said the law was passed late in the recent legislative session primarily because of the tremendous amount of networking that resulted in the bill literally being lobbied through each relevant committee in both the Senate and House.

Specifically, the new law will require the State Education and Health Services Departments to establish an "interagency committee" to coordinate assistance to school districts in setting up programs to combat substance abuse. An

appropriation of \$300,000 has been included to pay for the program in fiscal year 1985-86, and a joint legislative committee has been invented to watch over things.

Many of the individuals and organizations that pushed successfully for the new law also were involved in the high-profile Chemical People project last year. Credit should go to the Crime Prevention League, MADD, Junior League of Tucson, Pima County Medical Auxiliary, CODAC, The Matrix, Tucson Unified School District, Amphitheater School District, Sunnyside School District, Arizona PTA, Arizona Association of School Boards, Junior League of Phoenix, Phoenix Police Department, Phoenix Union High School District and Maryville High School District.

NATIONAL NIGHT OUT

(Continued from Page 1)

vention programs.

2. Send a powerful message to the criminal community by letting it know that neighborhoods across the nation are organized and watching.
3. Strengthen neighborhood spirit in the anti-crime effort.
4. Generate support for, and participation in, local crime watch programs.

The Tucson Police Department and the Crime Prevention League hope that, before you settle down in front of your television sets for the evening, you will join with your neighbors outside on the porch for an hour. Children should also be involved in "Night Out" activities.

Many communities organized special neighborhood activities as part of "National Night Out," such as street dances, lawn parties, police caravans, parades, flashlight walks, pool parties and ice cream socials.

"National Night Out" is designed to be an effective and enjoyable crime prevention project where citizens can find out who their neighbors are and become NEIGHBORS AGAIN!

If you want to become involved, contact: Tucson Police Department
Crime Prevention Unit
791-4480

Volunteers In Action...



Wanted: Busy hands and nimble fingers...The Crime Prevention League needs volunteers to help fold, label and bundle "The Resister" and "The Kids' Resister." Wonderful working conditions! For more information, call 623-4802.



Businesses, organizations or concerned individuals interested in sponsoring a Junior Crime Prevention Club should call Officer Mark Wilson, Tucson Police Department, 791-4450.



Microdots, tiny pieces of microfilm glued to children's teeth, could allow permanent identifying information to be carried at all times.

Slightly thicker than a sheet of paper and not much bigger than the head of a pin, the dots carry a child's name, phone number, social security number, allergies, special medical conditions and blood type. The dots are laminated onto a tooth surface and can be removed by police, paramedics or hospital workers with a sharp instrument. The information can be read under a microscope.

The Crime Prevention League is interested in beginning such a program which requires the skills of licensed dentists to affix the dots. Lots of healthy, safe smiles are in store for dentists who volunteer their services for this innovative and necessary community project. Call 623-4802 for details.

If you know someone you would like to nominate to be a "Resister of the Month," please write a short biography and submit it to:

The Crime Prevention League,
135 South Campbell, Tucson, 85719,
attention "Resister" staff.

New Youth Committee Established

At its June 19th Planning Session, the Board of Directors established a new committee to address the crime prevention needs of young people. The Youth Committee joins the League's existing nine committees which do the actual work associated with Crime Prevention League activities and projects.

The Youth Committee has targeted a number of projects for the coming year such as expanding the number of Junior Crime Prevention Clubs in elementary schools by involving businesses and civic groups as active sponsors; working with existing youth groups such as Scouts to offer crime prevention materials and involve them in crime prevention activities; and organizing a KID-POOL for children to walk to and from school in groups.

"All of the activities targeted by the Youth Committee are people-intensive. We need energetic and creative people to volunteer to put these programs in action," said TPD Sgt. Paul Hallums, committee chairman.

SAY NO to Drugs and Alcohol FEEL GOOD!

**SAY YES
to:**

AEROBICS **PICNICS** **RUNNING**
Camping **Dancing** **hiking**
FRIENDSHIP **swimming** **Your Body**
Job **exploring** **your family**
Movies **career choices** **Skiing**
Computer camps **racquetball**
CONVERSATION **Volunteer Work**
Weight Lifting **READING**

Parks and Recreation — 791-4873

YOU CHOOSE

**You won't be the only one to say NO!
EVERYBODY DOES NOT DO DRUGS**

50,000 copies paid for by IBM Corporation
Distributed through Circle K Stores in Tucson, The Crime Fair, and School Districts.

YOU MAY THINK LIFE IS MORE FUN ON DRUGS

But consider this:

Long-term effects of Marijuana

- relationships with family & friends deteriorate
- causes short term memory loss
- alters mood changes
- increases heart rate
- irritates lungs and impairs the lungs ability to expel bacteria and other foreign substances
- in the male reduces sperm production and motility
- in the female causes irregular menstrual cycles and egg production
- shows slower reaction time while driving a car
- marijuana smoke contains more cancer-causing chemicals than tobacco smoke
- interferes with growing up and becoming an adult
- marijuana users can experience a psychological dependence on the drug and can develop a tolerance to the drug, requiring them to use more or stronger forms of marijuana

Long-term effects of Alcohol

- alcohol and drunk driving are responsible for more deaths of young people between 15 and 21 than anything else
- alcohol interferes with adolescent growth and development
- use of alcohol can hide emotional problems
- impaired muscle coordination and judgment
- heart and liver damage
- death from overdose
- adolescents can develop more rapidly in a youngster than a psychologically mature adult
- alcohol is the most serious drug problem among both children and adults
- it is illegal. As of January 1, 1985 the drinking age will be raised back to 21 from 19

Speed (Amphetamines or Uppers)

- causes nervousness, irritability, nervousness, mood swings
- loss of appetite
- hallucinations and paranoia
- can cause convulsions and brain damage
- speed increases heart breathing rate, and blood pressure
- speed can cause irregular heart beat
- speed can cause dependency, a feeling that the drug is essential to normal functioning

Inhalents are dangerous

- inhalents can cause heart failure and instant death
- inhalents can cause death by depressing the central nervous system
- poor coordination, impaired vision, memory, and thought processes
- can cause dizziness and violent behavior
- brain, liver and bone marrow damage

Angel Dust (PCP)

- can produce convulsions and coma
- death can be caused by heart and lung failures or ruptured blood vessels in the brain
- confusion, agitation, aggression
- breaks from reality — flashbacks
- emotional breakdowns

Cocaine (Coke)

- cocaine causes intense psychological dependence
- cocaine causes sleeplessness and anxiety
- cocaine damages nasal passages
- it damages the lungs
- long term use can cause a "crash" state psychosis and people become paranoid
- cocaine can cause death from overdose

During the teen years, young people learn how to have fun and establish relationships. Drug use may make it seem easy. It may provide a temporary solution. BUT, if you NEED drugs to feel good with people and to have fun, you can be certain that you will eventually have problems with drugs. It's simple logic. Your body becomes dependent on the drugs. You need more drugs to have the same effect. While your body may be able to handle small amounts of chemical substances, eventually you reach a level of drug intake which is dangerous to you — either physically harmful (you can't succeed in school or hold a job because you are high)

If you are having problems now, call HELP ON CALL, 323-9373.

SPONSORED BY
TUCSON CHEMICAL PEOPLE COMMUNITY COUNCIL

**Kids, Drugs, and Alcohol:
A Handbook for Parents**

Amphitheater School District
Tucson, Arizona

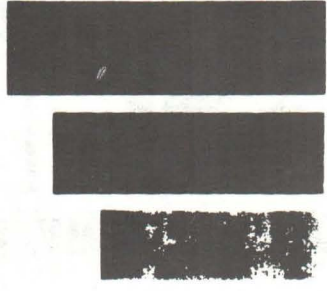
**PARENT
HANDBOOK**



*A guide for parents
who have questions about
substance abuse . . .*

Flagstaff, Arizona
&
Lake Havasu, Arizona


**PARENT
HANDBOOK**



**INFORMED
PARENTS INC
of the Scottsdale
School District**

by *operation from graduation*





◆ party of
◆ the year

December 27, 1985 **9pm - 1am**

TCC Exhibition Hall

Just a lot of fun you'll remember
the next morning!



a Te^EN^Agers' CeLeBRAtion

\$5 at TCC outlets
\$6 at door

EH
1985

A party so students won't be dead drunk

By **TERRY WILSON**
Citizen Staff Writer

When high school students congregate at a big party this Friday night, the only zing in their drinks will be the carbonated water that's added to Pepsi syrup.

And that's all right with them.

They and others under age 20 will be at the Old Year's Eve party at the Tucson Community Center.

The party is being organized by a committee of parents and children who want to reduce incidents of teen drunk driving. The committee, called Project Graduation, will consider the party a trial run for another it plans to throw in June to keep celebrating student drivers sober.

The idea for a dry party was warmly received by students, said Chris Mann, a member of the committee. They are looking forward to meeting students from other schools.

Three Tucson bands will be on hand to play three kinds of rock music, said Barbara Abrahams, who is also on the committee. "Audience" will play metal, "The Distant Company" will play new wave and "Al Perry and the Cattle Co." will play rockabilly.

Radio personalities — Alan Mi-

chaels (KCFE-AM), Randy Morrison (KWFM-FM), Rick Allen (KLPX-FM), Andy Stevens (KRQQ-FM) and Carrie Summers (KHYT-AM) — will introduce each band and give away prizes between each band's sets. Local businesses have donated food, beverages and prizes like a color television, gift certificates and the grand prize: a limousine ride to a dinner for two at Houlihan's.

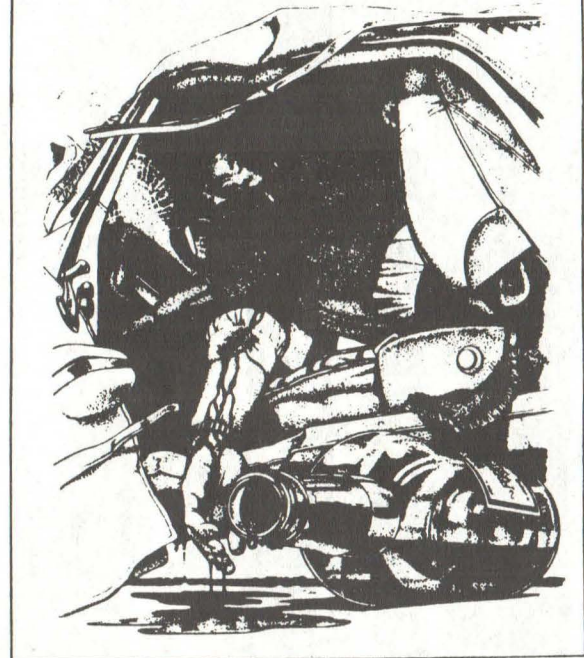
"We wanted to provide an environment where kids can come and have a good time," Abrahams said. "They won't have to worry about alcohol being on the premises and they won't have to worry about drugs being on the premises."

Diana Tuck, another committee member, said the idea for this party should work out very well because, "so many times we parents or the schools harp on the dangers of drugs or the dangers of drinking. We get so involved in that, we fail to provide some fun alternatives for the kids.

"We should give them some options if we're going to be preaching at them about the dangers."

The Pima County Sheriff's Department's Auxiliary will provide security for the party. And youths who arrive at the party drunk will not be allowed in nor will they be allowed to drive home, Abrahams

AZ Daily Star, Dec 24, 1985



said. They will be given free rides home by the Allstate Cab Co. Inc.

"We're just here to save lives and have fun," Abrahams said.

The party, which will run from 9 p.m. to 1 a.m., will be in the Exhibi-

tion Hall. Tickets cost \$5 and are available at all TCC outlets. They will be available at the door for the same price. The ticket price includes all entertainment, beverages, snacks and door prizes.

Downtown Juarez is directly across the Rio Grande from downtown El Paso, is seedy and rundown, but the shops lining Juarez Avenue generally offer the best buys in leather and glass goods.

Once made, the more traditional Mexican dishes are more reasonably priced. It's located on Calle Ignacio Mejia.

Julio's, on 16th of September, has
See EL PASO, Page 3D

Bash for teens planned at TCC

By Pat Conner
The Arizona Daily Star

School's out. The holidays are here. But where can high school students turn for wholesome fun?

One alternative is the Old Year's Eve Party of the Year tomorrow at the Tucson Community Center Exhibition Hall.

"We scheduled it for two days after Christmas, thinking that teens will want to get out and do some stepping," said Dr. Ronald Spark, president of the Pima County Medical Society.

The party was planned by student representatives from Tucson high schools, said volunteer Barbara Abrahams, co-op director at KCEE and KWFM.

"They are trying to show that kids can have a good time without drugs or liquor, and that the community is willing to chip in to make this available to kids," she said.

Local businesses and community groups have donated time, talent and refreshments to make the event possible.

Three local bands will perform: The Distant, Audience, and Al Perry and the Cattle.

On-air personalities from five radio stations — KRQ, KLPX, KHYT, KWFM and KCEE — will provide entertainment between bands.

There will be more than 50 door prizes, including record albums, a 13-inch color television set, two silk jackets, and dinner for two at Houthan's with transportation by Cathina Limousine Service.

Pepsi-Cola is donating soft drinks, and Fug's Snacks is contrib-

PREVIEW

What: Old Year's Eve Party of the Year

When: 9 p.m. to 1 a.m. tomorrow

Where: Tucson Community Center Exhibition Hall

Admission: \$5 per person, includes soft drinks, snacks and music from three live bands. Tickets available at the door.

uting munchies. Security will be provided by off-duty policemen, and the city is not charging for use of the Exhibition Hall.

Sponsors are Project Graduation, Association for Drug Abuse and Alcoholism Prevention and Treatment, Tucson Broadcasters Association, and Pima County Medical Society. Proceeds will benefit Project Graduation, which was founded earlier this year to develop alcohol- and drug-free activities for teens.

Abrahams said she got involved as a volunteer because she has two children who will soon be old enough to drive. She is concerned that the leading cause of death for 15- to 14-year-olds is accidents related to drunken driving.

Boredom and peer pressure are two factors responsible for alcohol use among teens, Spark said.

"A lot of the alcohol consumption has to do with lack of good, positive activities over the weekends and holidays," Spark said. "That contributes to the problem — there's just not much available for teens."

"It can be depressing during the holidays. Teens are cut off from their routines. It's important for them to have something to look forward to."



A group of high school students enjoys a dry 'Old Year's Eve' party held by Project Graduation.

Soft drinks and hard rock draw 800 teens to dry party

By STELLA PEÑA
Citizen Staff Writer

About 800 of Tucson's high school students got together last night for an "Old Year's Eve" party minus the liquor.

Dr. Ron Spark, chairman of Project Graduation, one of the sponsors of last night's event, said it was a very successful evening.

He said about 500 students were expected to attend to enjoy live music, snacks and non-alcoholic drinks. Tickets were \$5 in advance, \$6 at the door.

Spark said the students started filtering into the Exhibition Hall at the Tucson Community Center about 8 p.m., though the "party of the year" did not begin until 9 p.m. It ended at 1 a.m.

Project Graduation began last April to look for alternatives to parties involving drinking. Sparks said students at workshops had voiced hopes for a New Year's party. Un-

able to find any bands willing to donate a performance on New Year's, the students chose to have their party earlier.

"The main thing is that they are not on the streets," Spark said.

Donations for the party came from more than 20 groups and agencies, including Tucson City Council, which provided the Exhibition Hall at no cost.

"We have received tremendous civic support and we're already looking into a spring activity," Spark said.

The party-goers sat at tables and conversed most of the night, but at least 100 could be seen on the dance floor at any one time.

Most began to leave by 11 p.m., but some remained until the end.

"Everyone left early," said Yvonne Parra, 15, of Cholla High School. "They went to go cruise and have fun elsewhere."

Most seemed to enjoy the event, but many complained about the music, Spark said. Others said the

party was boring.

"I think they just wanted something that they could dance to more easily," said Spark.

"We thought about having DJ's spin records, but someone suggested live bands would be best. We will probably consider having only one band and spinning records next time."

Performing free of charge for the students were Audience, The Distance, and Al Perry and The Catle. The bands provided a variety of heavy metal, contemporary rock and rock-a-billy music.

"They need new music," said Mark Salgado, 16, of Tucson High School. Salgado and his friends said they would have enjoyed some soul music.

"I was bored at home and didn't have anything else to do, but I didn't like the music," said Joe Fuell, 17, a Flowing Wells High School student.

"I've just been sitting here talking and drinking... Coke."

Plans underway for 'Project Graduation'

On Nov. 14, a meeting took place in A-100 at the high school in order to construct different committees to help with Project Graduation.

Just what is Project Graduation? "It's a community effort sponsored by Havasu for Youth to get the people of Lake Havasu to work together for a party for the graduating class of '86," said Mrs. Pat Schwarzlose, Havasu for Youth representative.

Project Graduation is scheduled for May 29, 1986 from 10 p.m. till around 4 a.m. under the London Bridge. Seniors are eligible to attend and may bring one guest. Admission is free.

The Air Force Rock band has already been hired to perform at the event, and now some seniors are trying to locate another band to perform during the second half of the night. If another band is not found then possibly a disc jockey may be hired to play records for the students to dance to.

The London Bridge Theater will be showing movies throughout the evening. "The senior class will choose at least two movies unless there is a really

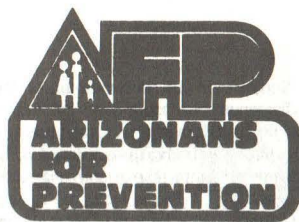
good movie playing in the theater already," said Mrs. Schwarzlose.

Why is so much time and preparation going into the event? "We're doing it to give the Class of '86 an evening together that would be drug and alcohol free. Graduation night is statistically the most dangerous night of the year for high school students and many lives are lost," said Mrs. Schwarzlose.

Once a senior and their guest have entered the party, then they can not leave and come back, however, students are allowed to enter late.

"Security will be set up to make sure there aren't any gate crashers. Security will mainly be committee volunteers," said Mrs. Schwarzlose. "We are depending on community support from donations to help make the project a success, and so far the community has been behind us 100 per cent," she added.

The next Project Graduation meeting will be held on Jan. 9, 1986, in case any interested parties would be interested in helping out or would like to hear more about Project Graduation.



**LEADERS FOR
QUALITY OF LIFE
IN ARIZONA**

**ADVOCACY
NETWORKING
TRAINING
COORDINATION
PROGRAM DEVELOPMENT
EVALUATION**

ARIZONANS FOR PREVENTION

In 1982 two existing state-wide prevention organizations, the Arizona Prevention Task Force and the Arizona Prevention Coalition, joined forces to form Arizonans for Prevention. The merger was an effort to strengthen prevention and health promotion work throughout the state.

Arizonans for Prevention (AFP) exists to provide leadership and direction in advancing state-wide prevention efforts. AFP commits its collective expertise to developing proactive prevention policies and serves as a resource pool in the areas of training, advocacy, program development, evaluation, networking and coordination.

In addition, AFP exists to strengthen and maintain linkages among prevention people to develop needed improvements for the field, and to publicize and support the successes and accomplishments of current effort. AFP represents prevention interests in such fields as business and industry employee assistance programs, public education, medicine, alcohol and drug abuse programs, child care, mental health, law enforcement, corrections and social services. AFP encourages the creation of prevention partnerships among state government, local government and the private sector to produce the most effective and unified prevention efforts possible.

The Arizonans for Prevention makes the following recommendations:

1. Adoption of the following standard definition of prevention, as contrasted to remediation, by state government, local government and the private sector throughout Arizona: Prevention is the creation of conditions, opportunities and

experiences which encourage and develop healthy, self-sufficient people.

2. Elevation of cost-effective prevention as a priority through the commitment of funds, planning and coordinating activities; and necessary policy and legislative changes at the state and local level.
3. Commitment by diverse groups engaged in prevention activities to address the fundamental common causes of various community problems, rather than addressing only the problems.
4. Acknowledgement by state government, local government and the private sector of their responsibility in prevention, recognizing that prevention is the shared responsibility of the entire community.
5. Adoption of prevention policies by all governmental and private community groups which are currently engaged in prevention activities by virtue of their purpose.
6. Commitment by groups engaged in prevention activities to public accountability and evaluation in accordance with appropriate evaluation procedures.

How to Join AFP

AFP is looking for individuals and organizations with an active interest in prevention, who are willing to share in promoting purposes, goals and commitment to the organization.

Mail in the membership application with your check or money order and you will be put on the mailing list. Meeting times and locations are announced by mail.

The Institutes on Early Adolescence are one-day events being held throughout the United States and Canada. Their purpose is to bring educators and community leaders together to address the critical issues of early adolescence, to explore the latest research on the topic, and to learn about an exciting new life skills program called *Skills For Adolescence*.

A number of leading national organizations concerned about youth have participated in developing *Skills For Adolescence* and are co-sponsoring or participating in the Institutes. Rarely has an effort of this magnitude been launched with such broad-based support. The sponsoring and participating organizations include:

American Association of School Administrators

W.K. Kellogg Foundation

Lions Clubs International

National Federation of Parents for Drug-Free Youth

National Middle School Association

National PTA

The Quest National Center

W. Clement and Jessie V. Stone Foundation

Skills For Adolescence is a school and community educational program designed specifically for young adolescents and their parents. The program targets the early adolescent years (ages ten to fourteen), since this is a particularly vulnerable stage of development and the time when many forms of negative behavior are likely to begin. The goals of the program include helping teenagers learn how to deal with the challenges of our complex society by offering positive growth experiences and teaching specific coping skills. The program places special emphasis on preventing drug and alcohol abuse, building self-confidence, and enhancing skills in leadership, decision making, communication, and goal setting.

Lions Clubs International

*American Association of
School Administrators*

and

The Quest National Center

*requests the pleasure of your company
at an*

Institute On Early Adolescence

Wednesday - January 22, 1986

10:00 am - 4:00 pm

The Phoenix Hilton

Phoenix, Arizona

AVASU FOR YOUTH

DO YOU KNOW?

- Over one-third of all kids in America use illegal drugs.
- One out of 16 high school seniors use marijuana daily.
- Same amount of alcohol in a 12 oz. beer, 5 oz. glass of wine, or a mix drink containing 1½ oz. of liquor.
- Our sixth-graders have all been exposed to some form of drugs.
- One out of five high school students has a drinking problem.
- Marijuana smoke contains 70% more carcinogens than tobacco smoke.
- Cocaine "The Great Addictor" of the 80's, Lames the Brain.

**GUIDELINE
FOR
ALL PARENTS
WHO
CARE!**

WHAT WE DO

PARENT SUPPORT GROUP

Concerned parents meet weekly to discuss steps of dealing with substance abuse problems and obtain up to date drug information. For more information call Marge Smith 855-0243 or Marcy Czarnowski 855-4650.

DRUG EDUCATION

Kathy McAndrew, Pat Schwarzlose, Lorie Nelson give educational presentations to parents, church, school and service organizations. We give straight forward factual information on the danger of drug and alcohol abuse.

OFFENDERS PROGRAM

Organize a community drug education program for youth who are on probation or suspended from school for drug and alcohol abuse.

PREVENTION PROGRAM

Encourage a prevention program in the schools to include self-esteem, decision making skills, coping, and drug information.

YOUTH PROGRAM

Organize teenagers with some credibility to go into the elementary schools and give anti-drug messages. Start a peer group counseling or tutoring program and encourage wholesome teenage activities which discourage drug and alcohol use.

RESOURCE MATERIAL

Distribute educational information to schools, parents, youth, service clubs, and libraries.

LEGISLATION

Supports effective legislation and works to change those laws that undermine our efforts to reduce the incidence of drug and alcohol abuse.

HOW TO JOIN THE FIGHT

I want to join Havasu For Youth in the fight against drug and alcohol abuse: _____ \$2.00 per year. (Individual Membership)

I would like to support your efforts by making a donation of: _____

Membership fees and contributions are tax deductible.

Name _____

Address _____
Street City State Zip

Home Phone _____ Office Phone _____

My particular areas of interest in helping Havasu For Youth are:

Parent Support Group

Clerical

Legislation

Education

Publicity

Youth Activities

HAVASU FOR YOUTH

2045 Cornina, Lake Havasu City, Arizona 86403, (602) 855-3995

PREVENTION

85



A CONFERENCE DESIGNED TO GENERATE ACTION

May 9 & 10, 1985
 YWCA Leadership Training
 Center
 9440 N. 25th Ave.
 Phoenix, Arizona 85021

85 CONFERENCE

**Leadership Training
 Center
 Phoenix**

Friday, May 10

8:00 am General Session
 8:15 am Keynote Address
 HON. JACQUE STEINER
 9:00-9:55 am Workshop IV
 Showcasing Success / 1
 Seven showcases will be featured separately in one 25-minute session.
 After a 5-minute break, the seven will be repeated.
 10:15-11:10 am Workshop V
 Showcasing Success / 2
 A second group of seven featured separately in one 25-minute session.
 After a 5-minute break, the seven will be repeated.
 11:15-12:15 pm General Session
 Featuring Awards made by ARIZONANS FOR
 PREVENTION
 Participants will be "on their own" for lunch
 1:15 pm Special Session on
 Community Networking
 4:30 pm Adjournment

• NANCY HUGHES, Director, Pre-
 vention Unit, Az. Dept. of Cor-
 rections
 Personal Garbage

WORKSHOP II
 ADVANCED PREVENTION TRAINING
 11:00 am

Presentors: • SHARLENE WOLCHIK, Ph. D.
 • IRWIN SANDLER, Ph. D.
 • HARRY KOMENSKI, MSW
 Children of Divorced
 • MARK ROOSA, Ph. D.
 • LAUREL CAPPO, ACSW
 Children of Alcoholism
 • JOANNE GERSTEN, Ph. D.
 Children of Parental Death

WORKSHOP III
 HIGH-RISK STRATEGIES
 1:30 pm

Presentors: • ANEESAH NADIR, CODAMA
 Services
 Pregnant & Parenting
 Teenagers
 • PATRICIA ANAYA, CODAMA
 Services
 • EDMUND PORTNOY, Community
 Treatment Program
 Children of Chemically-
 Dependent Families
 • JANEEN BAILEY &
 • DAN BABBITT, Psychology Dept.,
 Scottsdale School District
 Exceptional Children

Continued . . .

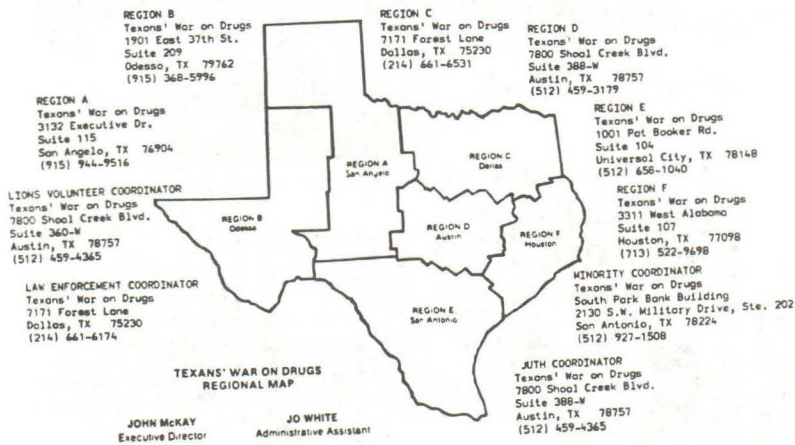
PROBLEMS THAT AREN'T THERE . . . YET"

TEXANS' WAR ON DRUGS
7800 Shoal Creek Blvd., Suite 381-W
Austin, Texas 78757

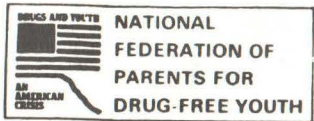
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Arizonians for Chemically Free
Youth
Marilyn G. Civer
645 W. Orange Grove Rd., #1019
Tuscon, AZ 84704



Drug Abuse: Family Enemy Number One



MESSAGE FROM NANCY REAGAN

"As First Lady, NFP's National Honorary Chairman and a parent, I share with members of the National Federation of Parents for Drug-Free Youth their concern and commend them for their extraordinary efforts toward ending today's drug crisis among youth. Illegal drugs have become a pervasive and destructive force in our society. We know that the most effective way to stop drug abuse is to take the



customer away from the product. By educating parents, NFP enables families to *prevent* drug use from starting or to *get help* for those already involved. It is only through this kind of commitment, dedication and hard work from groups such as the NFP that needless tragedy and waste of young lives will be avoided.

Government has its place in trying to interdict drugs coming into the country and in punishing pushers, but in the final analysis, *it is the parent groups who are going to make the difference.*"

Nancy Reagan
NFP National Honorary Chairman

DRUG PROBLEMS TODAY

- Every five seconds, a teen is involved in a drug alcohol-related accident.
- More than half of all teenage deaths result from drug alcohol use.
- The average beginning age of marijuana users is 12 years, alcohol 11.5 years.
- There has been an alarming increase in the use of marijuana in grades 6-8. About 6 percent of these children smoke marijuana, and about 2 percent, or approximately 188,000 10-13 year-olds use it at least weekly.
- More than 5 percent of 10-13 year-olds use alcohol and admit to getting drunk at least weekly. Among 14-18 year-olds, more than 20 percent are drinking from once a week to daily.

- Cocaine use is on the rise among high school students. Projections show that by the end of 1985, 20 percent of high school students will have tried cocaine before graduating and *ten percent of suburban high school students will be regular cocaine users!*
- Pill-popping appears to be the newly emerging and affordable chosen "high." Nearly 12 percent of high school students take "uppers" and 6 percent pop "downers." As for other types of drugs such as glue sniffing, LSD or PCP ("angel dust"), almost 10 percent of 14-18 year-olds have tried them in the past year, and approximately 300,000 use them at least once a week.

WHAT IS NFP?

Founded in May 1980, the National Federation of Parents for Drug-Free Youth (NFP) is a non-profit organization committed to raising a generation of drug-free youth. Its principal objective is to assist in the formation and support of local parent and youth groups in communities across America to eliminate drug and alcohol use among youth. NFP is the voice of the grass roots parent movement, and a valuable resource to end our nation's adolescent drug crisis. NFP's programs and activities are coordinated from its national headquarters in Washington, DC, and implemented by dedicated volunteers at the local level. NFP activities are supported by memberships and private sector contributions.

ACTIVITIES OF NFP

- **Sponsorship** of an annual national conference in Washington, DC.
- **Development** of "REACH America" (Responsible, Educated Adolescents Can Help America Stop Drugs!); a youth leadership training project to help older students educate younger ones.
- **Initiation** of an umbrella organization to network existing and new drug-free youth groups as NFP networks parents' groups.
- **Establishment** of state networks in 43 states and state network newsletter.
- **Coordination** with the National Association of Broadcasters (NAB) for free, over-the-air public service announcements and programming.
- **Development** of Project "Graduation

- National Automobile Dealers Association, National Floral Marketing Council, National Restaurant Association and the National Soft Drink Association.
- **Assistance** in the development of the National Partnership to Prevent Alcohol and Drug Abuse, sponsored by the U.S. Department of Justice.
- **Distribution** of public service announcements featuring Nancy Reagan, Brooke Shields, Keye Luke, and Mr. T.
- **Development** and promotion of the Drug Enforcement Administration's program to train high school coaches in drug prevention education.
- **Participation** in White House International First Ladies Conference on Drug Abuse.
- **Development** of NFP slide show for use by local parent groups at conferences, seminars or community meetings.

BENEFITS OF MEMBERSHIP

As a member of the National Federation of Parents for Drug-Free Youth, you will become part of the national mobilization effort working to ensure that America's youth will grow up drug free. You will have easy access to tools necessary to create a campaign or enhance existing programs in your area. These include:

- **Prepared materials:** drug and alcohol educational brochures for adults and youth
- **Guidelines for Organizing Your Parent Group**
- **Education Public Speaking Manual, Parent Community Task Force Manual, Press, Media Guidelines, quarterly newsletter and legislative update: "REACH America" Youth Training Manual, Anti-Paraphernalia Kit and fact sheets**
- **NFP National help line - 800-554-KIDS**
- **Representation** on Capitol Hill and with federal agencies.
- **Eligibility:** for tax-exempt status for parent groups under the NFP umbrella.
- **Contact** with national news media.
- **Information** and program clearinghouse.
- **Community Awareness** presentations.
- **Educational** workshops and seminars.
- **Training sessions** for local and regional groups.
- **Annual national conference** for parents, youth educators and others in Washington, DC.
- **NFP Nancy Reagan Speakers Bureau.**
- **National "REACH America" youth leadership**

4th National Conference

Team Up America

*for Drug-Free
Youth*



**Come join the
American Team
for
Drug-Free Youth**

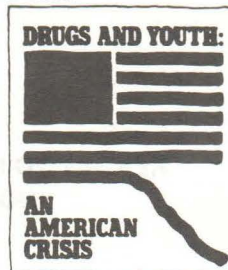
Conference Speakers

- Honorary Chairman -
Mrs. Nancy Reagan
- Claudia Black, Ph.D., M.S.W.
- James Crowley
- Susan L. Dalterio, Ph.D.
- Judge Andrew DeVine
- Robert L. Du Pont, Jr., M.D.
- H. Stephen Glenn, Ph.D.
- Mark Gold, M.D.
- Donald Ian Macdonald, M.D.
- Beth Polson
- Mark Scharenbroich
- and more

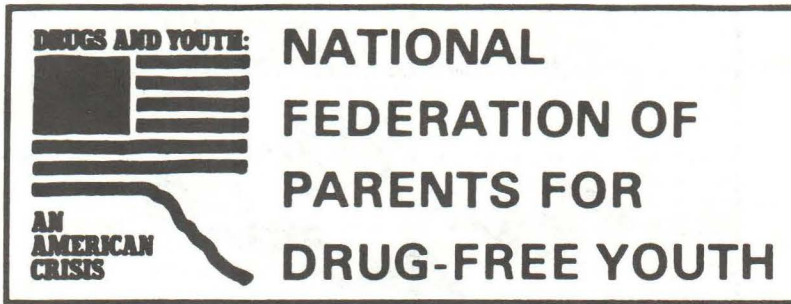
**November
7-9, 1985
Mayflower Hotel
Washington, D.C.**

Parent/Youth Community Conference

For further information
contact:



National Federation of
Parents for Drug-Free Youth
8730 Georgia Avenue
Suite 200-210
Silver Spring, MD 20910
1-800-554-KIDS



A not for profit corporation organized to provide leadership and services to local parent groups throughout America.

SM 1982, NFP

"Government has its place in trying to interdict drugs coming into the country and in punishing pushers, but in the final analysis, it is the parent groups who are going to make the difference."

Nancy Reagan
Honorary Chairman of the NFP Conference

**REPORT TO MEMBERS AND FRIENDS
NOVEMBER, 1985**

National Headquarters: 8730 Georgia Avenue • Suite 200 • Silver Spring, Maryland 20910
301-585-KIDS

The National Federation of Parents for Drug-Free Youth is pleased to report that your support toward the growth and development of a parent and youth prevention networking effort in America has been used effectively and is working!

The principal objective of NFP is to assist in the formation and support of local parent and youth groups in communities all over America who can serve to eliminate illicit drug and alcohol use among youth.

NFP's task is understandably enormous. Illegal drugs are now a 100 billion dollar a year business in the United States. To combat this, a well-coordinated, adequate staff at the national level is required and a volunteer effort by hundreds of thousands of parents across the U. S. is indispensable in the battle to stop this tragic destruction of our youth.

Starting in the home, NFP evolved from a virtual grass roots parent revolution against illicit drugs into an internationally recognized success. NFP now represents hundreds of thousands of volunteer parents, youth, educators and others who've joined together to say, "Enough, let's get drugs out of our schools, out of our homes and out of our communities!"

NFP is asked regularly to consult with other nationally recognized groups and agencies who are in drug-related fields. Law enforcement experts, ranging from street "cops" to U. S. Attorneys, judges and Drug Enforcement Administration Director, Jack Lawn, tell us, "We can stop trafficking much more successfully if NFP can take away the customers." NFP is also working with over 155 national groups to form the National Partnership to Prevent Drug and Alcohol Problems Among Youth. NFP was invited to present its prevention strategies to 17 First Ladies from around the world at the White House in June!

The National Federation of Parents for Drug-Free Youth and its Honorary Chairman, Nancy Reagan, are proud to report the following projects and accomplishments:

- Joined with the National Association of Broadcasters (NAB) to plan mutually beneficial strategies for public service and programming. NAB passed a resolution at its national board meeting to join, support and promote the efforts of the NFP.
- Distributed public service announcements featuring Nancy Reagan, Brooke Shields, Keye Luke, Mr. T and others listing the National Federation of Parents for Drug-Free Youth address and hotline, 800-554-KIDS. NBC assisted NFP by adding the identification lines and NAB distributed them to its 750 member tv stations.
- Joined and assisted in development of National Partnership to Prevent Drug and Alcohol Problems Among Youth. This partnership includes citizens' groups, media, professional and corporate organizations (including brewers) to work to prevent alcohol and drug use by youth. One hundred fifty-five other national groups are involved.
- Developed "Project Graduation Celebration," promoting drug and alcohol-free prom and graduation parties in cooperation with the National Association of Broadcasters, National Automobile Dealer's Association, National Floral Marketing Association, National Restaurant Association and the National Soft Drink Association.
- Assisted in developing and promoting Drug Enforcement Administration's program to train high school coaches in drug prevention education.
- Served on the American Bar Association Advisory Commission on Youth Alcohol and Drug Problems. This commission's recommendations for prevention were unanimously passed by ABA's House of Delegates.
- Worked with the National PTA to help promote passage of their 1985 "No responsible use" resolution. It passed. This resolution, modeled after NFP's, says educational programs should be directed toward "no use" of drugs or alcohol by youth.
- Conducted the third annual national conference for parents, educators and drug/alcohol professionals in Washington, D. C.
- Participated on national and international radio and television programs (International coverage included Peru, Jamaica, Colombia, England and Venezuela).

- Participated in White House International First Ladies Conference on Drug Abuse. Seventeen first ladies attended. Testimony was translated into seven languages.
- Extended honorary memberships to seventeen first ladies attending the White House International Conference on Drug Abuse.
- Met with delegations from twenty-five (25) other nations seeking to replicate our prevention strategy.
- Participated in national conferences of the following groups to further national networking:
 - National Association of Broadcasters
 - National Association of Life Underwriters
 - Chemical Specialties Manufacturers Association
 - National Federation of Republican Women
 - Parents Resource Institute for Drug Education
 - White House International First Ladies Conference
- Co-sponsored a Capitol Hill reception with the Congressional Families for Drug-Free Youth to celebrate the publication of "Marijuana Alert," published by McGraw-Hill and written by Peggy Mann. This book details the growth of the parent movement and describes the health hazards of marijuana and its harm to society.
- Increased communications to members by adding a quarterly Legislative Update to members tracking Federal drug laws.
- Established state networks in forty-two (42) states. Supported state networkers with newsletter specifically to keep them informed of new ideas and link them with their counterparts in other states. These 42 state networkers are principally parent group volunteers. NFP also provided the state networkers with a free supply of various informational and educational brochures to be distributed in their state.
- Successfully supported parent groups in Columbia, Missouri in their efforts to defeat a pro-drug movement to reduce marijuana laws in their city.
- Supported the annual 4th of July Family Celebration in Washington, D. C. This event is a counter statement against the annual marijuana smoke-in at the nation's capitol.

- Invited to broadcast message via closed circuit television with NAB President encouraging their 750 member tv stations to join NFP's efforts to mobilize grass roots to work for drug/alcohol prevention.
- Increased staff to meet accelerated demand for NFP services created, in part, by national Public Service Campaign promoted by the National Association of Broadcasters.
- Developed 10-minute slide show on NFP to be shown at conferences, seminars and lend to local groups for their use.
- Established an endowment to ensure the future of NFP.
- Transferred all financial records to computer for easier access and detail.
- Moved from school classroom office setting to professional office space near subway and bus lines.
- Continued to distribute a national newsletter, now a 12 page tabloid, quarterly.
- Recognized by the National Association of Alcoholism and Drug Abuse Counselors with their Distinguished Service Award.
- Received the services of Campbell-Ewald Company, an advertising firm, to assess NFP's marketing and planning needs. A five-year plan is now in place as a result.

YOUTH DEVELOPMENT

- Developed REACH America [Responsible, Educated Adolescents Can Help America (stop drugs!)]. REACH America is a youth training project teaching older students to educate younger ones and provide positive teen peer leadership.
- Hired national youth director to guide the youth project.
- Initiated a national youth network to pull together all drug-free youth groups under the umbrella of the National Federation of Drug-Free Youth.
- Conducted first annual youth training seminar under REACH America at NFP's third national conference. Nancy Reagan was invited to be their "national coach."

- Developed REACH America training manual, promotional brochure, youth-oriented drug and alcohol prevention brochures.
- Added "youth news" page to NFP's quarterly newsletter.
- Sponsored REACH America training seminars in 25 states.
- Designated youth national mascot. Drugless Douglas, NFP's giraffe mascot was named last year through a contest conducted by the "Mini Pages," a nationally syndicated children's activity booklet in the Sunday comics. Columbia, Maryland residents 12-year old Julie and 9-year old Jennifer Davidson's name suggestion was selected from over 2,000 entries nationwide.

McDonald's Corporation designed a giraffe lapel pin as a conversation piece to enlist the help of others in demonstrating NFP's campaign slogan "Come On America, Stick Your Neck Out for Kids" through the National Federation of Parents for Drug-Free Youth.

SERVED AS CONSULTANTS TO:

U. S. Attorneys
 Congressional Wives
 McDonald's Corporation
 U. S. Department of Justice
 Drug Enforcement Administration
 National Institute on Drug Abuse
 National Institute on Alcoholism and Alcohol Abuse
 United States Information Agency
 DuPont Pharmaceuticals
 National Association of Life Underwriters
 Chemical Specialties Manufacturers Association
 American Bar Association
 President's Commission on Organized Crime

NFP HAS BEEN FEATURED IN THE FOLLOWING PUBLICATIONS:

The Newsleader (a newsletter by the National Association of Secondary School Principals' - circulation 35,000 high school principals)

Scholastic UpdateNew York TimesThe Washington PostChicago Sun Times

Catholic Standard (Archdiocese of Washington, circulation 57,000)

Listen Magazine

Mini-Page (nationally syndicated child's activity page for Sunday comics)

Congressional Record

National Council on Alcoholism newsletter

The Communicator (Whirlpool Corporation newsletter)

Woman's DayFamily Circle

Prevention (National Institute on Drug Abuse newsletter)

Educator's Progress Service Index

The National Center for Research in Vocational Education newsletter

Reader's DigestScholastic News

The Kinds of Drugs Kids Are Getting Into (a program of McNeil Pharmaceuticals and the Pharmacists Against Drug Abuse)

American Academy of Child Psychiatry newsletter

Woman's WorldMarijuana Alert by Peggy MannSteering Clear by Dorothy CretcherCoping with Drug Abuse by Joe BakerKeep Off the Grass by Gabriel Nahas, M.D.Pot Safari by Peggy MannGateway Drugs by Robert DuPont, Ph.D., M.D.

Not My Kid by Miller Newton, Ph.D. & Beth Polson

Drugs, Drinking and Adolescents by Ian Macdonald, M.D.

Peer Pressure Reversal by Sharon ScottThe Chemical People Book

Parents, Peers and Pot II by the National Institute on Drug Abuse

Aerosol Age MagazineBusinessWeek

The following publications by the National Association of Broadcasters (NAB):

Operation Prom Graduation Guidelines

NAB National Newsletter

National Resource List

NAB Broadcaster Commitment Statement

Drunk Driving - National Problem - Local Solution

The National Association of Broadcasters distributed NFP's public service announcements to its 750 member stations

NBC provided over \$100,000 worth of public service announcement air time during the first quarter of 1985

THE FOLLOWING ORGANIZATIONS, AGENCIES AND PUBLICATIONS
RECOMMEND THE NATIONAL FEDERATION OF PARENTS AS A RESOURCE

ACTION (Federal Agency)	National Center for Research
American Bar Association	National Council on Alcoholism
American Broadcasting Company	National Floral Association
Benevolent and Protective Order of the Elks of the USA	National Institute on Alcohol Abuse and Alcoholism
Catholic Archdiocese of Washington D. C.	National Institute on Drug Abuse
Chemical Specialties Manufacturers Association	National PTA
Congressional Families for Drug-Free Youth	National Restaurant Association
Cousteau Society	National School Boards Association
Department of Defense	National Sheriffs' Association
Department of Justice	National Soft Drink Association
Drug Enforcement Administration	Office of Juvenile Justice and Delinquency Prevention
E. I. DuPont	Optimists
Educator's Index	Parade Magazine
Family Circle	Pharmacists Against Drug Abuse
General Federation of Women's Clubs	President's Drug Awareness Campaign
International Narcotics Officers	Public Broadcasting Services
Kiwanis International	Reader's Digest
Ladies Home Journal	Scholastic Magazine
Lions International	Scholastic News
McCall's	Scholastic Update
McDonald's Corporation	State and Local Parent Groups
National Association of Broadcasters	The First Lady's Office
National Association of Life Underwriters	United States Information Agency
National Association of Secondary School Principals	U. S. Attorneys
National Automobile Dealers Association	Whirlpool Corporation
National Broadcasting Company	White House Drug Policy Office
	Woman's Day Magazine

TUCSON UNIFIED SCHOOL DISTRICT

SANTA RITA HIGH SCHOOL
3951 SOUTH PANTANO ROAD
TUCSON, ARIZONA
85730-4099

Santa Rita High School has an educational team composed of parents, administrators, faculty, students, secretaries and other staff members. The Santa Rita team has devoted more than 50,000 volunteer hours to the OUTREACH substance abuse prevention program.

One of the most pressing problems and concerns in our community is the increasing level of chemical abuse by all groups and all economic groups. However, in no group is the problem more pressing than among our youth. Over the last ten years the mortality rate from substance abuse has decreased across the nation with the exception of the 13-20 age group. Their mortality has shown an increase which can be directly linked to the use of chemicals.

The School Team Approach is a response developed by the U.S. Office of Education's Alcohol and Drug Abuse Education Program. A national network of training and resource centers are set up to train teams of school and community representatives in problem solving techniques that would help them develop effective programs for youth. Training centers provide teams with the tools to assess their own needs and develop their own programs.

Five to seven member teams are initially selected from each school. The team composition includes administrators, teachers, parents, community agency representatives, nurses and counselors. Members are selected on the basis of demonstrated involvement/commitment to youth. Prospective team members express their interest in the program or are actively recruited by principals after a brief orientation to the program.

The team functions include:

1. Involving the entire faculty in the community building process and implementation of the action plan set forth.
2. Formulation of "mini" action plans with faculty and parents.
3. Recruitment and training of additional faculty members who want to actively participate as team members.
4. Expansion of programs to feeder schools.
5. Implementation of parent, student and faculty inservices/retreats to resolve problems identified in the action plans.
6. Establishment of a positive discipline policy in schools which includes alternatives to suspension, e.g., detention, lunch duty.
7. Working intensely with students on life skills such as decision making, communications and self-responsibility.
8. Creating a positive school climate and a friendly, warm atmosphere which helps students and teachers feel part of the community.

9. Supporting and sharing expertise with other school teams.
10. Fund raising activities in coordination with tremendous support from our Adopt-A-School parent, Southern Arizona Innkeepers, Ranch and Resort Association.

From November 1981 to the present, Santa Rita OUTREACH team has worked to improve campus morale and school climate through faculty and student retreats and parent workshops as well as student recognition programs. Our concept is that if students feel comfortable with themselves and those around them and if they are in a positive atmosphere, they won't feel the extreme need to turn to drugs and/or alcohol to feel good.

During the month of March, 1983, Santa Rita was honored by the State Department of Corrections for its outstanding prevention program. The award was given to only one high school, and we at Santa Rita are proud to have received the recognition. The OUTREACH program also contributed to Santa Rita being one of this year's national winners in the Secondary School Recognition Program.

Included in our activities are workshops on: drug identification, intervention and prevention techniques, citizenship curriculum (classroom management and learning principles), identifying educational excellence and the means to foster such excellence. There are also mini-workshops on motivation, goal setting, stress management, self-defeating behavior, due process and self-concept.

Overall the program has improved total staff/student communication on campus, reduced discipline referrals and suspension, and created a very positive learning atmosphere. News of the success of our program has been widely publicized and other schools and community agencies are using our core-team members to train others interested in a prevention program.

CS/AD
1/13/86

TUCSON UNIFIED SCHOOL DISTRICT

SANTA RITA HIGH SCHOOL

3951 SOUTH PANTANO ROAD

TUCSON, ARIZONA

85730-4099

My name is Scott Chasan. I am a senior at Santa Rita High School. I am the student chairperson for OUTREACH and have been involved with the club for two years.

When I went on the first retreat (1984), I saw many changes but it only was for a short time. This year it was different. We learned how to appreciate ourselves more and to appreciate other people for who and what they are.

A few of the activities that we do are the annual retreat. This year we really carried out our commitments to make the activities more available to more students.

Some of the effects and changes on people were: shy people opened up, people who had bad attitudes became more active in school. I see the OUTREACH program having a big effect on Santa Rita students. Many people at the retreat made promises and now they are following through with them.

1/13/86

TUCSON UNIFIED SCHOOL DISTRICT

SANTA RITA HIGH SCHOOL
3951 SOUTH PANTANO ROAD
TUCSON, ARIZONA
85730-4099

I, Mark H. Nathan, a junior attending Santa Rita High School, wish to submit the following information concerning drug and alcohol prevention at Santa Rita.

In the Fall of 1985, I was nominated by one of my teachers to be considered for the Student Retreat, a student leadership training program. After being accepted, I was invited to attend a 3-day retreat, at which, all students present were exposed to promote leadership qualities as well as a great deal of positive attitude enhancement.

Once we had completed the course, it was hoped that we would apply our learning in the various social groups with whom we participated; thus creating a more positive attitude, as well as reinforcing the fact that "it's O.K. to be me."

This would then allow students to become more self-confident and less insecure. I think "peer pressure" is the main cause for the need to depend on drugs or alcohol to "get away."

In addition to this, OUTREACH presents to the student body guest speakers, plans, and movies dealing with the effects, consequences, available rehabilitation, and prevention programs for drug and alcohol abuse.

Teachers and parents are also encouraged to lend support and positive reinforcement to young people. Counseling is also offered to students thus helping to lower the threat of suicide and need for drugs and alcohol. Using the training from OUTREACH, students also counsel each other.

In the short time I have attended Santa Rita, I have seen an excellent school dedicated to the education and shaping of America's young people, and for one, am extremely honored to be a student at Santa Rita.

1/10/86
MN:hs

SUBMISSIONS FOR THE RECORD



13644 N. SANDARIO ROAD
MARANA, ARIZONA 85238
MARANA 682-4111
TUCSON 792-0898

January 26, 1986

Charles B. Rangel, Chairman
Select Committee on Narcotics,
Abuse and Control
U.S. House of Representatives
H2-234 HOB Annex II
Washington, D.C. 20515

Dear Congressman Rangel and Members of the Select Committee,

Thank you for holding the recent hearings in Tucson. Your hearing accomplished a great deal because it connected those who testified and identified Prevention Education as a major shared goal.

The following events have occurred since the hearing:

1. Contact has been made with those who testified so that we can begin working together in the area of Prevention.
2. On January 22, 1986 Lions International, the Lions Clubs of Arizona and the Quest National Center sponsored an Institute for Early Adolescence. The program is a skills for living program that is designed for sixth, seventh and eighth grade. 260 school teachers and administrators were in attendance and the enthusiasm level was very high.
3. Three regional training workshops will be held in late February to assist the school districts in co-ordinating their efforts to begin to develop substance abuse prevention curriculum, K-12.
4. The Interagency Committee on Substance Abuse has already begun to gather information to be used in a comprehensive three to five year state wide prevention plan.
5. The Department of Education is receiving an enormous number of requests for information and technical assistance in the area of substance abuse prevention.
6. Once again, Federal Funding for states is essential for Prevention Education. Senator DeConcini from Arizona is in the process of drafting important prevention legislation.

Because of the high level of activity at this time in our state, I will send you an update from time to time so that you are aware of our activities.

Sincerely,

Marilyn Civer

Marilyn Civer
Chairperson, Interagency Committee on Chemical Abuse for the Departments of
Education and Health Services.

Health Coordinator, Marana Health Center

Enc. 2

cc to

Kristine Bell, Department of Education
Robert Brooks, Department of Health Services
Congressman Morris Udall
Congressman Jim Kolbe
Senator Dennis DeConcini
Members of the Interagency Committee

CAROLYN WARNER
SUPERINTENDENT



Arizona
Department of Education
1335 WEST JEFFERSON
PHOENIX, ARIZONA 85007
266-4361

January 14, 1986

Dear Colleague:

The Departments of Education and Health Services and the School Chemical Abuse Prevention Interagency Committee invite you and other concerned members of your organization to a one-day conference designed to assist your district in complying with Senate Bill 1248, the Chemical Abuse Prevention Act.

For your convenience three conference sites and dates are offered:

CENTRAL REGION	Metro Tech-VIP, 1900 West Thomas Road, Phoenix, Friday, February 14, from 8:30 a.m. to 5:00 p.m.
SOUTHERN REGION	Holiday Inn/Holidome, 4550 South Palo Verde Boulevard at I-10, Tucson, Friday, February 21, 8:30 to 5:00 p.m.
NORTHERN REGION	DuBois Conference Center, Northern Arizona University, South Campus, West of the Dome, Flagstaff, Friday, February 28, 8:30 to 5:00 p.m.

The agenda for each conference will include the following topics:

1. Current information on the scope and severity of substance abuse by young people in Arizona.
2. Discussion with a legislator about the intent of and compliance with SB 1248 and projections for '86-87.
3. A showcase of drug prevention programs that are working.
4. Identification of resources available to schools and an opportunity to network.
5. An assessment of local and regional needs for training and other services to help formulate a long-range statewide chemical abuse prevention plan.

~~Each school may send a maximum of five participants. It is suggested that participants include the superintendent or designee, the substance abuse coordinator, a principal, counselor/teacher, and a member of your governing board or concerned community group.~~

There is no charge for registration, materials, or lunch. Please complete and return the enclosed registration form by the date indicated so that a place will be reserved for you.

Sincerely,

Kristine Bell

Kristine Bell
Chemical Abuse Specialist
255-3847

naa434

Enclosure: Registration Form

School District _____

Number of Attendees _____

- 1. _____
Name Title
- 2. _____
Name Title
- 3. _____
Name Title
- 4. _____
Name Title
- 5. _____
Name Title

Workshop Location and Date

- Phoenix, Feb. 14, 1986
Metro Tech - VIP
(Registration deadline
February 10, 1986)
- Tucson, Feb. 21, 1986
Holiday Inn/Holidome
(Registration Deadline
February 17, 1986)
- Flagstaff, Feb. 28, 1986
De Bok Conference
Center, NAU
(Deadline Feb. 24, 1986)

Registration Completed by: _____
Name

Please return to: Kristine Bell
Arizona Department of Education
School Improvement Unit
1535 West Jefferson
Phoenix, AZ 85007
by the deadlines indicated above

ddd812